



Pathways to Gender-Inclusive Economic Development in Sub-Saharan Africa: A Sectoral Analysis

Botswana Report



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Reading note: The general and sectoral barriers to and drivers of women's economic empowerment opportunities reported on in the Pathways Study are more similar than different. For the purpose of sectoral-level stakeholders, this report provides a full discussion of these barriers and drivers per sector. While this inevitably results in some repetition across the report, the intention is for each sectoral brief to stand as an independent piece/extract if necessary.

Pathways to Gender-Inclusive Economic Development in Sub-Saharan Africa: A Sectoral Analysis (Pathways Study) is a collaborative effort among various stakeholders (organisations, individual researchers and gender experts) who joined forces and expertise to achieve a common goal - developing and implementing strategies to strengthen women's economic empowerment in Botswana.

These include:

- The Pathways Study Steering Committee (SC) which provided financial and/or technical support for the Pathways project including: (i) International Cooperative Research Group (ICRG), which is the research arm of the United States Overseas Cooperative Development Council (U.S. OCDC); (ii) United States Agency for International Development (USAID); (iii) Mastercard Foundation; (iv) International Development Research Centre (IDRC); (v) United Nations Entity for Gender Equality and the Empowerment of Women (UN Women); (vi) the African Trade Policy Centre (ATPC), which is a specialised unit within the United Nations Economic Commission for Africa (UN ECA); and (vii) Euromonitor International Ltd. SC partners also provided directional advice guidance in the making of key decisions, supported by making referrals and connections with key country stakeholders and reviewed draft reports.
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- Country Working Group members including: Nametso Carr (Women in Business Association - WIBA), Victoria Masenya (Thusang Basadi), Tshepho Monyakeng (Ministry of Investment, Trade, and Industry - MITI) and Yvonne Mloi (Horticulture Farmer in Botswana).
- Experts (gender and thematic) who reviewed and/or contributed to the report: Andria Hayes-Birchler, Dr. John Rukundo and Lynn Brown.

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We are keen for the findings of the Pathways Study to guide research, policy development and implementation, programming (planning and execution) and advocacy efforts - creating a unified voice, clear(er) direction and sustainable action for improved women's economic empowerment in Botswana.

Pathways Study Steering Committee

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ABR	Adolescent Birth Rate	CPI	Consumer Price Index
AFDB	African Development Bank	CSO	Civil Society Organisation
AGOA	African Growth and Opportunity Act	DABP	Department of Agriculture Business Production
AIDS	Acquired Immune Deficiency Syndrome	DCP	Department of Crop Production
ALCB	Adore Little Children Botswana	DHS	Demographic and Health Survey
ALDEP	Arable Lands Development Programme	EBA	Everything but Arms
APP	Alternative Packages Program	EDD	Economic Diversification Drive
ART	Adult Antiretroviral Therapy	EMI	Euromonitor International
ATPC	African Trade Policy Centre	EU	European Union
BAMB	Botswana Agricultural Marketing Board	FAP	Financial Assistance Policy
BDP	Botswana Democratic Party	FDI	Foreign Direct Investment
BEMA	Botswana Exporters and Manufacturers Association	FLFP	Female Labour Force Participation
BFTU	Botswana Federation of Trade Unions	GAP	Good Agricultural Practices
BIDPA	Botswana Institute for Development Policy Analysis	GBV	Gender-Based Violence
BITC	Botswana Investment and Trade Centre	GDP	Gross Domestic Product
BMC	Botswana Meat Commission	GEAD	Gender Affairs Department
BOHOCO	Botswana Horticulture Council	GNI	Gross National Income
BOTEMAPAWU	Botswana Textile, Manufacturing and Packaging Workers Union	GRB	Gender-Responsive Budgeting
BPFA	Beijing Platform for Action	GRPFM	Gender-Responsive Public Financial Management
BTCA	Botswana Textile and Clothing Association	GVA	Gross Value Added
BUAN	Botswana University of Agriculture and Natural Resources	GVAC	Global Validation Committee
BWP	Botswana Pula	HDI	Human Development Index
CBO	Community-Based Organisation	HIV	Human Immunodeficiency Virus
CEDA	Citizen Entrepreneurial Development Agency	ICA	International Cooperative Alliance
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women	ICRG	International Cooperative Research Group
CEFM	Child, Early and Forced Marriage	IDRC	International Development Research Centre
CHBC	Community Home-Based Care	ILO	International Labour Organization
		IMP	Integrated Pest Management
		IPV	Intimate Partner Violence
		ISPAAD	Integrated Support Programme for Arable Agriculture Development
		LARC	Long-Acting Reversible Contraceptive
		LDC	Least Developed Country
		LEA	Local Enterprise Authority

LIMID	Livestock Management and Infrastructure Development	SMME	Small Medium Micro Enterprises
LPS	Local Procurement Scheme	SPEDU	Selebi-Phikwe Economic Development Unit
MBGE	Men and Boys for Gender Equality	SRHR	Sexual and Reproductive Health Rights
MITI	Ministry of Investment, Trade, and Industry	SSA	Sub-Saharan Africa
MMR	Maternal Mortality Rate	SSI	Stepping Stones International
MSME	Micro, Small and Medium-Sized Enterprises	STEM	Science, Technology, Engineering and Mathematics
NAMPAADD	2001 National Master Plan for Arable Agriculture and Dairy Development	TCIB	Textile and Clothing Institute of Botswana
NAMPAD	2000 National Master Plan for Agricultural Development	TFR	Total Fertility Rate
NAPRO	The National Agro Processing Company	UHT	Ultra-High Temperature
NDB	National Development Bank	UNCDF	United Nations Capital Development Fund
NES	National Export Strategy	UNDP	United Nations Development Programme
NFS	National Food Strategy	UN ECA	United Nations Economic Commission for Africa
NFTRC	National Food Technology and Research Centre	UNFPA	United Nations Population Fund
NGO	Non-Governmental Organisation	UNICEF	United Nations International Children's Emergency Fund
NPAD	National Policy on Agricultural Development	USAID	United States Agency for International Development
NPP	National Population Policy	U.S. OCDC	United States Overseas Cooperative Development Council
OECD	Organisation for Economic Co-operation and Development	VAWG	Violence Against Women and Girls
OHCHR	Office of the United Nations High Commissioner for Human Rights	VGFP	Vulnerable Groups Feeding Programme
PPP	Purchasing Power Parity	VSLA	Village Savings and Loan Association
RADP	Remote Area Development Plan	WASH	Water, Sanitation and Hygiene
RNPRD	Revised National Policy on Rural Development	WEE	Women's Economic Empowerment
SACU	Southern African Customs Union	WFHB	Women's Finance House Botswana
SADC	Southern African Development Community Declaration	WHO	World Health Organization
SDG	Sustainable Development Goals	WIBA	Women in Business Association
SEZ	Special Economic Zone	WRO	Women's Rights Organisations
SEZA	Special Economic Zones Authority	WVE	Women's Vulnerable Employment
SME	Small and Medium-Sized Enterprises		

Key term	Definition
Cooperative	<p>A cooperative is an autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly-owned and democratically-controlled enterprise.</p> <p>Source: International Cooperative Alliance (ICA)</p>
Economic violence	<p>Economic violence is a form of gender-based violence, and can include acts perpetrated by systems and structures, as well as by individuals. It involves behaviours that control a woman's ability to acquire, use and maintain economic resources, thus threatening her economic security and potential for self-sufficiency.</p> <p>Source: Adams et al, 2008</p>
Employment segregation	<p>The unequal distribution of female and male workers across and within job types.</p> <p>Source: World Bank</p>
Financial exclusion	<p>Financial exclusion refers to a process whereby people encounter difficulties accessing and/or using financial services and products in the mainstream market that are appropriate to their needs and enable them to lead a normal social life in the society in which they belong.</p> <p>Source: European Commission, 2008</p>
Gender-based violence (GBV)	<p>Harmful acts directed at an individual or a group of individuals based on their gender. It is rooted in gender inequality, the abuse of power and harmful norms.</p> <p>Source: UN Women</p>

Key term	Definition
Gender norms	<p>Accepted attributes and characteristics of male and female gendered identity at a particular point in time for a specific society or community. They are the standards and expectations to which gender identity generally conforms, within a range that defines a particular society, culture and community at that point in time. Gender norms are ideas about how men and women should be and act. Internalised early in life, gender norms can establish a life cycle of gender socialisation and stereotyping.</p> <p>Source: UNICEF</p>
Gender wage gap	<p>The gender wage gap is defined as the difference between median earnings of men and women relative to median earnings of men.</p> <p>Source: OECD</p>
Productive employment	<p>Productive employment is defined as employment yielding sufficient returns to labour to permit the worker and her/his dependents a level of consumption above the poverty line.</p> <p>Source: ILO</p>
Resilience	<p>The capacity of individuals, communities, institutions and systems to survive, cope and thrive in the face of shocks and stresses.</p> <p>Source: Mastercard Foundation</p>
Sector and Sub-Sector	<p>The Pathways study uses 'sector' to refer to a broad area of economic activity - an umbrella category that has other economic activities within it. A sector could entail any or all of the following economic activities: (i) primary activities (i.e. related to extraction of raw materials), (ii) secondary activities (e.g. manufacturing-related) or (iii) tertiary activities (i.e. related to services). Sub-sector is generally used to denote specific economic activities within a broad sector, though both terms are sometimes used interchangeably as sub-sectors are not purely divisions or components of a sector; sub-sectors can vary enough to be discussed and/or analysed independently. For instance, while 'agriculture' is a broad economic sector, specific sectors/sub-sectors within it include rice, cocoa, maize, horticulture etc.</p>

Key term	Definition
Social capital (vertical and horizontal)	<p>Social capital refers to the institutions, relationships and norms that shape the quality and quantity of an individual and society’s social interactions. It includes both vertical and horizontal¹ associations between people, and includes behaviour within and among organisations, such as firms.</p> <p>This view recognises that horizontal ties are needed to give communities a sense of identity and common purpose, but also stresses that without “bridging” ties that transcend various social divides (e.g. religion, ethnicity, socioeconomic status), horizontal ties can become a basis for the pursuit of narrow interests, and can actively preclude access to information and material resources that would otherwise be of great assistance to the community (e.g. tips about job vacancies, access to credit).</p> <p>Source: World Bank</p> <p>Cooperatives have a social network that combines both horizontal and vertical social ties. Horizontal ties represent the social relationships and interactions between cooperative members while vertical ties are the social connections between cooperative members and parties such as off-takers, processors/buyers etc.</p> <p>Source: Deng et al (2020)</p>
Unpaid care and domestic work	<p>Refers to care of persons and housework performed within households without pay, and unpaid community work.</p> <p>Source: OECD</p>

¹Vertical social capital refers to interactions with people/organisations of different (higher) socioeconomic standing (i.e. access to resources), while horizontal social capital refers to connections and relations between people/organisations of similar socioeconomic standing and with access to similar resources.

Key term	Definition
Violence against women and girls (VAWG)	<p>Violence against women and girls is any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women and girls, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life. Violence against women and girls encompasses, but is not limited to, physical, sexual and psychological violence occurring in the family or within the general community.</p> <p>Source: UN Women</p>
Women's economic empowerment (WEE)	<p>Women having the ability to succeed and advance economically, and the power to make and act on economic decisions to enhance their broader wellbeing and position in society.</p> <p>Source: Calder et al., (2020)</p>
Women's vulnerable employment (WVE)	<p>Women's vulnerable employment is contributing female family workers and own-account workers as a percentage of total employment. It is derived using data from the International Labour Organization, ILOSTAT database.</p> <p>Source: World Bank</p>

Executive summary

Botswana is an upper-middle-income country and performs well across income per capita, governance, rule of law and macroeconomic management compared to other SSA countries.² Between 1990 and 2019, average life expectancy at birth increased by 10.4 years, while mean years of schooling increased by four years. Botswana's Gross National Income (GNI) per capita also increased by 85.4% over the same two decades, while the country has successfully lifted hundreds of thousands of its citizens out of poverty.³ Botswana's political stability has been attributed to its blending of republican and traditional institutions, crediting chieftainship (*bogosi*) with a critical role in Botswana's democratic development as well as its people's daily lives.⁴

²International Monetary Fund (2018)

³World Bank Group (2015)

⁴Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020)

Botswana has made consistent progress in closing the gender gap, particularly in enabling women's education and economic opportunities. Key areas of progress include gender parity in primary and secondary education, women's institutional access and reducing maternal mortality. Botswana has closed its gender gap in educational attainment.⁵ In 2022, Botswana was ranked 66 out of 146 countries in the World Economic Forum's Global Gender Gap Report, one of the highest scoring countries in Sub-Saharan Africa.⁶ Botswana is one of the highest scoring countries globally for gender equality in educational outcomes, health and survival, and economic participation and opportunities indices.

Botswana aims to become a high-income country by 2036.⁷ The country's transformative Vision 2036 initiative aims to move it away from its dependence on diamond mining, to create a diversified and vibrant economy, which brings prosperity for all. Vision 2036 recognises gender equality as central to socioeconomic, political and cultural development, and integrates SDG 5 (Gender Equality) as a priority for Botswana's development agenda.⁸

Women play central roles in the growth of Botswana's economy. In 2019, female participation in the labour force stood at 56.3% compared to 65.2% for men.⁹ As at 2020, the services sector accounted for the majority of female employment (78.3%), followed by agriculture (13.9%) and industry (7.5%).¹⁰ As per most recent statistics (2019), Botswana has a relatively low level of women's vulnerable employment (WVE) at 23.6%, compared to 80.1% in the SSA region and 44% globally.¹¹ In 2019, Botswana also ranked among the countries exhibiting the highest share of female managers (54.5%), ranking only third after Jordan (62%) and Saint Lucia (62%) globally.¹² Women-owned businesses account for approximately 38.5% of all enterprises in the country, and most of the country's informal sector businesses.¹³

However, despite their high participation in the economy, more women are unemployed, while employed women continue to earn less than men. Men earn 29% more than women, with some sectoral differences.¹⁴ This substantial gender pay gap can be attributed to the segregation of women to lower-paid and lower-valued sectors.¹⁵ More than 80% of women-led firms in Botswana have fewer than five employees, and many are unable to optimise existing capacity, and have weaker finances and inventory management than male-owned

⁵World Economic Forum (2022) ⁶World Economic Forum (2022) ⁷The World Bank (2022) ⁸Government of Botswana (2016) ⁹World Economic Forum (2022) ¹⁰International Labour Organization (2020) ILOSTAT Data - Country Profiles ¹¹World Bank Gender Data Portal. Vulnerable employment (% of employment) (modeled ILO estimate) ¹²World Economic Forum (2021). These three countries have the highest percentage of female managers. ¹³Mahon, L. (2021) ¹⁴UN Capital Development Fund (UNCDF) (2021) ¹⁵United Nations Development Programme (2021)

enterprises.¹⁶ Unemployment is higher among women, with 22.6% of women unemployed in 2020, compared to just 19.5% of men.¹⁷ Furthermore, as of February 2021, just over 10% of employed women live below the international poverty line (USD1.90 a day).¹⁸ While this is much lower than many other countries in Sub-Saharan Africa,¹⁹ in rural areas, most women live below the poverty line, reflecting how women's economic activities in rural areas are concentrated in low-wage, low-productivity and precarious forms of employment.²⁰

As Botswana recovers from the economic and social impacts of COVID-19, investing in targeted and inclusive solutions to women's economic empowerment can form an essential strategy as part of efforts towards building an economy and society that brings prosperity for all, especially women in rural areas who remain marginalised.

This report presents an overview of women's economic empowerment in Botswana. Drawing on economic modelling, desk-based research, interviews²¹ and expert reviews, the report explores available data and evidence on factors influencing women's economic empowerment in the Botswana context. Part of a series of reports commissioned on Sub-Saharan Africa, the report aims to provide practical

recommendations for public and private sector partners to consider what would improve and expand women's economic opportunities and contribute meaningfully to women's economic empowerment.

The report applies a holistic conceptual framework for women's economic empowerment that identifies multiple and overlapping factors at three different levels, which combine and interact to influence women's economic empowerment:

- **Structural factors:** Including the policy and programming environment.
- **Normative factors:** Including social and gender-based norms which shape women's engagement in paid and unpaid work, as well as factors such as violence against women and girls (VAWG) which hinder active women's economic participation, rights and wellbeing.
- **Individual factors:** Including human, social and economic capital.

The report identifies key factors at each of these levels with relevance to all sectors. In addition, the report presents specific findings related to two broad sectors selected in consultation with country-level stakeholders: (i) Agriculture (with a focus on horticulture and poultry); and (ii) Manufacturing (with a focus on textiles and garments). The latter

¹⁶International Trade Centre (2019) ¹⁷International Labour Organization Statistics - ILOSTAT Country Profiles (2020) ¹⁸UN Women - Women Count (n.d.) ¹⁹For example, in Nigeria and Angola, the proportion of employed women living below the poverty line is 32.2% and 48.7%, respectively. South Africa and Ghana have lower rates at 6.6% and 9.6%. UN Women - Women Count (n.d.) ²⁰FAO (2018) ²¹27 interviews were conducted with various stakeholders: academia, farmers/producers and producer associations, trade/industry associations, NGOs/INGOs, private companies, and public entities. Please refer to the Appendix for a detailed explanation of the methodology including the summary of stakeholders interviewed.

is presented as a spotlight due to limited available data and evidence. In each of these sectors, women face barriers to economic empowerment. At the same time, the report identifies opportunities and entry points for the sector to strengthen women's economic empowerment and broader wellbeing. Key findings are summarised below with further analysis of how each of these barriers and enablers play out in each sector provided in sector briefs in section 5 of the report.

Key findings – Structural factors

Botswana, as a constitutional democracy, legally guarantees equal fundamental rights and freedoms for all its citizens.

Institutional mechanisms include the Ministry of Nationality, Immigration and Gender Affairs, National Gender Commission and the National Gender Machinery acting as the main government bodies working towards women's empowerment.²² These entities are mandated to monitor and evaluate the implementation of gender policies and extend support at decentralised levels to promote gender-mainstreaming efforts.²³

Botswana's most recent National Development Plan 11 (2017-2023) seeks to ensure gender equality and equity in socio-cultural, political, economic and legal spheres. The plan highlights the

importance of gender mainstreaming across all sectoral initiatives, to articulate gender issues to be addressed, alongside identifying key indicators of performance, and providing regular updates. This is expected to be supplemented with gender analysis and gender equality-centred planning to promote gender-responsive and rights-based policies.²⁴

Despite clear political commitment and strategies to advance gender-equitable outcomes, gaps in gender-responsive budgeting (GRB) hinder effective implementation of national policies and plans. Some of these gaps include that: (i) Botswana's budget policy proposals seldom indicate/include the impact of policy changes on gender equity, (ii) The annual budget circular does not mandate reporting on gender impacts in budget submissions (i.e. there's no sex disaggregated data), and the Government Accounting and Budgeting System (GABS) is of limited value in tracking gendered impact of policies and programmes as it is not structured to provide accounting on gendered effects of public spending. Essentially, while gender mainstreaming is recognised as key, related provisions and activities in budgeting are largely gender-neutral, and/or gender-blind. Consequently, Botswana scores poorly on the gender impact of public investment projects.^{25, 26}

²²Republic of Botswana (2019) ²³Republic of Botswana (2019) ²⁴Republic of Botswana (2016) ²⁵Ontebetse, K. (2022)
²⁶Public Expenditure and Financial Accountability (PEFA) 2022

Botswana's Women's Economic Empowerment Programme provides grants to women to start and strengthen income-generating activities.²⁷ In addition, the Citizen Entrepreneurial Development Agency (CEDA) has been managing a Women's Business Directory to facilitate women entrepreneurs' access to available markets.²⁸ However, publicly available information on the extent to which these programmes have led to WEE-related outcomes is limited.

The government has implemented a number of legislative reforms towards a more enabling environment for women's economic empowerment. This includes an amendment to the 2015 Land Policy.²⁹ The amendment allows women to be independent in marriages and to have the same land rights as any other person.³⁰ Prior to this, women were prohibited or restricted from owning or inheriting land.³¹ With the abolition of the 2004 Marital Power Act,³² men and women have equal status in marriage and share equal responsibility for the care of their children as well as equal rights in the ownership of property.³³ Furthermore, domestic violence was criminalised under the Domestic Violence Act of 2008.³⁴ The National Gender-Based Violence Strategy (2015-2020) integrates actions to eliminate gender-based violence.³⁵ The policy presents

a multi-pronged and multi-sectoral approach towards preventing and systematically addressing gender-based violence.

Normative factors

There is limited national data available on women's time use and unpaid care and domestic work burden in Botswana.

However, estimates suggest women undertake about 15 more hours of household labour per week compared to their male counterparts, often in addition to paid employment.³⁶ High prevalence of HIV/AIDS exacerbates women's domestic and care work burden,³⁷ as young girls and older women often have to care for family members living with HIV/AIDS report feeling fatigued and overwhelmed.³⁸ Furthermore, in rural areas, as women's unpaid activities tend to be devalued (e.g. small livestock, backyard gardening, care work), this allows for household resources (financial, or in-kind, such as water) to be directed towards male activities and livelihoods.³⁹

Women are under-represented in national decision-making forums. Consequently, Botswana has not achieved the popular global minimum target of 30% of women in decision-making roles, except in the case of the public service.⁴⁰ Electoral violence and the absence of quotas for female representation leave women with little room

²⁷Republic of Botswana (2019) ²⁸Republic of Botswana (2019) ²⁹Thobega, K. (2020) ³⁰Thobega, K. (2020) ³¹United Nations Development Programme (2021) ³²Cornell Law School (2004) ³³Cornell Law School (2004) ³⁴UN Women (2007) ³⁵UN Women (2015) ³⁶Ntshwarang, P. N., Maundeni, T., Kgwatalala, D., & Seboni, N. M. (2018) ³⁷Upton, R. (2003) ³⁸Lindsey, E., Hirschfeld, M., & Tlou, S. (2003) ³⁹Green Climate Fund (2021) ⁴⁰IDRC (2021)

for meaningful political participation.⁴¹ There is an absence of recent data and research that sheds clear light on women's capacity to make decisions, especially at the household level. However, data from a 2012 national study on gender-based violence found that 44% of women and 54% of men believe that a woman needs permission from her husband to do paid work.⁴² There is also a lack of publicly available research on how norms around mobility may restrict or enable economic opportunities available to women.

In Botswana, national prevalence data suggests that as many as 67% of women have experienced physical or sexual abuse (including partner and non-partner violence), while 17.5% have experienced sexual harassment at work.⁴³ Gender-based violence restricts women's economic opportunities and potential in Botswana, while increased economic autonomy among women may result in increased experiences of gender-based violence among women.⁴⁴ On the other hand, women's more limited control over income and access to alternative sources of income (especially in rural areas) makes them vulnerable to economic violence. Several initiatives are seeking to tackle the root causes of gender-based violence in Botswana including initiatives engaging men and boys.⁴⁵

Individual factors

Botswana ranks 22nd out of 146 countries on educational attainment in the World Economic Forum's Global Gender Gap Index 2022.⁴⁶ Thanks to significant investment in girls' educational attainment and enrolment by the government and civil society of Botswana, gender parity in education has been achieved. However, similar to many other countries in the SSA region, men and boys continue to dominate science, technology, engineering and mathematics (STEM)-related professions.

In Botswana, the gender gap in financial inclusion stood at 9% in 2017.⁴⁷ Out of the total population, 60% of men have formal bank accounts compared to only 52% of women.⁴⁸ More women (47%) make use of informal financial services/products compared to 37% of men.⁴⁹ Limited financial knowledge is also a significant challenge for women-run businesses.⁵⁰ Many existing government efforts are not accessible for women due to their more limited access to collateral and resources. However, studies have demonstrated that training, apprenticeship and mentoring programmes can be effective approaches to expose women to traditionally male-dominated and more profitable environments (such as construction and IT).⁵¹

⁴¹Mlambo, C., & Kapingura, F. (2019) ⁴²United Nations Development Programme (2013) ⁴³United Nations Development Programme (2013) ⁴⁴Green Climate Fund (2021) ⁴⁵UNFPA (2016) ⁴⁶World Economic Forum (2022) ⁴⁷Chamboko, R., Heitmann, S., & Westhuizen, M. V. D. (2018) ⁴⁸UN Capital Development Fund (UNCDF) (2021) ⁴⁹UN Capital Development Fund (UNCDF) (2021) ⁵⁰Charity, M. K., & Mahambo, C. T. (2020) ⁵¹Cherchi, L., & Kirkwood, D. (2019)

In Botswana, women’s land ownership is higher than many neighbouring countries in the region although women’s land is less valuable on average than land owned by men. Estimates of women’s land ownership range from 48%⁵² to 57.6%.⁵³ However, men typically own both more land and more valuable land than women. For example, the average reported value of land in male-headed households is BWP65,685 (approximately USD5,000) compared to BWP35,778 (approximately USD2,700) in female-headed households, while per acre, land owned by the latter is over 40% less valuable than the former.⁵⁴ Despite more equitable land policies, women’s land ownership continues to be restricted by women’s more limited economic capital.⁵⁵ For example, commercial women farmers also face barriers acquiring commercial land due to their more limited economic resources.⁵⁶

Women (and youth) are typically responsible for supply of water and wood, which creates additional unpaid work burdens (and creates safety risks if this requires travel). This also makes them more vulnerable to the impacts of environmental degradation.⁵⁷ Water, sanitation and hygiene (WASH) programmes to improve access to water have reduced women’s unpaid domestic work burden. For example, in urban areas where infrastructure and access to drinking water has been set up, women’s time burden has decreased, and close to 90% of rural

female-headed households now have access to safe drinking water.⁵⁸

Implications and recommendations

A number of practical recommendations can be drawn from the report’s key findings - including practical actions to address common barriers while leveraging opportunities to increase women’s economic empowerment. Recommendations are aimed at policymakers, programmers and researchers - including those engaged in WEE-focused programmes and initiatives, as well as those working on more general economic development programming which may not have women’s economic empowerment as a central aim. Key recommendations for consideration are summarised below with further detail and recommended strategies provided in section 6 of the report. Sector-specific recommendations are presented in sector briefs in section 5.

Policy and advocacy recommendations

1. Address key policy gaps to women’s economic empowerment

Recommended strategies for consideration include:

- a. Ratify the ILO Convention on Violence and Harassment in the workplace (C190) and amend domestic violence legislation to

⁵²United Nations Development Programme (2021) ⁵³Republic of Botswana (2019) ⁵⁴United Nations Development Programme (2021)

⁵⁵United Nations Development Programme (2021) ⁵⁶United Nations Development Programme (2021) ⁵⁷Green Climate Fund (2021)

⁵⁸FAO (2018)

- include criminalisation of marital rape.
- b. Introduce policy measures to address women's unpaid care and domestic work burden.
- c. Implement a quota system and reserved seats in parliament, the House of Chiefs and local government to increase the representation and participation of women in political and public life.
- d. Review and enhance labour rights legislation and social protection schemes such as pensions to extend coverage to the informal workforce.

2. Improve the implementation of existing WEE-related commitments, legislation and programmes

Recommended strategies for consideration include:

- a. Support implementation and monitoring of national policy level initiatives and commitments towards women's economic empowerment at the district level.
- b. Leverage, expand and improve on existing WEE and employment programmes such as the Women's Economic Empowerment Programme.
- c. Support gender- and inclusion-benchmarking initiatives of employers to improve monitoring and enforcement of labour rights legislation (such as maternity leave, normal working hours and equal wages), while incentivising greater compliance.
- d. Ensure policy commitments to gender equality explicitly include actions that create opportunities for women to occupy leadership positions at various levels, including within cooperatives or societies, in their communities and in local governance.
- e. Work with the government to integrate gender-responsive budgeting (GRB) approaches within spending reviews and processes to improve budgeting decisions, and work with women's rights organisations and CSOs to monitor and track spending and results through community-based monitoring and accountability mechanisms.

3. Advocate to remove gender-based barriers to finance and promote women-friendly financial services

Recommended strategies for consideration include:

- a. Promote gender-friendly financial products for marginalised women. For example, low-interest and collateral free credit for women entrepreneurs.
- b. Introduce legal and regulatory frameworks that enable women to access credit and counter discriminatory practices.
- c. Engage women meaningfully in the design of financial services and products (including mobile money products), to ensure that they are accessible for all women including those most marginalised

(such as young women, women with disabilities, rural and illiterate smallholders, etc.).

Programming recommendations⁵⁹

1. Work with and grow women entrepreneur networks to build social, human and economic capital, and tackle normative barriers

Recommended strategies for consideration include:

- Support coordinated efforts targeting women SMEs in the informal sector - through increased access to social protection initiatives, combining social protection with productivity enhancing measures (such as childcare schemes).
- Provide training, apprenticeship and mentoring programmes targeted at women seeking to work in male-dominated sectors.
- Ensure that all work to support women's networks includes a focus on supporting women to aggregate their produce/output, reach more lucrative markets, receive better prices for their goods and access formal financial services.

2. Work with large employers to promote gender-sensitive and safe workplaces

Recommended strategies for consideration include:

- Strengthen organisational internal gender capacity to improve gender-related

knowledge, attitudes, skills of staff, and enhance institutional policies and practices.

- Promote use of gender and gender-based violence risk assessment tools and work with companies to assess risks and put in place evidence-based mitigation measures.
- Endorse and implement gender commitments, which should include gender sensitive policies, staff training, codes of conduct, gender-based violence and sexual harassment policies, and anonymous grievance and reporting mechanisms.
- Improve working conditions and health and safety for women workers including provision of living wage, flexible working hours and parental leave, and addressing any gender pay gap.

3. Address inequitable intra-household dynamics, norms and gender-based violence

Recommended strategies for consideration include:

- Establish livelihoods and economic empowerment initiatives coupled with gender- transformative interventions which increase women's access to and control over economic assets and access to financial services, promote their financial independence, reduce their vulnerability to economic and other forms of gender-based violence, support women's ability to seek services and transform harmful

⁵⁹For stakeholders directly involved in WEE initiatives and stakeholders involved in general economic development programming not solely focused on women. These stakeholders may be operating at local, national and/or regional levels.

masculinities (building on existing initiatives).

- Build on and scale up successful models to promote positive masculinities such as MenCare and Men in the Kitchen. Identify, train, equip and support role models to act as champions for behaviour change towards gender equality within communities.

Research recommendations

- 1. Commission and undertake research and evaluations to address research gaps** including:
 - Studies to understand the impact of existing programmes on WEE outcomes.
 - Much needed gender-disaggregated data on ICT use in Botswana to understand the extent of any gender digital divide.
 - Action research on women's unpaid care and domestic work burden, as well as household decision-making.
 - Surveys to draw clear and meaningful insights on women's time use and unpaid domestic and care work.
 - Research on the impact of the COVID-19 pandemic on women across sectors.
 - Research to understand women's experiences of gender-based violence and harassment (GBVH) in the workplace, as well as successful mitigating actions.
 - Research on prevalence and dynamics of economic violence against women, and action research to understand what works to address it.
- 2. Include measures of key factors enabling or constraining women's economic empowerment** including gender-specific measures focused on women's capabilities and agency, household relations, and gender norms and attitudes. This should also include tracking signs of potential backlash including increased rates of intimate partner violence.
- 3. At a minimum, disaggregate results by gender and include disaggregated targets.** Wherever possible, programmes and research should be further disaggregated by other socioeconomic characteristics including income, age, disability, migratory status and geographic location.
- 4. Commission mixed-methods research and evaluations** on these issues (unpaid care and domestic work, impact of COVID-19 pandemic, gender-based violence, economic violence, etc.) to understand how and why change happens, and to better understand women's lived realities through participatory qualitative research and theory-based evaluations.
- 5. Monitor, track and mitigate against any signs of potential backlash** during programme implementation, including increased rates of violence against women.

1. Introduction

Background and objectives

A study leveraging strong coalition to develop and implement country-level strategies to strengthen women's economic empowerment in Sub-Saharan Africa

Euromonitor International in partnership with six other global organisations: (i) International Cooperative Research Group (ICRG), which is the research arm of the United States Overseas Cooperative Development Council (U.S. OCDC); (ii) United States Agency for International Development (USAID); (iii) Mastercard Foundation; (iv) International Development Research Centre (IDRC); (v) United Nations Entity for Gender Equality and the Empowerment of Women (UN Women); and (vi) the African Trade Policy Centre (ATPC), which is a specialised unit within the United Nations Economic Commission for Africa (UN ECA)⁶⁰ (the Steering Committee) launched the Pathways Study in 2020. The aim was to assess which sectors hold the highest potential for women's economic empowerment, explore how women's prospects in these sectors can be strengthened in light of various barriers and drivers, and identify which stakeholders (public and private) are key to achieve this.

⁶⁰International Cooperative Research Group (ICRG), which is the research arm of the United States Overseas Cooperative Development Council (U.S. OCDC), United States Agency for International Development (USAID), Mastercard Foundation, International Development Research Centre (IDRC), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the African Trade Policy Centre (ATPC), which is a specialised unit within the United Nations Economic Commission for Africa (UN ECA). These seven organisations (including Euromonitor International) constituted the Steering Committee (SC).

13 countries covered by the Pathways Study research project, including Botswana



The Steering Committee selected 13 countries in Sub-Saharan Africa (SSA) for this exploration of the challenges and opportunities (sectoral and general) of the sub-continent related to women's economic empowerment. Three sub-regions were covered: East Africa, West Africa and Southern Africa, with the country selection including the major economic and political hubs in the SSA region. The Steering Committee's capabilities, country presence and areas/themes of interest (in terms of programming, research and advocacy efforts) were also considered to ensure uptake of the defined actionable solutions.

The Pathways Study programme addresses three key objectives per focus country.

These are:

1. **Identifying the sectors with the most potential**
 - Which sectors are forecast to grow fastest over 2020 -2030?
 - Which sectors have the greatest prospects for women's economic empowerment?
 - Which sectors would benefit the most from improved economic participation of women?
2. **Understanding the challenges and drivers for women's opportunities in key sectors**
 - What is the role of women within priority sectors and what are their prospects for expanded opportunities?
- What are the sector-specific drivers and barriers for women's employment, entrepreneurship and advancement?
- What works to improve/leverage these drivers and overcome these barriers?

3. **Developing sector-specific solutions**

- What are the actionable and sector-specific solutions, tailored to each country's/sector's context?
- Which stakeholders are well positioned to implement or advocate for these solutions?

Methodology summary

Euromonitor International designed the Pathways Study to have a sustained impact in each country by ensuring that results are locally relevant and actionable. From research design and scoping to development of recommendations, mixed methods (economic modelling, desk/secondary research, interviews and expert reviews) were utilised to develop findings and validate the proposed recommendations. The Steering Committee and selected country partners also reviewed the analysis of findings and solutions to ensure the recommendations lead to action, and action leads to positive change/impact for women.

The methodology workflow is shown below, while a detailed explanation of the methodology is included in the Appendixes.



1. Scoping Study and Modelling

Preliminary research and economic modelling

*Euromonitor International
Research and Analytics Team*



2. Selection of 2-3 Focus Sectors

Sector Prioritisation Workshop

Country Working Group Participants

3.

Stakeholder Mapping

Secondary Research and Interviews

*Botswana Institute for
Development Policy Analysis (BIDPA)*

4.

Sector Deep Dives –

Secondary Research and Interviews

*Botswana Institute for
Development Policy Analysis (BIDPA)*

5.

Analysis of Findings

Qualitative Analysis, Report Writing

*Botswana Institute for Development Policy
Analysis (BIDPA), Kore Global*

6.

Report Finalisation



Recommendations Workshop, Expert Reviews

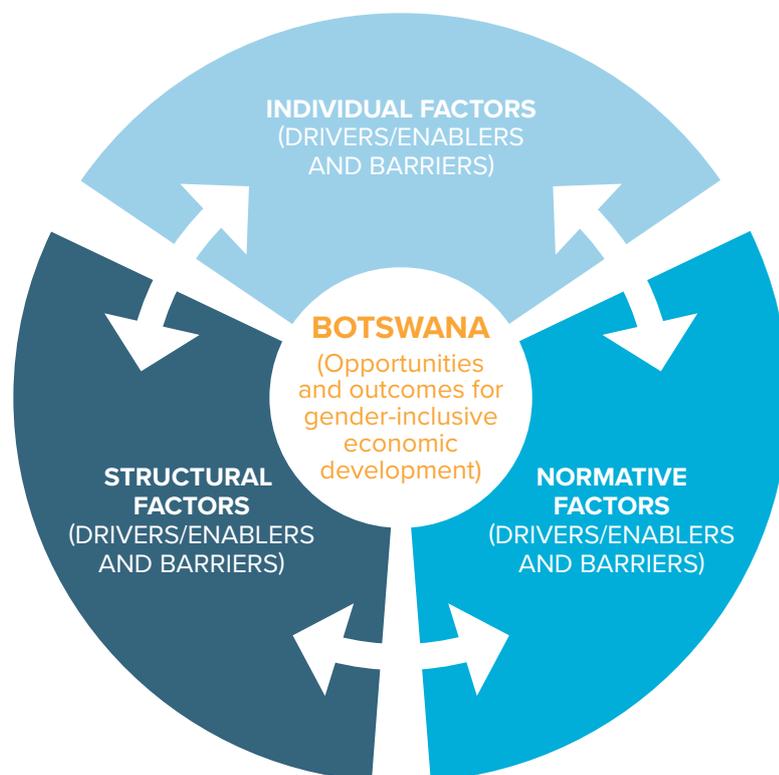
*Country Working Group Participants Botswana Institute for
Development Policy Analysis (BIDPA), Kore Global, Thematic and
Sector Experts, Steering Committee*

2. Conceptual framework for understanding women's economic empowerment

Women's economic empowerment can be understood as: “Women having the ability to succeed and advance economically, and the power to make and act on economic decisions to enhance their broader wellbeing and position in society.”⁶¹ Women's economic empowerment is much broader than labour market participation.⁶² It involves both women's acquisition of resources and the exercise of power and agency in all economic domains and market-related interactions.⁶³ It recognises that individual women operate within contexts of both informal (normative) and formal (structural) barriers and enablers.⁶⁴ And, as a result, women's economic empowerment is highly context-specific both in terms of women's aspirations and the enablers and barriers that they experience.⁶⁵

⁶¹Calder, R. et al. (2020) ⁶²Nazneen et al. (2019) ⁶³Earning, spending, and saving income; buying, owning, and selling assets; holding and inheriting wealth; starting and operating a business; acquiring a bank account or credit (Fox and Romero, 2017) ⁶⁴Kabeer (2021); Fox and Romero (2017)
⁶⁵Calder and Boost (2020); Fox and Romero (2017); Field et al. (2010); Hanmer and Klugman (2016)

Conceptual framework for understanding women's economic empowerment



This report applies a holistic framework to understand barriers and enablers to women's economic empowerment in Botswana at three distinct levels: (i) Structural; (ii) Normative; and (iii) Individual. Factors at these three levels combine and interact to influence WEE opportunities and outcomes. For example, barriers at different levels can interact to limit women's opportunities to collectively engage in and shape market institutions; their access to suitable services and assets;

and their choices relative to men's, thereby leading to greater engagement in marginal, unregulated and precarious forms of work with low and unstable earnings, and no social protection. Segregation and discrimination can occur along several fronts - employment, status in value chains, profit potential and level of risk - and is stubbornly persistent in informal labour markets despite low barriers to entry. All these due to the vicious interplay between individual, normative and structural constraints.

Structural factors

Government policies, laws and regulations - whether formulated at the national or sub-national level - create a structure that directly or indirectly constrains women's participation in the economy.

Macro-level economic policies are often thought of as “gender neutral”, as they cover policy areas such as public and private investment, macroeconomic stability, rules for international trade, financial regulatory powers and policies, and public expenditure allocation and management. In most cases, these policies are not designed with WEE outcomes in mind, but they affect women and men differently because of their different positions in the economy and society, shaped and reinforced by existing gender norms.

Examples of policies that directly influence women's ability to start, run and grow their businesses include:

- Macro-level economic policies around trade and taxation;
- Credit and finance policies;
- Regulations around access to markets; and
- Laws (including customary law) on property ownership and inheritance.

Policies can also indirectly influence women's economic empowerment.

These may include:

- Policies on the marketisation and subsidisation of the care economy and the recognition of unpaid care responsibilities;
- Education policies that support girls' and young women's participation and achievement, and their pathways to employment; and
- Prevention and response mechanisms to gender-based violence (GBV).

Normative factors

Gender norms circumscribe women's capabilities well before they enter the labour market, as norms affect the whole skill development process of children and youth; for example, how much and what kind of education and other learning opportunities are made available.⁶⁶ Norms invest dominant household members, usually men, with the authority to determine how resources are allocated and how women and girls use their time.⁶⁷ The role of gender norms and relational agency is thus important to examine as a factor enabling or constraining women's economic outcomes.

Social and gender norms around women's economic empowerment are not static, and large-scale macro level changes in for example educational levels or conflict situations, as well as the hard work and advocacy of women's rights movements can drive positive shifts in behaviour and attitudes over time.

⁶⁶Calder, R. et al. (2021) ⁶⁷Kabeer (2021)

Norms play an important role in explaining many labour market phenomena, such as persistent gender segregation, low or declining female labour force participation (FLFP), women’s lower returns to human capital and experience in the world of work, women’s double burden of paid and unpaid work, household decision-making, the aspirations of women and girls,⁶⁸ and the availability of relevant products and services for women in the market (for example, financial products and services, good quality affordable childcare and private/domestic infrastructure). These gendered norms focus on five key areas:

- **Women’s time use**, including responsibilities assigned to women for domestic and care, paid work, and leisure time;
- **The desirability, suitability and respectability of different types of activity and work** for men and women, including whether girls and young women should attend school, acquire certain skills (e.g. digital literacy), whether women should work outside of the home, work in mixed gender environments, and run a business;
- **Voice, representation and leadership in decision-making** in the household, the community, the market and the state;
- Women’s **freedom of mobility**; and
- The frequency, intensity and acceptability of violence against women and girls (VAWG) including sexual harassment.

Individual capital factors

Capital can be embedded in human beings (human capital), embedded in society (social capital), or possessed in the form of a tangible asset, by an individual, a household, or a group (economic capital). Capital is especially important for women entrepreneurs to navigate the “structures of constraint” they face in doing business. Yet evidence suggests that women suffer capital deficits relative to men, and that this affects their performance.⁶⁹

Human capital includes business, entrepreneurial, vocational and sectoral information, knowledge and skills, and an understanding of rights, key policies and regulations; basic cognitive skills such as literacy and numeracy; financial and digital skills; and social-emotional skills such as aspiration, self-esteem, goal setting and communication. Uneven investments in girls’ and young women’s human capital create “pre-existing” constraints that are exacerbated through unequal access to market services, opportunities and economic and social capital.⁷⁰

⁶⁸Marcus (2021) ⁶⁹McKenzie et al. (2021); Batista et al. (2021) ⁷⁰Calder, R. et al. (2021)

The exercise of individual choice is significantly enabled by stores of social capital. Social capital refers to networks, rooted in norms and social trust, that facilitate coordination and cooperation for mutual benefit, that are informed by long-standing values of solidarity and mutuality.⁷¹ Women are often further constrained by their disproportionate reliance on horizontal social networks - connections and relations between those in similar socioeconomic situations - as compared to vertical networks with people of different socioeconomic standing. However, horizontal social capital can be valuable to women insofar as it enables them to join with others in collective action, for example through collective enterprises.

Finally, economic empowerment requires women to access and control economic capital, including: financial assets such as earnings, savings and investments; productive assets such as business equipment (including phones), inventory and inputs, livestock and land; and private/domestic infrastructure assets such as fuel-efficient stoves, durable housing and solar power that increase women's ability to engage in paid work.⁷²

Given an enabling environment, these interlinked forms of capital support women to exercise greater choice and agency in relation to their work.

Therefore, the lack of capital is more of a problem for women: firstly, because systemic and structural constraints allocate more opportunities to build capital to men; and secondly, because women need more capital than men simply to overcome structural constraints and engage in markets productively and profitably.⁷³

⁷¹Adato and Hoddinott (2008) in Calder and Tanhchareun (2014) ⁷²Calder, R. et al. (2021) ⁷³Calder, R. et al. (2021)



3. Country context

3.1 Demographics and geography

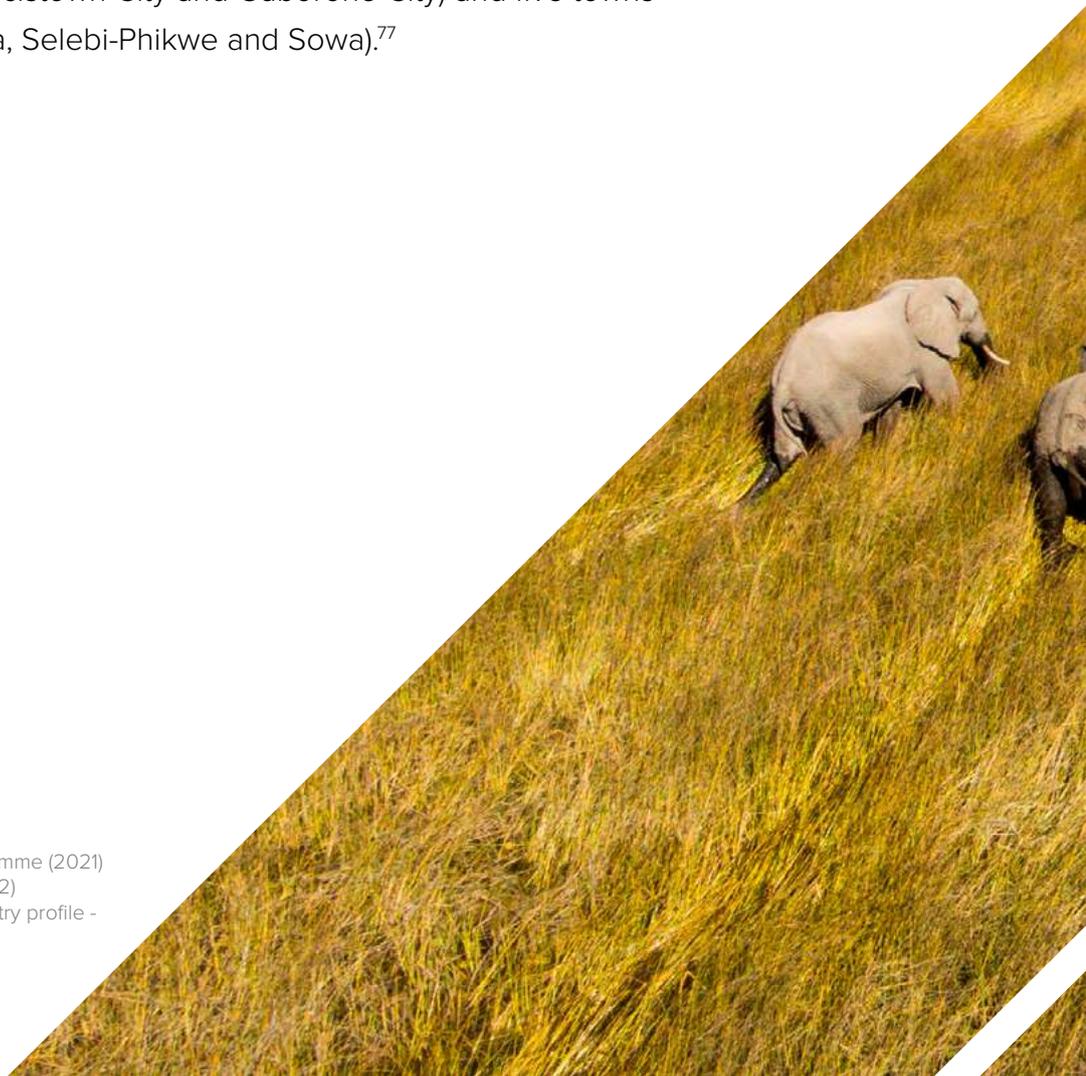
Botswana is a landlocked country known for its rich natural resources and game reserves.⁷⁴ Located in the central part of Southern Africa,⁷⁵

Botswana is bordered by Namibia, South Africa, Zimbabwe and Zambia.⁷⁶ Botswana is made up of 10 administrative districts (Central, Chobe, Ghanzi, Kgalagadi, Kgatleng, Kweneng, North-East, Ngamiland, South-East and Southern), two cities (Francistown City and Gaborone City) and five towns (Jwaneng, Lobatse, Orapa, Selebi-Phikwe and Sowa).⁷⁷

⁷⁴United Nations Development Programme (2021)

⁷⁵Britannica (2022) ⁷⁶Britannica (2022)

⁷⁷CIA World Factbook. Botswana country profile - Geography





Botswana has one of the smallest populations in Sub-Saharan Africa (SSA).

According to the preliminary 2022 Population and Housing Census Report, Botswana's population growth rate is on the decline.⁷⁸ In 2022, the population was estimated at approximately 2.3 million people, reflecting a population growth rate of 1.4% since the last 2011 national census.⁷⁹ Declining fertility rates contribute to the relatively low rate of population growth; the total fertility rate (TFR) reduced from 4.2 births per woman in 1991⁸⁰ to 2.9 births per woman by 2022,⁸¹ and is expected to reach 2.4 children per woman by 2050.⁸² In 2022, the average household size was 3.3 people per household,⁸³ compared to 3.7 people per household in 2011.⁸⁴

Nearly 72% of Botswana's population live in urban areas.⁸⁵ Urban population growth has been facilitated by government policies and investments in infrastructure and employment opportunities.⁸⁶ Expectedly, cities and towns have the highest population density. For example, Gaborone has the highest density of 1,444.4 persons per square kilometre, followed by Francistown at 1,296.8.⁸⁷ However, while the share of the population living in urban cities has increased between 2011 and 2022, the proportion of the total population living in the capital

Gaborone has witnessed a 1% decline over the decade.⁸⁸ Furthermore, other urban districts and centres such as Francistown, Lobatse, Selebi Phikwe, Jwaneng, Sowa and Orapa have also experienced a modest decline in population size.⁸⁹ The reasons for these population shifts are mainly linked to economic opportunities. For example, closure of a copper-nickel mine in Selebi Phikwe district, and new diamond mining opportunities in semi-urban and rural areas.⁹⁰ Consequently, some semi-urban and rural districts have seen small increases in population density over the same time span.⁹¹

Botswana is home to several different ethnicities and languages.

Setswana is the most widely spoken and official (indigenous language spoken by 73.3% of the population, followed by Sekalanga (7.0%) and Shekgalagadi (3.2%).⁹² Even though English is also an official language, it is reportedly only spoken by 2.6% of the population.⁹³

Botswana has a relatively young population with 31% of people aged 14 years old or less.⁹⁴ However, the median age of the population has been steadily increasing since the early 1990s. For example, in the past 30 years, the median age has increased from 23 years in 1991 to 26 years in 2022.⁹⁵

⁷⁸Statistics Botswana (2022) ⁷⁹Statistics Botswana (2022) ⁸⁰UNFPA (2016a) ⁸¹World Health Organization (2022) ⁸²UNFPA (2016a) ⁸³Statistics Botswana (2022a) ⁸⁴Statistics Botswana (2022) ⁸⁵World Bank DataBank (2021) ⁸⁶UN Habitat (n.d.) ⁸⁷Statistics Botswana (2022a) ⁸⁸Statistics Botswana (2022a) ⁸⁹Statistics Botswana (2022a) ⁹⁰Statistics Botswana (2022a) ⁹¹Statistics Botswana (2022a). For example, according to the 2022 census results, the South East notes an increase from 47.8 in 2011 to 62.6 persons per square kilometre, with similar population density increase patterns observed in Kgatleng (from 11.5 in 2011 to 15.3 in 2022), North East (from 11.8 persons per kilometre in 2011 to 13.5 in 2022) and Kweneng (from 9.8 in 2011 to 12.5 in 2022). ⁹²Statistics Botswana (2022a) ⁹³Statistics Botswana (2022a) ⁹⁴CIA World Factbook. Botswana Country Profile - People and Society ⁹⁵Gwebu, T. D., Baakile, T., & Mphetolang, G. (2011)

There is limited data on people living with disabilities in Botswana. According to the 2017 Demographic and Health Survey (DHS), the disability prevalence rate stood at 4.2%, with a higher prevalence rate (4.7%) among women compared to men (3.7%).⁹⁶ While there has been a decline in disability rates since the early 1990s, the overall levels of disability increased by 1.3% since 2011.⁹⁷ These figures should however be interpreted with caution, due to methodological challenges which mean there is a high likelihood of undercounting of children with disabilities and individuals with mild or moderate disabling conditions.⁹⁸

3.2 Human development

Botswana is ranked 100 out of 189 countries and territories as per the 2020 Human Development Index (HDI).⁹⁹ With an index value of 0.735, the country is positioned in the “high human development” category.¹⁰⁰ The HDI value for the country has significantly increased by 28.3% over 1990-2019.¹⁰¹ During this period, the country increased average life expectancy at birth by 10.4 years, while mean years of schooling increased by four years and expected years of schooling increased by 2.9 years. Botswana’s Gross National Income (GNI) per capita also increased by 85.4% over the same two decades.¹⁰² Furthermore,

the share of the population living on less than USD1.90 a day (at 2011 Purchasing Power Parity (PPP)) declined steadily from 29.8%¹⁰³ in 2002 to 14.5% in 2015 (the last year for which comparable national poverty rate estimates are available).¹⁰⁴ Over 2002-2010, 180,000 were lifted out of poverty, and 87% of them lived in rural areas.¹⁰⁵

However, Botswana continues to be marked by high levels of inequality, meaning the benefits of economic growth and prosperity are yet to be felt evenly across the country. Globally, it is one of the most unequal countries in the world with the 10th highest Gini coefficient at an average of 0.5 compared to the African average of 0.44.¹⁰⁶ Approximately 17.2% of the population were classified as multi-dimensionally poor¹⁰⁷ in 2015/2016.¹⁰⁸ The incidence of multi-dimensional poverty is much higher in rural areas than urban areas; 32.9% of the population in rural areas compared to 8.5% in urban areas were classified as multi-dimensionally poor in 2015/2016.¹⁰⁹ Within rural areas, female-headed households are more likely to be living in poverty than male-headed households (33% and 27%, respectively), while most rural women live below the poverty line.¹¹⁰ In terms of the spending/expenditure of general household income,¹¹¹ urban areas

⁹⁶Statistics Botswana (2018) ⁹⁷Mukhopadhyay, S., & Moswela, E. (2020) ⁹⁸Mukhopadhyay, S., & Moswela, E. (2020) ⁹⁹UNDP (2020) Botswana HDI report. Note: These indicators are compiled into a single number between 0 and 1.0, with 1.0 being the highest possible human development. HDI is divided into four tiers: very high human development (0.8-1.0), high human development (0.70-0.79), medium human development (0.55-0.70), and low human development (below 0.55). ¹⁰⁰UNDP (2020) Botswana HDI report ¹⁰¹UNDP (2020) Botswana HDI report ¹⁰²UNDP (2020) Botswana HDI report ¹⁰³The World Bank (2022) ¹⁰⁴World Bank Group (2020) ¹⁰⁵World Bank Group (2015) ¹⁰⁶Indicating the degree of inequality of incomes. The Gini coefficient is a common measure of inequality which runs from 0 to 1 with 1 indicating perfect inequality. United Nations Development Programme (2021) ¹⁰⁷Multi-dimensional poverty encompasses the various deprivations experienced by poor people in their daily lives - such as poor health, lack of education, inadequate living standards, disempowerment, poor quality of work, the threat of violence, and living in areas that are environmentally hazardous, among others. OPHI (n.d.) ¹⁰⁸OPHI (2020) ¹⁰⁹OPHI (2020) ¹¹⁰FAO (2018) ¹¹¹Consumption expenditure, based on the Consumer Price Index (CPI)

consume 76% more than rural areas, with consumption levels highest in and around the capital city (Gaborone) and areas where large-scale mines are located.¹¹² Poverty rates are disproportionately higher in the remote southern Kgalagadi district and Okavango sub-district (Ngamiland district),¹¹³ mainly due to limited business opportunities and challenging climate and soil conditions in these areas. For example, in Okavango sub-district (Ngamiland district), unemployment affects 8,142 (78.5%) out of the 10,373 sub-districts' household heads.¹¹⁴

Marginalised groups include low-skilled migrants, people with disabilities, female-headed households and rural women. Low-skilled migrants are particularly vulnerable and are often excluded from social protection programmes and health services.¹¹⁵ People with disabilities also face high levels of discrimination, while awareness of disability rights among the general population remains low.¹¹⁶ Only one third of people with disabilities have attended school, while 70% are unemployed.¹¹⁷ Female-headed households are more likely to live in poverty. According to the 2015/2016 Botswana Multi-Topic Household Survey Report, at national level poverty, poverty is more prevalent among female-headed households (54.2%) compared to households headed by men (45.8%).¹¹⁸ Rural women typically lack access to infrastructure

and services and are often trapped in cycles of poverty by limited education, constrained access to finance and more limited sexual and reproductive health rights (SRHR).¹¹⁹

Global gender indices

Botswana has made significant progress addressing gender gaps in health, education and labour force participation. In 2022, Botswana was ranked 66th out of 146 countries in the World Economic Forum's Global Gender Gap Report, one of the highest scoring countries in the SSA region.¹²⁰ Botswana is one of the highest scoring countries globally for gender equality in educational outcomes, health and survival, and economic participation and opportunities indices. The country's labour force participation rate stands at 56% for women compared to 65% for men.¹²¹ Moreover, women have near-equal rights with respect to their reproductive autonomy, reflected in low birth rates.¹²² However, there remains a significant gender gap in political empowerment indices. For example, just 11% of seats in parliament are held by women.¹²³ A review of global gender indices highlights both areas of progress as well as remaining gaps and challenges to gender equality in the areas of women's political participation, and workplace and legal protection for women. (See table below)

¹¹²United Nations Development Programme (2021) ¹¹³United Nations Development Programme (2021a) ¹¹⁴United Nations Development Programme (2021a) ¹¹⁵United Nations Development Programme (2021) ¹¹⁶Mukhopadhyay, S., & Moswela, E. (2020) ¹¹⁷United Nations Development Programme (2021) ¹¹⁸Statistics Botswana (2022a) ¹¹⁹United Nations Development Programme (2021) ¹²⁰World Economic Forum (2022) ¹²¹World Economic Forum (2022) ¹²²World Economic Forum (2022) ¹²³World Economic Forum (2022)

Index	Score	Insights on score
Gender Inequality Index (2019) Composite measure reflecting inequality in reproductive health, empowerment and labour <i>(lower score is better)</i> Global average: 0.436 SSA average: 0.570¹²⁴	0.465	Approximately 89.6% of women have at least some secondary education. There is a below average SSA portion of female seats in the parliament (10.8 vs 24%).
Global Gender Gap Report (2022) Economic participation and opportunity, educational attainment, health and survival, and political empowerment <i>(higher score is better)</i> Global average: 0.681 SSA average: 0.697¹²⁵	0.716	Botswana has made consistent progress in educational attainment, health and survival indices. Botswana experiences challenges vis-à-vis women's political empowerment. Women make up 10.8% of parliamentary seats, and 15.8% of ministerial positions.
Women's Workplace Equality Index (2018) Accessing institutions, building credit, getting a job, going to court, protecting women from violence, providing incentives to work and using property <i>(higher score is better)</i> Global average: 64.79 SSA average: 57.86¹²⁶	51.8	Scores high on women being able to access institutions (91.7/100). Performs poorly on providing incentives to work (16.7/100); low performance on protecting women from violence (25/100). Ranks 35 out of 47 SSA countries.

- = Among the top scoring countries in SSA
- = Among the lowest scoring countries in SSA
- = Average score based on SSA averages

¹²⁴United Nations Development Programme (2019) ¹²⁵World Economic Forum (2022) ¹²⁶CFR (2018)

Index	Score	Insights on score
<p>Gender Parity Score (2019) Measures distance from gender parity and takes into consideration gender equality at work and in society <i>(higher score is better)</i> Africa average: 0.58¹²⁷</p>	0.59	Reduction in the level of maternal mortality by 58%. Workplace-focused policies for women with high performance rates (67%). One of five countries in Africa that have shown clear improvements in closing the gender gap. However, experience challenges associated with women's legal protection and political voice (0.26) and poor performance on physical security and autonomy (0.53).
<p>Women, Business and the Law (2021) Measures legal regulations affecting women's economic opportunity via eight indicators: mobility, workplace, pay, marriage, parenthood, entrepreneurship, assets and pension <i>(higher score is better)</i> Global average: 76.1 SSA average: 71¹²⁸</p>	63.8	Strong performance on providing women with pension opportunities (100/100) and equitable marriages (100/100). Average performance on women mobility (75/100) and asset ownership (60/100). Poor performance on laws affecting women's work after having children (0/100), laws affecting women's decisions to work (25/100) and gender differences in property and inheritance (60/100).
<p>Africa Gender Index (2019) Composite index on the status of gender equality progress in Africa on closing gender gaps - education, jobs, wages, participation in politics and leadership roles <i>(closer value to 1 indicates less inequality; score of 1 implies parity between men and women)</i> Africa average: 0.486</p>	0.537	Botswana scores high in economic (88.6%) and social (98.8%) dimensions. More women than men in managerial posts. However, significant gender gap remaining for empowerment and representation index (0.177).
<p>SDG Gender Index (2022) 14 of the 17 Sustainable Development Goals (SDGs) and 51 issues ranging from health, gender-based violence and climate change <i>(higher score is better)</i> Global average: 67.8 SSA average: 52.0¹²⁹</p>	60.3	With a change in score of just 0.9 points (2015 to 2020), Botswana still ranked in the top five countries in Sub-Saharan Africa. ¹³⁰

- = Among the top scoring countries in SSA
- = Among the lowest scoring countries in SSA
- = Average score based on SSA averages

¹²⁷Moodley, L., Kuyoro, M., Holt, T., Leke, A., Madgavkar, A., Krishnan, M., & Akintayo, F. (2019) ¹²⁸The World Bank (2021) ¹²⁹Equal Measures 2030 (2022) EM2030 ¹³⁰Equal Measures 2030 (2022) EM2030

Education

Botswana has closed its gender gap in educational attainment.¹³¹ Total primary school enrolment has been steadily increasing over 2007-2017, from 328,330 in 2007 to 359,193 in 2017, representing a net primary school enrolment rate of 96.9%.¹³² Total literacy rates are approximately 90%.¹³³ The majority of both primary (90.9%)¹³⁴ and secondary (81.4%) schools are government-ran.¹³⁵ An estimated 74% of girls of secondary school age were enrolled in 2021.¹³⁶ While there is limited research on gender-related barriers to education in Botswana, costs of schooling (higher in rural areas)¹³⁷ and unintended pregnancy are cited as leading causes of school dropout for girls.¹³⁸

Health

The country's total fertility rate (TFR) has declined over the past two decades to 2.9 births per woman in 2022.¹³⁹ Botswana has the fifth lowest TFR in Africa.¹⁴⁰ This decline can be attributed to an increase in the use and availability of modern contraceptives and a strongly resourced health system including for family planning.¹⁴¹ Other contributing factors to this decline include women's higher educational attainment and greater participation in the workforce resulting

in later first births.¹⁴² However, the pace remains slow in increasing access to and use of long-acting reversible contraceptive (LARC)¹⁴³ methods for adolescent girls and young women.¹⁴⁴ The adolescent birth rate (ABR) stands at 46.1 per 1,000 women aged 15-19 years¹⁴⁵ and the maternal mortality rate (MMR) is 144 per 100,000 live births, both lower than regional averages (101 births per 1,000 women aged 15-19 years¹⁴⁶ and MMR of 533 per 100,000 live births, respectively).¹⁴⁷

Botswana has the third highest human immunodeficiency virus and acquired immune deficiency syndrome (HIV/AIDS) prevalence rate in the world (22%).¹⁴⁸ HIV/AIDS cases are mostly concentrated in urban and peri-urban areas. This includes the Greater Gaborone and Greater Francistown areas, where the burden, in absolute numbers, is highest among the adult population (aged 25 and above). HIV/AIDS prevalence tends to be higher among women aged below 40 years old across both rural and urban areas.¹⁴⁹ A total of 360,000 adults and young people are living with HIV, including 220,000 women aged 15 and above, and 140,000 men aged 15 and above (according to 2021 estimates).¹⁵⁰ Adult antiretroviral therapy (ART) coverage stands at 70% among men and 93% among

¹³¹World Economic Forum (2022) ¹³²Statistics Botswana (2021) ¹³³United Nations Development Programme (2022) ¹³⁴Statistics Botswana (2021) ¹³⁵Statistics Botswana (2022b) ¹³⁶World Bank DataBank (2021) ¹³⁷United Nations Development Programme (2021) ¹³⁸Statistics Botswana (2022b) ¹³⁹World Health Organization (2022) ¹⁴⁰Whande, D.-M. (2021) ¹⁴¹Whande, D.-M. (2021) ¹⁴²CIA World Factbook Botswana Country Profile - People and Society ¹⁴³Long-acting reversible contraceptive (LARC) methods, which include intrauterine devices (IUDs) and implants, are highly effective pregnancy prevention options and are therefore recommended by international public health organisations as the first-line contraceptive method for young women. ¹⁴⁴Henry, D., Wood, S., Moshashane, N., Ramontshonyana, K., Amutah, C., Maleki, P., Howlett, C., Brooks, M. J., Mussa, A., Joel, D., Steenhoff, A. P., Akers, A. Y., & Morroni, C. (2021) ¹⁴⁵World Health Organization (2022) ¹⁴⁶Neal, S., Channon, A. A., Chandra-Mouli, V., & Madise, N. (2020) ¹⁴⁷UNICEF (2021) ¹⁴⁸CIA World Factbook Botswana Country Profile - People and Society ¹⁴⁹United States President's Emergency Plan for AIDS Relief (2020) ¹⁵⁰UNAIDS (2021)

women.¹⁵¹ In December 2021, Botswana was certified by the World Health Organization (WHO) Global Validation Committee (GVAC) as the first high-burden country to have achieved a critical milestone towards eliminating mother-child transmission of HIV.¹⁵²

Gender-based violence (GBV)

To systematically understand the status of gender-based violence in Botswana, the government of Botswana along with select civil society partners, conducted a National Relationships Study in 2018.¹⁵³

The findings from the research are expected to contribute towards national-, district- and local-level strategies to address gender-based violence.¹⁵⁴ The findings reveal that nearly 37% of the women interviewed reported experiencing violence at least once in their lifetime, including partner and non-partner violence.¹⁵⁵ Prior estimates from a landmark 2013 study found that over 62% of all Botswanan women have experienced intimate partner violence (IPV), while nearly a third (29%) had experienced intimate partner violence in the previous 12 months. By contrast, according to the same report, just 1.2% of women reported cases of gender-based violence to the police in the same period. Furthermore, 17.5% of women reported to have experienced

sexual harassment at work.¹⁵⁶ Women with disabilities are particularly vulnerable to experiencing both partner and non-partner violence.¹⁵⁷ While there are no publicly available national statistics available on the prevalence of child, early and forced marriage (CEFM), the practice persists in particular in the northwest of the country affecting the most marginalised girls and young women.¹⁵⁸

3.3 Status of the economy, labour force participation and employment

Botswana is an upper-middle-income country and performs well across income per capita, governance, rule of law and macroeconomic management compared to other SSA countries.¹⁵⁹ Prior to the COVID-19 pandemic, in 2019, Botswana's Gross Domestic Product (GDP) stood at USD16.7 billion (BWP215.5 billion) with year-on-year growth of 3.3%.¹⁶⁰ However, in 2020, the country experienced a drop in GDP (to USD14.9 billion), but was quick to recover and expanded by 11.4% in 2021 (to USD17.6 billion) as COVID-19 restrictions eased.¹⁶¹ The recent increase was largely as a result of the global diamond market recovering, and an increase in economic activity focusing on defence, construction, and wholesale and retail.¹⁶² Botswana's tax-to-GDP ratio increased by 0.5 percentage points from 12.1% in 2018 to 12.6% in 2019, though this

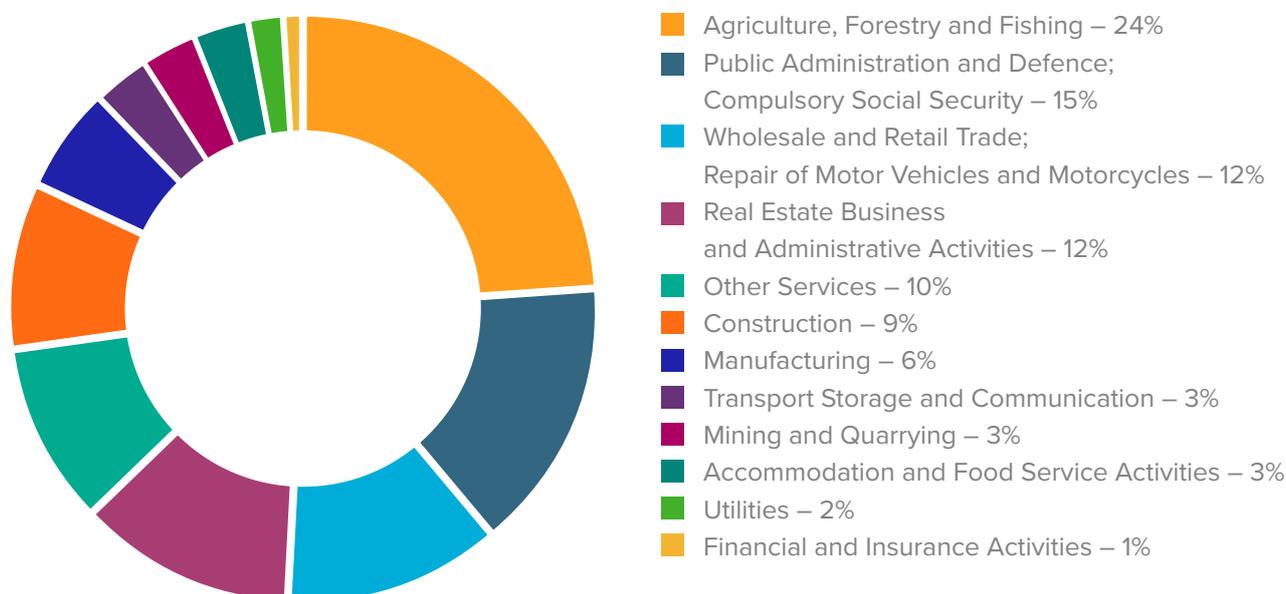
¹⁵¹UNAIDS (2020) ¹⁵²UNAIDS (2022) ¹⁵³UN Women (n.d.) ¹⁵⁴UN Women (n.d.) ¹⁵⁵UN Women (n.d.) ¹⁵⁶UNFPA (2016)

¹⁵⁷Hanass-Hancock, J., Mthethwa, N., Molefhe, M., & Keakabetshe, T. (2020) ¹⁵⁸Modise, E. (2020) ¹⁵⁹International Monetary Fund (2018)

¹⁶⁰World Bank DataBank (2021) GDP (current USD) - Botswana ¹⁶¹World Bank DataBank (2021) GDP (current USD) - Botswana

¹⁶²African Development Bank (2022)

Breakdown of Full-Time Total Labour by Sector (2019)



Source: International Labour Organisation (ILO) estimates

decreased to 12.4% in 2020.¹⁶³ While mining and quarrying was the country's largest sector in GVA (gross value added) terms and GDP share in 2019,¹⁶⁴ the services sector represented the highest GDP contribution in GVA terms for the same year, at 66.7%.¹⁶⁵ Unlike in most neighbouring SSA economies, agriculture contributed a marginal GVA share of 2.2% for the same year.¹⁶⁶ In the overall labour market - comprising both formal and informal sectors - the services sector employed a notable 61% of Botswana's full-time labour force, followed by agriculture (24%) and industry (15%).¹⁶⁷

Botswana is the world's leading producer of diamonds, and the diamond industry accounts for a significant proportion of GDP. Since the mid-1970s, 75% of its export earnings, and over one third of its government revenues were from the diamond industry.¹⁶⁸ The country is the one of the world's largest diamond producers.¹⁶⁹ In the 1990s and 2000s, diamond production and exports were the main drivers of economic growth, while the industry supported the growth of non-trade sectors such as services and construction.¹⁷⁰

¹⁶³ATAF, AUC, & OECD (2022) ¹⁶⁴Under "Industry": mining and quarrying had a share of 18%, while construction and manufacturing had shares of 7.4% and 5.6%, respectively. ¹⁶⁵Euromonitor International (2020). WEE-SSA Scoping Report ¹⁶⁶Euromonitor International (2020). WEE-SSA Scoping Report ¹⁶⁷International Labour Organization estimates (2020) ¹⁶⁸Kojo, N. C. (n.d.) ¹⁶⁹The Diamond Registry (n.d.) ¹⁷⁰International Monetary Fund (2018)

By 2018, the informal sector accounted for 52.1% of total employment in Botswana.¹⁷¹

Informal businesses are concentrated in wholesale and retail (47.4%), manufacturing (14.8%) and real estate (11%).¹⁷² Despite this and unlike some of its SSA neighbours, Botswana's informal sector holds a modest annual share of GDP, estimated at just 5%, presumably given the significance of mining and other male-dominated formal sectors.¹⁷³ However the informal sector is rapidly gaining ground in urban areas and is increasingly being seen as a means of income generation.¹⁷⁴ The informal sector provides approximately 53% of total female employment and 42.8% of non-agricultural female employment.¹⁷⁵

The country is reported to be among the least corrupt and most business-friendly environments in SSA.¹⁷⁶ The government of Botswana has fostered a relatively strong and stable free market environment for the private sector. The private sector has been paramount in free trade and foreign direct investment (FDI) activity, particularly in the mining, tourism, retail and emerging manufacturing sectors,¹⁷⁷ the latter including food/agro processing.¹⁷⁸ Today, small and medium-sized enterprises (SMEs) comprise nearly 90% of all businesses in Botswana according to Barclays Bank of Botswana.¹⁷⁹ SMEs

account for approximately 20% of GDP and 50% of private sector employment,¹⁸⁰ employing approximately 300,000 people both formally and informally.¹⁸¹ Much of the country's economic future depends on its diversification from the volatile diamond mining industry.

Botswana has put in place nationwide development plans designed to drive economic growth.

For example, the National Development Plan 11 (2017-2023) envisages special economic zones (SEZs), government expenditure for job creation and an export-led economy.¹⁸² The plan also focuses on supporting micro, small and medium-sized enterprises (MSMEs) to promote inclusiveness through accessible and affordable technology, infrastructure, business linkages with large firms and supply contracts with foreign companies.¹⁸³

Botswana aims to become a high-income country by 2036.¹⁸⁴

Vision 2036 aims to move Botswana away from its dependence on diamond mining, towards a more diversified and competitive economy. The Vision 2036 initiative anticipates a growing role for the private sector, particularly in the services industry, where Botswana is envisaging "hubs" for healthcare, education, financial services and tourism sectors. However, persistently high levels

¹⁷¹International Labour Organization (2018) ¹⁷²Republic of Botswana (2020) ¹⁷³BTI Project (2020) ¹⁷⁴BTI Project (2020) ¹⁷⁵International Labour Organization (2018) ¹⁷⁶CIA World Factbook. Botswana Country Profile - Economy ¹⁷⁷BTI Project (2020) ¹⁷⁸Seitshiro, K. (2022) ¹⁷⁹BW Government Facebook (2017) and China.org (2019) ¹⁸⁰TransUnion (2022) ¹⁸¹China.org.cn (2019) ¹⁸²Tralac (2017) ¹⁸³Republic of Botswana (2016) ¹⁸⁴The World Bank (2022)

of unemployment, 21% as at 2020, impede progress towards this vision.¹⁸⁵ A slightly higher proportion of women (23.5%) than men (21.7%) are unemployed.¹⁸⁶ Rising unemployment presents a significant development challenge for Botswana, and was exacerbated by the COVID-19 pandemic. In response, in 2021, the government launched a National Employment Policy, designed to promote productive, gainful and decent employment opportunities.¹⁸⁷

The country's economy was hit by weaker global demand for diamonds and severe droughts compounded by the economic impacts of the COVID-19 pandemic. In the wake of the pandemic, the economy is expected to have contracted by at least 9.1%, largely due to the hard-hit diamond and tourism industries.¹⁸⁸ The government responded to the pandemic with the establishment of the Botswana COVID-19 Relief Fund worth USD365.3 million (BWP4 billion), about 2% of GDP; the fund is intended to be a lifeline to select industries and sectors through stimulus and economic diversification.¹⁸⁹ Other measures to support workers and businesses included subsidies for employees of businesses impacted by the pandemic, loan guarantees, facilitated credit extensions and tax concessions.¹⁹⁰

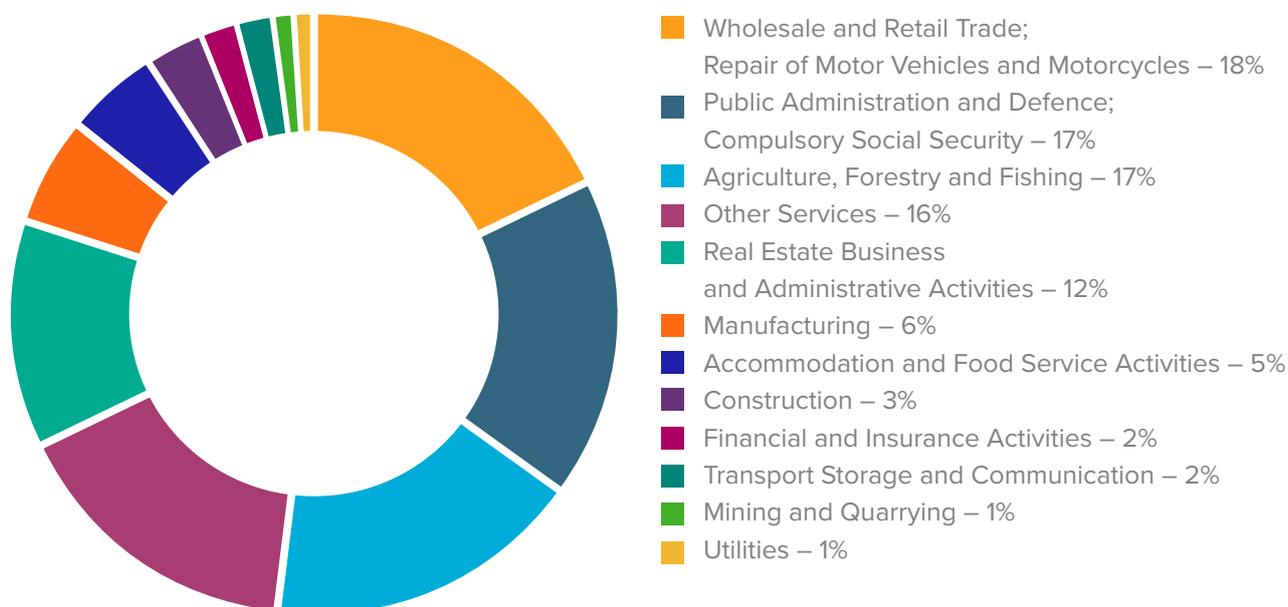
Women and the economy

Women play a central part in the support and growth of the Botswanan economy. In 2019, the female labour force participation rate stood at 56.3% compared to 65.2% for men.¹⁹¹ The services sector accounted for the majority of female employment (73.6%), followed by agriculture (17%) and industry (9.4%).¹⁹² The leading employment sectors were wholesale and retail trade, public services and agriculture.

Nearly 70% of university-educated women worked in the public sector in 2019.¹⁹³ Furthermore, compared to most neighbouring SSA markets, Botswana has relatively lower levels of women's vulnerable employment (WVE).¹⁹⁴ The average WVE rate in Botswana is 24%,¹⁹⁵ slightly higher than comparable rates for men (20%),¹⁹⁶ and much lower than averages in the Southern African region (70-80%).¹⁹⁷ In 2019, Botswana also ranked among the countries exhibiting the highest share of female managers (54.5%), ranking only third after Jordan (62%) and Saint Lucia (62%) globally.¹⁹⁸ Furthermore, the proportion of female entrepreneurs in Botswana rose from 36% in 2019 to 38.5% in 2020.¹⁹⁹

¹⁸⁵World Bank DataBank (2020) ¹⁸⁶United Nations Development Programme (2021) ¹⁸⁷Republic of Botswana (2021) ¹⁸⁸The World Bank (2022) ¹⁸⁹United Nations Botswana (2020) ¹⁹⁰United Nations Botswana (2020) ¹⁹¹World Economic Forum (2022) ¹⁹²Euromonitor International (2020). WEE-SSA Scoping Report ¹⁹³Cherchi, L., & Kirkwood, D. (2019) ¹⁹⁴Vulnerable employment refers to the sum of contributing family workers and own-account workers. If the proportion of own-account workers (self-employed without hired employees) is sizeable, it may be an indication of a large agriculture sector and low growth in the formal economy. Source: World Bank DataBank - Metadata Glossary ¹⁹⁵World Bank DataBank (2019) ¹⁹⁶World Bank DataBank (2019) ¹⁹⁷Euromonitor International (2020). WEE-SSA Scoping Report ¹⁹⁸World Economic Forum (2021) ¹⁹⁹Oluwole, V. (2021)

Breakdown of Full-Time Female Labour Force by Sector (2019)



Source: International Labour Organisation (ILO) estimates

However, despite their high participation in the economy, employed women continue to earn less than men. According to the 2021 Botswana Financial Inclusion Refresh, a United Nations Development Programme (UNDP) report, men earn 29% more than women, with some sectoral differences.²⁰⁰ This substantial gender pay gap can be attributed to the segregation of women to lower paid and lower-valued roles in less lucrative sectors.²⁰¹ Within the public sector, women are under-represented in higher pay grades.²⁰² Furthermore, just over 10% of employed women are estimated to live below the international poverty line (USD 1.90 a day).²⁰³

Women-owned businesses account for around 38.5% of all enterprises in the country, and the majority of the country's informal sector businesses,²⁰⁴ most of which are women-led micro-enterprises.²⁰⁵ However, most of these SMEs neither maintain a bank account nor are covered by insurance, governmental credit facilities, or wage subsidies.²⁰⁶ More than 80% of women-led firms in Botswana have fewer than five employees, and many are unable to optimise on existing capacity, and have weaker finances and inventory management than male-owned enterprises.²⁰⁷ These gender-related differences in business performance have been attributed to women's unpaid care

²⁰⁰UN Capital Development Fund (UNCDF) (2021) ²⁰¹United Nations Development Programme (2021) ²⁰²United Nations Development Programme (2021) ²⁰³UN Women - Women Count (n.d.) ²⁰⁴Voice Online (2021) ²⁰⁵Local Enterprise Authority (2022) ²⁰⁶Local Enterprise Authority (2022) ²⁰⁷International Trade Centre (2019)

and domestic work burden as well limited business skills.²⁰⁸ Women also make up a sizeable 70% of cross-border traders in the country.²⁰⁹ This dominance of informal, trade-dependent sectors has rendered Botswana's female entrepreneurs vulnerable to internal and external economic shocks, even more so during the COVID-19 pandemic. Given that most women-led SMEs are informal, these jobs do not entitle women to relevant social protection mechanisms such as maternity leave, pension and sick leave.²¹⁰

3.4 Structure and functions of government

Botswana is the oldest democracy on the continent, having gained independence in 1966.²¹¹ The ruling Botswana Democratic Party (BDP) has dominated the political arena since independence. Botswana has a two-tier system of government. A president heads the national government, while local governments are headed by urban mayors and rural council chairpersons. However, women's participation in the government remains low at 16%, while just 11% of members of the National Assembly are women.²¹² Overall, Botswana has 16 administrative districts and 23 sub-districts.²¹³ Sub-districts are headed by local chiefs (*dikgosi*), based on a traditional system of villages, and working together with various district-based organisations.²¹⁴

“COVID-19 has negatively affected women's economic participation. Market chains have been disrupted (due to) travel restrictions and closure of businesses hence many jobs lost due to this pandemic. Women earn less, save less, hold less secure jobs and are more likely to be employed in the informal sector. They have less access to social protection and the majority are single parent households. Their capacity to absorb economic shock is therefore less than that of men.”

Source: Pathways Study Interview, Representative - Farmer Field School/ Training Institute

The country's Constitution provides for a parliamentary system with two chambers - Parliament and the House of Chiefs (*Ntlo ya Dikgosi*).²¹⁵ Except for a few sub-districts where chiefs are elected, chieftainship is a hereditary institution based on tribal lineage.²¹⁶ Botswana's political stability has been attributed to its blending of republican and traditional institutions, crediting chieftainship (*bogosi*) with a critical role in Botswana's democratic development as well as its people's daily lives.²¹⁷ Chiefs frequently interact with citizens and engage in problem-solving roles in their

²⁰⁸United Nations Development Programme (2021) ²⁰⁹United Nations Botswana (2020) ²¹⁰United Nations Development Programme (2021) ²¹¹Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020) ²¹²IPU Parline (n.d.) ²¹³Commonwealth Local Government Forum (CLGF) (n.d.) ²¹⁴Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020) ²¹⁵Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020) ²¹⁶Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020) ²¹⁷Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020)

communities.²¹⁸ Furthermore, they are responsible for facilitating “*kgotla*” meetings, where government and elected leaders consult citizens.²¹⁹ According to the latest (2021) Afrobarometer survey, traditional leaders in Botswana have above-average influence in the context of solving disputes (77%) and governing the communities (65%) and below-average influence in the issues of land allocation (25%) and voting choice (21%).²²⁰



Botswana at glance

Type of government	Multi-Party Presidential Republic
Executive	President and Government 16% women (3/18 ministers) ²²¹ and four specially appointed women representatives in addition to the previously elected representatives ²²²
Legislature	Bicameral: Parliament and House of Chiefs National Assembly - 11% women (seven out of 65 members) ²²³
Judiciary	High Court, Court of Appeals
Political parties	Multi-party system Ruling party: Botswana Democratic Party (BDP), in power since 1966 ²²⁴
Governance	Partially decentralised Republic with two levels of government: Central, Local ²²⁵
Voting system	First-past-the-post voting

²¹⁸Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020) ²¹⁹Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020) ²²⁰Oageng, I., Seabo, B., Molomo, M. G., & Molefe, W. (2020) ²²¹IPU Parline (n.d.) ²²²Chikura, M. (2019) ²²³IPU Parline (n.d.) ²²⁴Seabo, B., & Molebatsi, K. (2017) ²²⁵Siddle, A. (2019)

Selected stakeholders - overview of focus areas

In Botswana, non-governmental organisations (NGOs) working on women’s rights exist though information on their impact is limited, as most websites are either not accessible or not regularly updated. Still, some notable gender-focused organisations are reflected in the table below.

Organisation	Scope	Advocacy	Research	Programming
Women's Finance House Botswana (WFHB) Trading as “Thusang Basadi” meaning “help the women”	NGO established in 1989 and focused on women’s economic empowerment, poverty alleviation and financial inclusion. Thusang Basadi provides microfinance and business support services to economically active women who earn low incomes. Thusang Basadi offers savings products, credit/loan facilities (group-based and individual) and business-related training including bookkeeping, credit management, pricing, business planning, advertising, and marketing, etc.			✓
Women in Business Association (WIBA)	Supports women-owned small and micro businesses to promote participation of women in the economy.	✓		✓
Kgetsi ya Tsie	Entrepreneurial activities for the sustainable management of natural minerals, aiming to empower women in rural areas.			✓
GenderLinks Botswana	Advocacy, research and training on economic empowerment of women; but more focus on gender-based violence and political empowerment.	✓	✓	✓
Ditshwanelo - Botswana Centre for Human Rights	Works towards achieving gender equality by incorporating gender in its advocacy for legislative changes, providing information to the public and offering paralegal services.	✓	✓	
Men and Boys for Gender Equality	Engages men and boys to reduce gender inequalities, prevent gender-based violence, prevent HIV and promote the health and wellbeing of women, men and children	✓		
The Botswana Gender Based Violence & Prevention Center	Awareness raising and outreach on gender-based violence, providing counselling and shelter for victims.	✓		
Women Against Rape	Focuses on reducing the incidences and impact of violence against women and children in the Ngamiland district through empowering women and children, providing support for survivors, public education and legal reform.	✓		
Botswana Council of Women	Providing women with skills, knowledge and motivation to enable them to participate fully in the process of social and economic development.	✓		✓

4. Barriers and enablers to women's economic empowerment in Botswana

This section of the report provides a detailed analysis of cross-cutting barriers and enablers to women's economic empowerment in Botswana.

The findings are presented by each domain of the conceptual framework, beginning with structural factors before moving on to normative and individual factors, affecting women in Botswana's economic empowerment opportunities and outcomes.

4.1 Structural factors

4.1.1 Legal and policy commitments

Botswana as a constitutional democracy guarantees equal fundamental rights and freedoms for all its citizens. Based on the 1966 Constitution (amended in 2016), according to Chapter II (ss3-19), all citizens are equal before the law and cannot be discriminated against on the basis of race, political party, gender, skin colour, creed/belief or origin.²²⁶ The clause on non-discrimination on the basis of sex was included in 2004.²²⁷ The state is further committed towards protecting its citizens from slavery and forced labour, their right to personal liberty and from any inhumane treatment.²²⁸

Botswana embarked on a legislative review process to remove gender-based discrimination following the signing of the 1997 Southern African Development Community (SADC) Declaration on Gender and Development.²²⁹ With the abolition of the 2004 Marital Power Act,²³⁰ men and women have equal status in marriage and share equal responsibility for the care of their children as well as ownership of property.²³¹ Furthermore, domestic violence was criminalised under the Domestic Violence Act of 2008, although marital rape is not criminalised under existing legislation.²³² Botswana has also

signed up to the updated and revised SADC protocol in 2016, and made commitments towards continuing its efforts to reduce gender inequality.²³³ However, in the education sector, inequitable re-admission policies continue to discriminate against pregnant girls and young women and adolescent mothers.²³⁴

The Beijing Platform for Action (BPFA) 25th year review from 2019 highlights strong gender-equality measures put in place by the government of Botswana.²³⁵

Institutional mechanisms include the Ministry of Nationality, Immigration and Gender Affairs, National Gender Commission and the National Gender Machinery acting as the main government bodies working towards women's empowerment.²³⁶ These entities are mandated to monitor and evaluate the implementation of gender policies, and extend support at decentralised levels to further gender-mainstreaming efforts.²³⁷ Finally, Vision 2036, first published in 2016, also recognises gender equality as central to socioeconomic, political and cultural development, and integrates SDG 5 (Gender Equality) as a priority for Botswana's development agenda.²³⁸ Gender equality is also highlighted as a critical area of focus in the Revised National Population Policy (NPP), the Revised National Policy on Education, the National Policy on HIV and AIDS, and the National Policy on Culture.²³⁹

²²⁶Constitute Project (2022) ²²⁷Hasan, T., & Tanzer, Z. (2013) ²²⁸Constitute Project (2022) ²²⁹Republic of Botswana (2009)
²³⁰Cornell Law School (2004) ²³¹Cornell Law School (2004) ²³²UN Women (2007) ²³³BW Government Facebook (2017a)
²³⁴UN CEDAW (2019) ²³⁵Republic of Botswana (2019) ²³⁶Republic of Botswana (2019) ²³⁷Republic of Botswana (2019)
²³⁸Government of Botswana (2016) ²³⁹Letamo, Prof. G. (n.d.)

Despite clear political commitment and strategies to advance gender-equitable outcomes, gaps in gender-responsive budgeting (GRB) hinder effective implementation of national policies and plans. According to the Southern African Research and Documentation Centre (2019), gender concerns are not adequately addressed in the national budgeting process.²⁴⁰ This is validated by Botswana's 2022 self-assessment of its Gender-Responsive Public Financial Management (GRPFM).²⁴¹ The self-assessment further states that much progress remains to be made to ensure Public Financial Management systems are inclusive of gender-equality approaches and perspectives.²⁴² It additionally notes that budget policy proposals seldom indicate and systematically include the impact of policy changes on gender equity, and consequently the country scores poorly on the gender impact of public investment projects.²⁴³

At the international level, Botswana has ratified the main conventions on women's rights. This includes the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW, ratified in 1981).²⁴⁴ Botswana also adopted the Code of Good Practice to address Sexual Harassment in the Workplace in 2002.²⁴⁵ The country has also ratified the Optional Protocol on the

Convention on the Rights of Child (ratified in 1991),²⁴⁶ and the Convention on the Rights of Persons with Disabilities (ratified in 2010).²⁴⁷ Botswana is yet to ratify the ILO Convention on Violence and Harassment in the workplace (C190), which places an obligation on governments and employers to ensure that workplaces are safe and that member states develop programmes and policies to tackle gender-based violence in the workplace.²⁴⁸ Human and labour rights activists are actively advocating for the government to ratify C190, including a youth-led campaign by the Botswana Federation of Trade Unions (BFTU).²⁴⁹

Botswana has yet to signal commitment to addressing women's unpaid domestic work and care burden to promote women's participation in the labour market. The country has yet to ratify the Workers with Family Responsibilities Convention, 1981 (No. 156), which promotes equal sharing of domestic and family responsibilities between women and men.²⁵⁰ Furthermore, a lack of affordable and accessible childcare facilities presents significant barriers for women with children.²⁵¹

²⁴⁰SADC (2018) ²⁴¹Ontebetse, K. (2022) ²⁴²Ontebetse, K. (2022) ²⁴³Ontebetse, K. (2022) ²⁴⁴OHCHR (n.d.) ²⁴⁵International Labour Organization (n.d.) ²⁴⁶OHCHR (n.d.) ²⁴⁷OHCHR (n.d.) ²⁴⁸International Labour Organization (n.d.)a ²⁴⁹BFTU (n.d.) ²⁵⁰UN CEDAW (2019) ²⁵¹UN CEDAW (2019)

4.1.2 Policy environment

Within the Ministry of Nationality, Immigration and Gender Affairs, the Department of Gender Affairs is mandated to facilitate gender-mainstreaming processes and programming within the country.²⁵² The department works with non-governmental organisations (NGOs) and community-based organisations (CBOs) using funds allocated by the government of Botswana.²⁵³ In particular, it works with women's organisations and groups in the country who are actively involved in promoting and progressing gender issues.²⁵⁴ Priority areas include: (i) women and poverty, including economic empowerment; (ii) women in power and decision-making; (iii) education and training of women; (iv) women and health; (v) addressing violence against women, and promoting their human rights; and (vi) prioritising the girl-child.²⁵⁵ In addition to this, a Policy Guideline for Financial Support of Women has also been developed by the ministry, which aims to strengthen administrative procedures and enhance both the efficiency and effectiveness of the department to meet its objectives and goals.²⁵⁶

Botswana's most recent National Development Plan 11 (2017-2023) seeks to ensure gender equality and equity in the socio-cultural, political, economic and legal spheres. The plan highlights the importance of gender mainstreaming across all sectoral initiatives, to articulate gender issues to be addressed, alongside identifying key indicators of performance and providing regular updates. This is expected to be supplemented with gender analysis and gender equality-centred planning to promote gender-responsive and rights-based policies.²⁵⁷

In the World Bank's Women, Business and the Law Report for 2022, Botswana scores lower than the SSA average with respect to its performance on the life cycle experienced by working women in the country.²⁵⁸ With a total score of 63.8% compared to a regional average of 71.5%, in Botswana there are constraints associated with laws that impact women's decision to work and equal pay.²⁵⁹ For example, women in Botswana continue to face legal constraints regarding constraints on freedom of movement, laws affecting women's decisions to work, laws affecting women's pay, laws affecting women's work after having children, constraints on women starting and running business, and gender differences in property and inheritance.²⁶⁰

²⁵² Government of Botswana: Ministry of Nationality, Immigration and Gender Affairs (n.d.) ²⁵³ Government of Botswana: Ministry of Nationality, Immigration and Gender Affairs (n.d.) ²⁵⁴ Government of Botswana: Ministry of Nationality, Immigration and Gender Affairs (n.d.) ²⁵⁵ Government of Botswana: Ministry of Nationality, Immigration and Gender Affairs (n.d.) ²⁵⁶ Government of Botswana: Ministry of Nationality, Immigration and Gender Affairs (n.d.) ²⁵⁷ Republic of Botswana (2016) ²⁵⁸ World Bank Group (2022) ²⁵⁹ World Bank Group (2022) ²⁶⁰ World Bank Group (2022)

Furthermore, women in the informal sector continue to be excluded from most labour and social security provisions.²⁶¹

Botswana’s Women’s Economic Empowerment Programme, led by the Gender Affairs Department in the Ministry of Nationality, Immigration and Gender Affairs, provides grants to women to start and strengthen income-generating activities.²⁶² The majority of the businesses in receipt of grants focus on handicrafts, food products, manufacturing and agriculture.²⁶³ The programme has additional components that focus on building women’s skills and capacity around business management and providing them technical and mentorship support. These activities are delivered through local

organisations such as the Local Enterprise Authority (LEA) and have clearly-defined selection criteria for businesses that qualify to receive the grant.²⁶⁴ However, publicly available information on the extent to which this programme and related activities have led to WEE-related outcomes is limited.

In addition, the Citizen Entrepreneurial Development Agency (CEDA) has been managing a Women’s Business Directory to facilitate women entrepreneurs’ access to available markets.²⁶⁵ The Botswanan government has also taken affirmative action to promote economic development in rural areas.²⁶⁶ The provision includes funding support for livestock rearing and small projects, and productive resources including land.²⁶⁷

“To strengthen the Women’s Economic Empowerment Programme, Botswana committed additional resources in 2017/2018 by increasing the budget from USD2.5 million to USD5.5 million (up 63.6%). In addition, a Women’s Business Directory was developed to facilitate women entrepreneurs’ access to available markets.”

Source: Botswana Government Update on Implementation of Commitments to Eliminate Gender Inequality 2017 <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Initiatives/StepItUp/Commitments-Speeches/Botswana-StepItUp-Commitment-Followup-20170203-en.pdf>

²⁶¹UN CEDAW (2019) ²⁶²Republic of Botswana (2019) ²⁶³Sky Blog (2021) ²⁶⁴Sky Blog (2021) ²⁶⁵Republic of Botswana (2019) ²⁶⁶Republic of Botswana (2019) ²⁶⁷Republic of Botswana (2019)

CEDA-funded Women's Business Directory activities since 2001²⁶⁸

CEDA-funded women entrepreneurs' activity	Total amount dispersed since 2001
Project financing to 2,770 women-owned enterprises	Over BWP818 million (USD63.7 million)
Support to 412 agribusiness projects	BWP175 million (USD13.6 million)
Financed 82 property projects	BWP127 million (USD9.8 million)
194 manufacturing projects	BWP86 million (USD6.9 million)
2,046 service sector projects	BWP408 million (USD31.7 million)
Other sector projects	BWP209 million (USD16.2 million)

To support women's land ownership, a 2020 amendment was issued to the 2015 Land Policy.²⁶⁹ The amendment allows women to be independent in marriages and to have the same land rights as any other person.²⁷⁰ Prior to this, women were prohibited or restricted from owning or inheriting land.²⁷¹ The policy enables equal opportunity for all Botswana citizens to own residential or agricultural land, both state and tribal lands, addressing a major structural barrier to women's economic empowerment in Botswana.²⁷²

With respect to gender-based violence, national legislation covers both formal and customary laws. The National Gender-Based Violence Strategy (2015-2020) integrates actions to eliminate gender-based violence.²⁷³ The policy presents a multi-pronged and multi-sectoral approach towards preventing and systematically addressing gender-based violence.²⁷⁴ The strategy recognises men as critical partners in promoting gender equality.²⁷⁵ In addition,

Botswana passed the Domestic Violence Act (No. 10) in 2008.²⁷⁶ The Act was introduced with the objective of protecting women who are in a domestic relationship and may be exposed to the threat of violence.²⁷⁷ Moreover, the Act provides support and care to survivors of domestic violence.²⁷⁸ In addition to empowering the formal judicial system, the Act also dictates that Customary Courts are to pass an order to immediately protect the applicant/victim.²⁷⁹ More recently, legislative reform such as the 2021 Sexual Offenders Registry Act provide further legal protections.²⁸⁰ However, marital rape is not recognised by law as a criminal offence, in contradiction to CEDAW.²⁸¹ The Botswana Public Service (Amendment) Act, No. 14 of 2000, (in a newly added section 31A) classifies sexual harassment of a public officer, by a co-worker or by a supervisor, as misconduct. However, the same provision is not available under the Employment Act meaning women working in the private sector remain unprotected.²⁸²

²⁶⁸Republic of Botswana (2019) ²⁶⁹Thobega, K. (2020) ²⁷⁰Thobega, K. (2020) ²⁷¹United Nations Development Programme (2021) ²⁷²Thobega, K. (2020) ²⁷³UN Women (2015) ²⁷⁴UN Women (n.d.) ²⁷⁵UN Women (n.d.) ²⁷⁶UN Women (2007) ²⁷⁷UN Women (2007) ²⁷⁸UN Women (2007) ²⁷⁹UN Women (2007) ²⁸⁰United Nations Development Programme (2022) ²⁸¹UN CEDAW (2019) ²⁸²Mywage.org/Botswana (n.d.)a

To address challenges associated with climate change, Botswana with support from UNDP, has institutionalised a Climate Change Response Policy (2021).²⁸³

The objective is to develop a climate-compatible pathway that is grounded in the principles of sustainable development goals and anchored by the country's national development framework.²⁸⁴ Recognising women and men's differentiated climate vulnerabilities and needs, given women tend to depend more on natural resources, the policy commits to: (i) empowering communities especially women and youth, and their active participation in the implementation of climate change responses; (ii) adopting strategies that are targeted at increasing resilience of the most vulnerable groups to climate change impacts; and (iii) including gender and climate change into academic curricula at all education levels.²⁸⁵

Botswana's policy framework has put in place a comprehensive social protection system.²⁸⁶ The aim of these measures is to assist poverty-vulnerable groups such as persons with disabilities, orphaned children, and older people who tend to experience higher rates of poverty and face challenges accessing social services.²⁸⁷ Key areas of focus include pensions and insurance; active

labour market programmes (including youth empowerment programmes); social safety nets for orphans and elders; public works programmes; a poverty eradication initiative; and scholarship and sponsorship programmes.²⁸⁸ In the absence of more recent gender-disaggregated data and analysis, a 2013 review of social protection efforts in the country by the World Bank notes that the majority of the social assistance programmes tend to target and benefit women, who constitute some 56% of the total beneficiaries. Furthermore, over 50% of the beneficiary households are headed by women across the different programmes.²⁸⁹ However, challenges persist in ensuring clear coordination, managing procurement and last mile delivery of the services.²⁹⁰ Some of the key social safety net programmes are highlighted in the following text box.

²⁸³United Nations Development Programme (2017) ²⁸⁴United Nations Development Programme (2017) ²⁸⁵United Nations Development Programme (2017) ²⁸⁶Statistics Botswana (2021a) ²⁸⁷Statistics Botswana (2021a) ²⁸⁸Botswana Institute for Development Policy Analysis & The World Bank (2013) ²⁸⁹The World Bank (2022a) ²⁹⁰UNICEF (n.d.)

Key social safety net programmes²⁹¹

Child focused

1. **School Feeding Programme:** Students in primary schools receive a meal equivalent to one third of a child's daily nutritional needs.
2. **Orphan Care Programme:** Largest social assistance programme in Botswana designed to respond to the needs of orphaned children, with provisions including food, clothing, shelter, education, protection and care.
3. **Vulnerable Groups Feeding Programme (VGFP):** Provides monthly home rations through clinics to vulnerable children aged 6-60 months, pregnant and lactating women, and to tuberculosis (TB) and leprosy patients from poor households.

Old age focused

4. **Old Age Pension Programme:** A universal flat transfer, non-means-tested pension, for all people aged 65 years and older.
5. **World War II Veterans:** Provides pensions to veterans of World War II as well as their surviving spouses or children up to the age of 21.

Poverty alleviation

6. **Ipelegeng (public works):** The labour-intensive programme was initially a drought relief public works programme and was made permanent in 2008. The programme is used as a tool for cushioning the effects of poverty both in rural and urban areas to replace a long series of drought relief/public works and food-for-work programmes. It also prioritises women and youth as its primary beneficiaries.
7. **Livestock Management and Infrastructure Development (LIMID):** The government of Botswana's initiative to improve food security and to eradicate poverty, consisting of seven packages, of which three packages focus on resource-poor households, and infrastructure development.
8. **Remote Area Development Plan (RADP):** Originally financed to benefit marginalised communities in remote areas, and now focuses on community-led developments, creation of sustainable livelihoods systems and an affirmative action programme for disadvantaged groups.
9. **Destitute Persons Programme:** Social assistance programme for those who have no other source of support. The beneficiary status is determined through assessments, social workers, and village and ward development committees.

Health focused

10. **Community Home-Based Care (CHBC):** Started as a response to the HIV/AIDS pandemic in 1995, and later extended to cover other chronic diseases.

²⁹¹Statistics Botswana (2021a)

4.2 Normative factors

4.2.1 Norms around paid and unpaid labour

There is limited national data available on women's time use, unpaid care and domestic work activities in Botswana.

However, available estimates suggest women undertake about 15 more hours of household labour per week compared to their male counterparts, often in addition to paid employment.²⁹²

Traditional gender roles and norms lead to inequitable division of labour. For example, patriarchal norms among the Tswana ethnic group position men as the household head, with women traditionally seen as subordinate to men. In these communities, women are primarily in charge of the household and agriculture.²⁹³

“We live in a very patriarchal society, a society in which intentionally or unintentionally, we teach people that a male person is a better leader than a female person. So, we have a lot of women, even those who are capable, at times doubting themselves whether they can do it.”

Source: Onneetse Makhumalo of the women's rights group Gender Links, quoted in Voice of Africa News

High prevalence of HIV/AIDS exacerbates women's domestic and care work burden.²⁹⁴

According to a study conducted on home-based care in Botswana, young girls and older women caring for family members living with HIV/AIDS reported feeling fatigued and overwhelmed.²⁹⁵ Older women particularly felt depressed, malnourished and even neglectful of their own health.²⁹⁶ Additionally, caregivers experienced poverty, social isolation, stigma and psychological distress.²⁹⁷ There is also no formal or basic caregiving education provided despite the country's high HIV/AIDS burden.²⁹⁸

4.2.2 Voice, representation and leadership in decision-making

Women are under-represented in national decision-making forums.

In 2021, women constituted 19.4% of councillors in local government, 10% of members of parliament and 25% of the cabinet.²⁹⁹ There is no formal quota for female political representation in political parties. Some smaller parties, such as the Botswana Congress Party and Botswana National Front, have instituted voluntary quotas of 30% female representation, though in practice, these are not always met.³⁰⁰ Furthermore, although women constitute 55% of voters, the share of women in elected political positions remains low, with no signs of improvement.³⁰¹

²⁹²Ntshwarang, P. N., Maundeni, T., Kgwatalala, D., & Seboni, N. M. (2018) ²⁹³FAO (2018) ²⁹⁴Upton, R. (2003) ²⁹⁵Lindsey, E., Hirschfeld, M., & Tlou, S. (2003) ²⁹⁶Lindsey, E., Hirschfeld, M., & Tlou, S. (2003) ²⁹⁷Lindsey, E., Hirschfeld, M., & Tlou, S. (2003) ²⁹⁸Lindsey, E., Hirschfeld, M., & Tlou, S. (2003) ²⁹⁹IDRC (2021) ³⁰⁰International IDEA (n.d.) ³⁰¹ECDPM (2019)b

Consequently, Botswana has not achieved the popular global target of 30% of women in decision-making roles, except in the case of the public service.³⁰²

Electoral violence and the absence of quotas for female representation leave women with little room for meaningful political participation.³⁰³ In addition, the disparity in access to financial resources³⁰⁴ means that women cannot afford the generally high campaigning costs associated with running for political office.

In Botswana, men wield most of the power at all levels of the society, and continue to dominate decision-making at the household, community and societal levels.³⁰⁵ While broadly, decision-making norms appear to be governed by patriarchal values, there is an absence of recent data and research that sheds clear light on women's capacity to take decisions, especially at the household level. However, data from a 2012 national study on gender-based violence found that 44% of women and 54% of men believe that a woman needs permission from her husband to do paid work.³⁰⁶ There is also a lack of available research on how norms around mobility may restrict or enable economic opportunities available to women.

4.2.3 Gender-based violence (GBV)

In Botswana, national prevalence data suggests that as many as 67% of women have experienced physical or sexual abuse (including partner and non-partner violence), while 17.5% have experienced sexual harassment at work.³⁰⁷ Such high rates of gender-based violence are underpinned by patriarchal attitudes and gender norms.³⁰⁸ For example, the most recent 2013 national GBV indicator survey found that 78.5% of women and 88.9% of men believe that a woman should always obey her husband, 22.7% of women and 44.7% of men believe that if a man has paid *lobola* ("bride price") then he owns his wife, and 23.1% of women and 37.1% of men believe that if a wife does something wrong, then her husband has the right to punish her.³⁰⁹

Gender-based violence restricts women's economic opportunities and potential in Botswana. A 2018 gender analysis found that increased rates of gender-based violence in rural areas including murder, sexual harassment and rape, deter women from continuing with some agricultural activities including ranching.³¹⁰ High rates of intimate partner violence are experienced by women in their homes, including economic forms of violence. For example, a 2021 study in Ngamiland and Kgalagadi districts, and Bobirwa sub-district (of the Central

³⁰²IDRC (2021) ³⁰³Mlambo, C., & Kapingura, F. (2019) ³⁰⁴Chamboko, R., Heitmann, S., & Westhuizen, M. V. D. (2018) ³⁰⁵Japan International Cooperation Agency (2009) ³⁰⁶United Nations Development Programme (2021) ³⁰⁷United Nations Development Programme (2021) ³⁰⁸UNFPA (2016) ³⁰⁹United Nations Development Programme (2021) ³¹⁰FAO (2018)

district), found that men often take women's "Ipelegeng" income (public works social safety net programme) and use it to buy alcohol.³¹¹

According to a gender assessment undertaken by Green Climate Fund (2021) in Botswana, increased economic autonomy among women may result in increased experiences of gender-based violence among women.³¹² Among the men and women consulted as a part of the study, both male and female respondents articulated that increased economic independence among women has led to the disruption of the patriarchal system, and men feeling "left behind" due to the progress made.³¹³ This highlights the importance of gender-transformative work at the household and community level, to promote positive gender dynamics and address harmful norms around masculinity.

Several initiatives are seeking to tackle the root causes of gender-based violence, including interventions targeting men and boys. This includes long-term programme-based support which has been provided by the United Nations Population Fund (UNFPA working in Botswana since 1971³¹⁴) including to promote the involvement of men and boys in sexual and reproductive health issues and GBV prevention.³¹⁵ At the country level, a "Men in the Kitchen" programme has been introduced by Men and

Boys for Gender Equality (MBGE) to engage boys in roles that are traditionally perceived to be undertaken by women.³¹⁶ Another programme called MenCare encourages men to adopt non-violent fathering and caregiving perspectives.³¹⁷ This is particularly relevant in a context where young mothers complain of being abandoned by the fathers of their children.³¹⁸ However, results of these interventions are not yet publicly available.

4.3 Individual factors

4.3.1 Human capital

Botswana ranks highly (22nd out of 146 countries) for gender equality in educational attainment according to the World Economic Forum's Global Gender Gap Index 2022.³¹⁹ In contrast to the Sub-Saharan Africa region, which ranks lowest globally for gender equality and educational attainment with an enduring gender gap of 85.3%, Botswana has achieved gender parity in education. Over 90% of women are literate, and 89.4% of girls are enrolled in primary school.³²⁰ Furthermore, young women go on to further educate themselves with 32.0% of young women enrolled in tertiary education.³²¹ However, similar to many other countries in the region, men and boys continue to dominate science, technology, engineering and mathematics (STEM)-related professions. Furthermore, persistent challenges limit educational

³¹¹Green Climate Fund (2021) ³¹²Green Climate Fund (2021) ³¹³Green Climate Fund (2021) ³¹⁴UNFPA (n.d.) ³¹⁵UNFPA (2016) ³¹⁶Green Climate Fund (2021) ³¹⁷Green Climate Fund (2021) ³¹⁸Green Climate Fund (2021) ³¹⁹World Economic Forum (2022) ³²⁰World Economic Forum (2022) ³²¹World Economic Forum (2022)

opportunities for some women and girls. These include sexual violence, HIV/AIDS, orphanhood, living in child-headed households and adolescent pregnancies.³²²

To overcome these challenges and improve girls' educational attainment and enrolment, the government and civil society of Botswana have been designing targeted programming. These include government, community outreach and integrated health and education

programmes.³²³ For example, in 2013, the government of Botswana introduced a back-to-school programme which facilitated the re-admission of children and youth, including girls, who drop out of schools for various reasons - pregnancy, exam failure and experiences of sexual violence.³²⁴ In the last two decades, the government of Botswana has allocated more than 25% of the total national budget towards meeting its education goals.³²⁵

Advancing women micro-entrepreneurs' skills³²⁶

In November 2020, De Beers Group, Botswana's largest diamond mining conglomerate, launched an investment programme alongside UN Women and the Ministry of Nationality, Immigration and Gender Affairs, to support capacity-building programmes for female micro-entrepreneurs in remote villages.³²⁷

With an investment of BWP8 million (around USD600,000), the programme in Botswana targets women micro-entrepreneurs in select villages in the Okavango Delta and Kweneng district with capacity-building programmes.

The aim is to equip female micro-entrepreneurs in the target regions with business and technical skills and access to markets. It also includes a focus on building life skills and improving confidence to support decision-making, communications and negotiations.

The programme also works with an NGO called Adore Little Children Botswana (ALCB) in the Okavango Delta to improve livelihoods through permaculture³²⁸ programmes targeted at women who produce fresh vegetables for local communities.

³²²The Borgen Project (2018) ³²³The Borgen Project (2018) ³²⁴Republic of Botswana (2019) ³²⁵Republic of Botswana (2019)

³²⁶Benton, D. (2020) ³²⁷Benton, D. (2020) ³²⁸An approach to land management and settlement design that adopts arrangements observed in flourishing natural ecosystems.

Key education initiatives targeting girls in Botswana³²⁹

Stepping Stones International (SSI)

Stepping Stones International is an after-school programme that serves orphaned and vulnerable adolescents and their caregivers. The programme involves the implementation of a year-long, after-school day programme that includes STEM activities that empower girls to develop their critical thinking skills. It also aids young people to develop their design processing skills and use them in engineering challenges.

No Sugar

Young love is an NGO working towards improving girls' education in Botswana. With a focus on health and education, its "No Sugar" programme educated girls about HIV and the dangers of engaging in transactional sex. The course has reached out to 350,000 students in 350 schools across the country. Findings from an internal study also revealed that the programme has been able to reduce adolescent pregnancy rates by up to 40% in its intervention area.

4.3.2 Economic capital

Financial assets

As a result of existing traditional and cultural practices favouring men, many women still face challenges in accessing credit.³³⁰ In Botswana, the gender gap in financial inclusion stood at 9% in 2017.³³¹ Out of the total population, 60% of men have formal bank accounts compared to only 52% of women.³³² More women (47%) make use of informal financial services/products compared to 37% of men. Additionally, 41% of women have some form of insurance compared to 36% of men.³³³ Access to credit and financial services is influenced by gender-related barriers coupled with other factors

such as the experience of the entrepreneur, company size, sector of business, sales and land ownership.³³⁴ A study conducted with women-led SMEs in Gaborone found that limited financial knowledge is a significant obstacle among women-run businesses.³³⁵ More specifically, women have few opportunities that help them gain insights into managing payments and investments and developing strategies for growth of their businesses.³³⁶ To address these barriers, NGOs, such as Thusang Basadi, offer financial assistance to informal women entrepreneurs who do not have access to capital. Most of their clients are rural women who are in desperate need of access to training to help grow their business.³³⁷

³²⁹The Borgen Project (2018) ³³⁰Khanie, G. (2018) ³³¹Chamboko, R., Heitmann, S., & Westhuizen, M. V. D. (2018) ³³²UN Capital Development Fund (UNCDF) (2021) ³³³UN Capital Development Fund (UNCDF) (2021) ³³⁴Khanie, G. (2018) ³³⁵Charity, M. K., & Mahambo, C. T. (2020) ³³⁶Charity, M. K., & Mahambo, C. T. (2020) ³³⁷Pathways Study Interviewee

However, a 2019 World Bank study (2019) conducted again in Gaborone found that women who succeed in entering male-dominated sectors (such as construction and IT) are more likely to make higher profits. Factors positively associated with women working in male-dominated sectors include being older, having completed more than secondary education and having a mother who completed more than primary education. At the same time, childcare was found to be more of a constraint for women than men.³³⁸ The study also found that training, apprenticeships and mentoring programmes in male-dominated environments are effective channels for women to achieve greater success.³³⁹ Spouses can also play a critical role in helping women to build skills, access finance/capital and support women in registering their businesses, given men's greater access to information and finance.³⁴⁰

Vuche Vuche Craft Cooperative³⁴¹

As a weaving cooperative for women, Vuche Vuche Craft Cooperative stimulates cooperation, support and skills development among communities in Chobe district. It is a legally registered cooperative in Botswana, where women participate in income-generating activities to support their families and communities. *Vuche Vuche* means slow and steady; thus, women are encouraged to hone their weaving and craft-making skills over time. A group of 17 women sell crafts to tourists and local communities and share profits from their sales.

Productive assets

In Botswana, women's land ownership is higher than many neighbouring countries in the SSA region although women's land is less valuable on average than land owned by men. Estimates of women's land ownership range from 48%³⁴² to 57.6%.³⁴³ With respect to housing, an analysis of data between 2015 and 2019 indicates that 48.7% and 51.3% of urban houses are purchased by women and men respectively.³⁴⁴ However, men typically own both more land and more valuable land than women, due to factors including historic gender inequalities in inheritance practices coupled with women's more limited access to economic capital. For example, the average reported value of land in male-headed households is BWP65,685 (~USD 6,037) compared to BWP35,778 (~USD3,289) in female-headed households, while per acre, land owned by female-headed households is over 40% less valuable than male-owned land.³⁴⁵ Despite

³³⁸Cherchi, L., & Kirkwood, D. (2019) ³³⁹Cherchi, L., & Kirkwood, D. (2019) ³⁴⁰Cherchi, L., & Kirkwood, D. (2019) ³⁴¹African Bush Camps Foundation (n.d.) ³⁴²United Nations Development Programme (2021) ³⁴³Republic of Botswana (2019) ³⁴⁴Republic of Botswana (2019) ³⁴⁵United Nations Development Programme (2021)

more equitable policies, women's land ownership continues to be restricted by women's more limited economic capital.³⁴⁶ For example, commercial women farmers also face barriers acquiring commercial land due to their more limited economic resources.³⁴⁷

Domestic assets

Women (and youth) are typically responsible for supply of water and wood, which creates additional unpaid work burdens (and creates safety risks if this requires travel). This also makes them more vulnerable to the impacts of environmental degradation.³⁴⁸ Water, sanitation and hygiene (WASH) programmes to improve access to water have reduced women's unpaid domestic work burden. In urban areas where infrastructure and access to drinking water is more established, approximately 90% of the poor and very poor rural female-headed households now have access to safe drinking water. Consequently, these women now need to spend less time collecting drinking water (traditionally seen as a woman's responsibility). However, in rural areas, the burden of collecting water still rests with women.³⁴⁹

There is limited data on the gender digital divide in Botswana, due to a dearth of gender-disaggregated ICT data.³⁵⁰ ICT and digital technology offer opportunities for women entrepreneurs in digital commerce, digital services, and other new and emerging sectors.³⁵¹

³⁴⁶United Nations Development Programme (2021) ³⁴⁷United Nations Development Programme (2021) ³⁴⁸Green Climate Fund (2021)
³⁴⁹FAO (2018) ³⁵⁰Paradigm Initiative (2021) ³⁵¹Nlelya, M. (2021)



5. Sector analysis briefs

The following sector brief provides an overview of barriers and enablers for women's economic empowerment in the agriculture sector in Botswana. This includes spotlights on two sub-sectors where women's participation is currently high: Horticulture and Poultry. The sector brief includes an overview of the broader agriculture sector including current challenges facing the sector, before providing short overviews of the horticulture and poultry sub-sectors including the gendered composition of jobs in these sub-sectoral value chains. Then, the brief includes an analysis of common and cross-cutting barriers and enablers to women's economic empowerment in the agriculture value chain, drawing on examples from horticulture and poultry where relevant. Finally, key opportunities and entry points are highlighted, alongside sector-specific recommendations for consideration by both public and private stakeholders, to improve women's economic status within the agriculture sector.

5.1 The agriculture sector - focusing on poultry and horticulture



Agriculture overview

The agriculture sector remains a significant source of livelihoods for Botswana's population, especially those in rural areas. When Botswana first gained independence in 1966, the agriculture sector contributed approximately 40% of GDP.³⁵² Since then, growth in other sectors, such as mining, have led to a restructuring of the economy. Today, although the agriculture sector only contributes approximately 2% of Botswana's overall GDP (2020),³⁵³ in rural areas, it remains a significant source of employment and income.³⁵⁴ In rural areas, 44.7% of men and 37.2% of women rely on incomes from agricultural activities.³⁵⁵ Women are central to food production and food security in rural Botswana, investing more time and resources than men.³⁵⁶ At the same time, economic opportunities for women within the sector have been limited and consequently, the majority of rural women live in poverty.³⁵⁷

Few people are formally employed in agriculture, and most formal employees are men. About 7.4% of formal employees in agriculture work in agriculture, forestry, or fishing (just over 55,000 people). Most formal employees in the sector are

men (77%) and working in “elementary occupations” (66%). Only 20% are “skilled workers”.³⁵⁸

“Urban areas are benefiting more from agriculture because often raw materials are sourced at cheap prices from rural areas, and they are sold at a higher price after processing or when they reach urban areas. Value is added to the products as they reach urban areas resulting in more income generated and creation of more jobs. Though rural areas are primary producers, they tend to lose out on opportunities to create more jobs due to limited skills, poor infrastructure and rural-urban migration.”

Source: Pathways Study Interviewee, Industry Expert

Livestock production is the primary source of subsistence for most rural households in Botswana.³⁵⁹ Livestock accounts for the majority (80%) of income from agriculture, compared to 20% of income from crops.³⁶⁰ The most common animals reared are goats (population estimated at 1.2 million in 2019) and cattle, followed by chicken. All livestock populations have significantly decreased in the previous decade, partly due to severe droughts, with

³⁵²Finmark Trust (2021) ³⁵³World Bank DataBank (2020) ³⁵⁴FAO (2018) ³⁵⁵FAO (2018) ³⁵⁶FAO (2018) ³⁵⁷FAO (2018) ³⁵⁸Finmark Trust (2021) ³⁵⁹FAO (2018) ³⁶⁰Finmark Trust (2021)

the cattle population decreasing from 2.6 million in 2010 to just under one million in 2019, and the chicken population decreasing from 1.7 million to around 500,000 over the same period of time.³⁶¹ Men tend to control larger-sized livestock³⁶² and own more cattle, sheep and goats than women.³⁶³ Women are often responsible for smaller-sized livestock and indigenous chickens, although both men and women own chickens.³⁶⁴

Most arable agriculture in Botswana is rain-fed subsistence farming characterised by low productivity and high crop failure.³⁶⁵

This type of farming is characterised by low mechanisation and low use of inputs, and is highly affected by variation in rainfall.³⁶⁶ Crops are mainly produced in the eastern part of the country, and average yields are low.³⁶⁷ The main crops farmed for subsistence include sorghum, maize, millet and beans.³⁶⁸ Botswana's harsh climate, unpredictable weather patterns due to climate change, periodic droughts and poor soil quality make crop production difficult in most areas.³⁶⁹

Agricultural production also takes place in urban areas. Urban agricultural activities include growing food crops, fruit trees, medicinal plants, and ornamental plants, as well as some livestock rearing. Most urban farmers grow food informally for both self-consumption and income and are low- to medium-income earners. Some urban farms

are linked to small-scale enterprises, such as food stands, or enterprises in other industries (fencing, pumping, irrigation, processing, and transportation).³⁷⁰ The government recognises urban agricultural activities as formal activities, and these are eligible for formal support such as grants provided by CEDA, in contrast to other African countries, where urban agriculture is often regarded as informal.³⁷¹

“Smallholder arable agriculture is dominated by women who are also often responsible for small livestock such as indigenous chickens, while men are mainly engaged in large livestock farming...While Botswanan women play a dominant role in crop production and food and nutrition security, Botswanan men are the main actors in livestock production and they own more cattle, sheep, and goats than their female counterparts do. Although women represent 46% of the landowners in the country, their plots are considerably smaller than the portions owned by men.”

Source: Pathways Study Interviewee, Government Representative

³⁶¹Statistics Botswana (2020) ³⁶²Finmark Trust (2021) ³⁶³FAO (2018) ³⁶⁴FAO (2018) ³⁶⁵IFAD (2020) ³⁶⁶Finmark Trust (2021) ³⁶⁷FAO (2018) ³⁶⁸FAO (2018) ³⁶⁹FAO (2018) ³⁷⁰Mosha, A. (2016) ³⁷¹Mosha, A. (2016)

In urban areas, evidence suggests that many women are engaged in backyard gardening and small livestock rearing, while men tend to dominate commercial urban food production. Some activities (backyard gardening, small-scale animal husbandry) are dominated by women, who set up small- and micro-scale production due to lack of formal job opportunities. These activities also support women in their responsibility for household food security, while also attending to domestic/household activities.³⁷²

Agricultural production is not led by market demands, but by food security needs. In addition, most local agricultural or livestock production is concentrated in markets that are protected, for example through import quantity restrictions or import taxes, or banned from import. These include horticultural produce (temporary import ban³⁷³), chicken meat (complete import ban), grains (quantity restrictions) and ultra-high temperature (UHT) processed milk (high tax).³⁷⁴ In an attempt to protect domestic producers, a policy allows for the temporary creation of import controls, which happens in case of surplus production of specific crops.³⁷⁵

The most recent agricultural policy is the Revised National Policy on Agricultural Development (NPAD) (2014, a revision of the previous 1991 policy), which places a stronger emphasis on the whole food value chain, and on the creation of a responsive extension services system.³⁷⁶ The FAO provided targeted support to the government of Botswana in the implementation of this policy. The support included a focus on (i) the adoption of environmentally-friendly and climate-smart agricultural practices; (ii) the development and implementation of inclusive policies and strategies for sustainable increase of agricultural production and food security; and (iii) the promotion of more inclusive, efficient and trade-orientated livestock, crop and food systems.³⁷⁷

Other government policies supporting the agriculture sector include the 2000 National Master Plan for Agricultural Development (NAMPAD),³⁷⁸ and the 2001 National Master Plan for Arable Agriculture and Dairy Development (NAMPAADD),³⁷⁹ as well as the Integrated Support Programme for Arable Agriculture Development (launched in 2008) and the Feed the Nation Campaign.³⁸⁰ The 11th National Development Plan (2017-2023) highlighted opportunities in a number of key areas (beef, horticulture, dairy, piggery, goat, poultry and leather).³⁸¹

³⁷²Mosha, A. (2016) ³⁷³Effective 1 January 2022, Botswana banned the imports of 16 vegetables (including tomatoes, carrots, beetroots, potatoes, cabbage, lettuce, garlic, onions, ginger, turmeric, chilli peppers, butternut, watermelons, sweet peppers, green mealies and fresh herbs) to stimulate and protect local production. Global Trade Alert (2021) ³⁷⁴FAO (2018) ³⁷⁵Chatterji, S. (2018) ³⁷⁶FAO & Government of Botswana (2014) ³⁷⁷FAO & Government of Botswana (2014) ³⁷⁸Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.) ³⁷⁹Republic of Botswana: Ministry of Agriculture (2001) ³⁸⁰Finmark Trust (2021) ³⁸¹Finmark Trust (2021)

The National Export Strategy (2019-2024) also prioritises agricultural products, as well as meat and leather products.³⁸² In addition, special economic zones (SEZs) were set up to attract investment in the sector. For example, the Selebi-Phikwe Economic Development Unit (SPEDU), in the Central district, offers business incentives and aims to attract investment, and set up export firms, in manufacturing, agriculture and agro-processing.³⁸³

Several types of agricultural and livestock markets operate in Botswana.

These include formal organised markets, livestock products markets, rural products markets, cooperative markets and informal market systems such as hawking. Most street hawkers are women, who sell both horticultural products and non-agricultural items.³⁸⁴ The retail food sector is largely dominated by foreign owners, and unlike other African countries, the presence of street vendors is more limited. “Lock up stores” account for over 80% of food sales in towns and larger villages.³⁸⁵ A small number of commercial farms dominate most markets, with most of these large farms being foreign- and white male-owned.³⁸⁶

Cooperatives in Botswana have been important in driving agricultural production and development, especially in rural areas.³⁸⁷ However, gender-disaggregated information on cooperative membership and activities is limited.³⁸⁸ Cooperatives are additionally important in enabling access to services for small-scale farmers in both rural and remote areas of the country.³⁸⁹ This includes livestock management and selling. Recognising their importance, the Botswana Ministry of Agricultural Development and Food Security, Division of Agricultural Cooperatives is working towards promoting and engaging cooperatives in agro businesses.³⁹⁰ This involves enabling farmers to work together and share capital for investment, production and risks, responsibility and accountability, benefits and ideas.³⁹¹ For example, small-scale farmers in rural and remote areas are supported to aggregate sales of livestock through the Botswana Meat Commission (BMC).³⁹²

From the stakeholder mapping exercise for agriculture, 30+ stakeholders were identified across the various districts of Botswana. A summary table of stakeholder types across the regions is shown here, and the detailed information about stakeholders’ activities (including women-focused provisions) can be accessed [here](#) on the Pathways Study website.

³⁸²Finmark Trust (2021) ³⁸³Finmark Trust (2021) ³⁸⁴FAO (2018) ³⁸⁵Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.) ³⁸⁶FAO (2018) ³⁸⁷FAO (2018) ³⁸⁸FAO (2018) ³⁸⁹FAO (2018) ³⁹⁰FAO (2018) ³⁹¹FAO (2018) ³⁹²FAO (2018)

District	Stakeholder Type				TOTAL
	Private Companies	Associations, Collectives and Organisations	Government Bodies	NGOs	
National*	-	3	12	1	16
Ngamiland	1	3	-	-	4
North-East	-	-	-	-	-
Ghanzi	-	-	-	-	-
Central	-	2	-	2	4
Kgalagadi	-	-	-	-	-
Kweneng	1	1	-	-	2
Southern	-	2	-	-	2
South-East	1	2	-	-	3
Kgatleng	-	-	-	-	-
TOTAL	3	13	12	3	31

Note: *National stakeholder tally includes global stakeholders, who are assumed to operate at a national scale.

Challenges

Limited access to essential services for production in rural areas is hindered by a lack of clustering of agricultural production centres.³⁹³ Access to essential services such as water, electricity and product interchange (e.g. poultry manure and horticulture) is limited in rural areas. For example, only a minority of rural farmers have access to telecommunication or electricity.³⁹⁴ Furthermore, information, including on market prices, is not easily accessible for most farmers.³⁹⁵

The agriculture sector is heavily dependent on rainfall and vulnerable to the impacts of climate change.³⁹⁶ Agriculture is considered the largest consumer of water resources, and

horticulture depends entirely on irrigation. However, groundwater sources are not evenly distributed across the country,³⁹⁷ and most (94%) of the total water flow in the country originates outside its borders.³⁹⁸ Botswana's climate is arid to semi-arid and with highly erratic rainfall.³⁹⁹ Many parts of the country are water-stressed, which has led to low land utilisation.⁴⁰⁰ The occurrence of periods of drought remain a key driver of food insecurity in the country, resulting in increased aridity and crop damage, loss of pasture and water sources, loss of livestock and disease outbreaks.⁴⁰¹ For example, in some parts of Bobirwa (Central district) such as Gobojango village and surrounding areas, high water-scarcity is experienced, with water sources such as boreholes drying up at alarming rates.⁴⁰² Expected temperature

³⁹³Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.) ³⁹⁴FAO (2018) ³⁹⁵FAO (2018) ³⁹⁶Green Climate Fund (2021) ³⁹⁷Chatterji, S. (2018) ³⁹⁸Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.) ³⁹⁹World Bank Group (2021) ⁴⁰⁰Chatterji, S. (2018) ⁴⁰¹CIMA Research Foundation (2018) in World Bank Group (2021) ⁴⁰²Green Climate Fund (2021)

increases due to climate change, are likely to negatively influence agricultural productivity, while expected increases in risks of flooding will result in economic, infrastructure and agriculture losses, and loss of life.⁴⁰³

Women farmers are highly vulnerable to the effects of climate change. A gender assessment in the three administrative districts of Ngamiland, Kgalagadi and Central found that women's household responsibilities, including taking care of children and other family members and carrying out subsistence agriculture for food needs, put them in a more vulnerable position. For example, loss of livestock due to droughts (and loss of livelihoods) meant that the poorer women in the district were unable to afford school fees, food, or clothes.⁴⁰⁴ In addition, there is a large gender gap in borehole ownership with men owning 73% of existing boreholes.⁴⁰⁵ The government has taken some steps to support farmers to adapt to climate change. This support includes the backyard gardening initiative, which promoted small-scale irrigation among poor farmers,⁴⁰⁶ and a rangeland management initiative.⁴⁰⁷

Most small and medium-scale farms rely on traditional farming methods. Quality standards adherence, good agricultural practices (GAP) and bookkeeping are

uncommon among small and medium-scale farms. Voluntary national standards on grading of produce exist, but are generally not adopted, as retailers do not differentiate at point of sale, and competition is mainly based on price.⁴⁰⁸ Most rain-fed crop production is done on small traditional farms (average size five hectares), and farmers typically only use draft animal power without agrochemicals, do not practise row planting and generally do not follow a cultivation calendar. These traditional practices lead to poor crop yields. The adoption of modern technologies, in sub-sectors such as horticulture, is identified by NAMPAADD as a proven enabler of increased yields.⁴⁰⁹

Agricultural transport and logistics infrastructure is limited in Botswana. For example, there is a shortage of collection and storage facilities, especially cold storage, and inadequate post-harvest facilities for sorting and grading.⁴¹⁰ Wastage rates are also high, estimated at 20-25% for fruit and vegetables, and up to 50% for softer, more perishable produce such as lettuce and tomatoes, due to seasonal over production. At the farm level, wastage is higher when there is a lack of storage facilities, with crops left in the ground. Wastage also occurs at the point of sale, affected by demand and storage practices, with rates varying by retailer.⁴¹¹

⁴⁰³World Bank Group (2021) ⁴⁰⁴Green Climate Fund (2021) ⁴⁰⁵FAO (2018) ⁴⁰⁶FAO (2018) ⁴⁰⁷Syed, T. & Canales Gomez, A.C. (2022)
⁴⁰⁸Chatterji, S. (2018) ⁴⁰⁹Republic of Botswana: Ministry of Agriculture (2001) ⁴¹⁰Finmark Trust (2021) ⁴¹¹Finmark Trust (2021)

Agricultural inputs are expensive and increase costs. For example, horticulture inputs are generally imported from South Africa, with costs on average 26% higher than at origin.⁴¹² The cost of pesticides can be significant, especially for small-scale farmers.⁴¹³ Also, high feed prices negatively impact the poultry industry, as feed is a major input and accounts for up to 70% of total input costs.⁴¹⁴

In response to the COVID-19 pandemic, government institutions have supported agriculture sector-specific recovery efforts. The COVID-19 pandemic and related restrictions negatively affected the agriculture sector. Horticultural producers who supply the tourism sector, as well as hawkers and street vendors were particularly impacted by periods of reduced demand.⁴¹⁵ As agriculture was considered an essential sector, the government set up a relief fund for farmers. Among other support measures, the Citizen Entrepreneurial Development Agency (CEDA) set up a special relief protocol focused on working capital facilitation and repayment breaks, as well as the setting-up of an “essential supplies” loan for companies producing essential products during the pandemic such as sanitisers, gloves and masks. The National Development Bank (NDB) promoted the Feed the Nation Campaign under the bank’s Agribusiness Stimulus Fund, to support domestic food

production and address the food supply issues exacerbated by the pandemic. This fund targets activities under five agriculture sub-sectors including horticulture and poultry.⁴¹⁶

“Movement restrictions such as lockdowns have made it difficult for women to market their produce which resulted in income losses. Additionally, due to lockdowns it was difficult to access farms and carry out farm operations such a production/harvesting including limited mobility of their labour to do work at the farms.”

Source: Pathways Study Interviewee, Industry Representative

Horticulture spotlight

Several horticultural crops (fruits and vegetables) are grown in Botswana.

Vegetable production makes up 83% of horticulture-cultivated land.⁴¹⁷ Over half (60%) of produced tonnage is of cabbages, tomatoes, potatoes and oranges.⁴¹⁸ Other common vegetable products are onions, beetroots, lettuces, bell peppers, cucumbers, butternut squash and carrots; while other fruits include citrus, mangos, marula, litchi, avocados, peaches, bananas, pomegranates and watermelons.⁴¹⁹

⁴¹²Chatterji, S. (2018) ⁴¹³Finmark Trust (2021) ⁴¹⁴Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴¹⁵Finmark Trust (2021)
⁴¹⁶Finmark Trust (2021) ⁴¹⁷Chatterji, S. (2018) ⁴¹⁸Chatterji, S. (2018) ⁴¹⁹Finmark Trust (2021)

Most horticultural production is geared towards protected products.⁴²⁰ Since 2019, import restrictions have been in place to protect the domestic market from imports of selected horticulture products.⁴²¹ As a result, Botswana is now self-sufficient for 60% of required horticultural products (mainly vegetables), as reported by the Ministry of Agricultural Development and Food Security and Botswana Horticulture Council (BOHOCO) in 2021, which is a substantial increase from 20% in 2013-2014.⁴²² However, a substantial amount of vegetables are still imported from neighbouring countries,⁴²³ to fill the deficit in production. In addition, not all crops in demand are grown locally.⁴²⁴ In 2018, it was estimated that BWP344 million (USD30 million) was spent on imported horticultural products.⁴²⁵

There are substantial fluctuations in horticulture production volumes and prices, due to changing seasons and extreme weather conditions. These fluctuations are exacerbated by low technology adoption (such as greenhouse farming).⁴²⁶ Small farms rely on hired machinery for tillage, ploughing and harrowing needs, and generally use hand-held tools for other activities, such as chemical spraying for pest control.⁴²⁷ Horticulture is also entirely dependent on irrigation.⁴²⁸ Small-scale horticultural production depends

on rainwater and harvesting water from the river (which can be done for free), and is generally done by women.⁴²⁹ Access to water is generally a challenge, and has led to low land utilisation.⁴³⁰

There is limited gender-disaggregated data on the horticulture sub-sector.

According to some government reports, women dominate small-scale horticulture production, while men are more likely to be engaged in livestock production.⁴³¹ However, research carried out in northern Botswana in 2020 suggests that men are more likely to be involved in vegetable production, especially when it is viewed as a business enterprise.⁴³² This suggests that there could be regional differences in the gendered division of labour, while simultaneously highlighting key gaps in data around women's paid and unpaid labour in the horticulture and livestock sub-sectors.

Botswana's land tenure system allows for affordable land leases for over 50 years available for horticulture farms. Although new horticulture farms are being established, and there is land reserved for horticulture development, much of the land allocated to horticulture is underutilised. When land is utilised, it is often managed by part-time farmers, reducing potential productivity.⁴³³ The majority (90%) of horticulture farms are owned by part-time or absentee farmers,

⁴²⁰Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.) ⁴²¹Finmark Turst (2021)

⁴²²Finmark Trust (2021) ⁴²³Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.)

⁴²⁴Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.) ⁴²⁵Finmark Trust (2021)

⁴²⁶Chatterji, S. (2018) ⁴²⁷Finmark Trust (2021) ⁴²⁸Chatterji, S. (2018) ⁴²⁹CSO (2017) in Republic of Botswana (2019) ⁴³⁰ITC (2018)

⁴³¹CSO (2017) in Republic of Botswana (2019) ⁴³²Bosekeng, G. (2020) ⁴³³Finmark Trust (2021)

which can reduce farm performance.⁴³⁴ Many of these small or medium-sized producers are not profitable.⁴³⁵ There is also an acute shortage of labour in agriculture,⁴³⁶ as farming is not seen as an attractive employment opportunity by local job seekers.⁴³⁷ As a result many horticulture farms reportedly tend to employ foreign workers. According to a Pathways Study interviewee, women constitute the majority of temporary workers engaged in horticulture farming activities including weeding and harvesting.

A few large farms dominate the market and contribute to two thirds of the country's horticultural output.⁴³⁸ While more recent data is limited, in 2014, 26 large-scale farms (over 10 hectares each in size) took up 43% of the total land cultivated for horticulture.⁴³⁹ Most commercial horticultural production takes place in the Central district.⁴⁴⁰ Sectoral growth has primarily benefited companies or investors who can invest high levels of capital (including in necessary transport).⁴⁴¹

Sales of horticultural produce are generally done through retail grocery chains, which have been setting up direct links with farmers. Hawkers (typically women) also play a small but important role, serving key segments of the population.⁴⁴² The wholesale market is more limited in Botswana. In 2018, the Botswana

Horticultural Market (a central marketing facility for horticulture products) paused activities with a planned restructuring towards a more wholesale-based model, which may increase opportunities for small-scale farmers.⁴⁴³

Production and marketing coordination among horticulture farmers is limited.

This has an impact on pricing as producers are competing in the same market, while horticulture products spoil quickly. BOHOCO is attempting to address this under a new cooperative model (HORTCOMS), which includes the setting-up of local collection centres and storage and distribution facilities and new primary processing activities.⁴⁴⁴

“Women's participation is very minimal in the processing part of the agriculture value chain, in an environment where heavy machinery and technology is needed, women are not in sufficient number. They are the areas where an enabling environment needs to be provided to capacitate women.”

Source: Pathways Study Interviewee, Industry Representative

⁴³⁴Finmark Trust (2021) ⁴³⁵Chatterji, S. (2018) ⁴³⁶Moepeng, P. (2013) ⁴³⁷Finmark Trust (2021) ⁴³⁸Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.) ⁴³⁹Chatterji, S. (2018) ⁴⁴⁰Finmark Trust (2021) ⁴⁴¹Moepeng, P. (2013) ⁴⁴²Chatterji, S. (2018) ⁴⁴³Chatterji, S. (2018) ⁴⁴⁴Finmark Trust (2021)

Post-harvest activities and processing of horticultural produce are limited in Botswana. Some large farms carry out some post-harvest activities, but these tend to be limited to cleaning, sorting and packaging.⁴⁴⁵ Some women farmers also carry out processing activities to make dried rape and chillis using open sun drying, but this method is not very efficient and is labour intensive.⁴⁴⁶ Across the country, there is a lack of post-harvest infrastructure such as organised pack houses or chilling facilities.⁴⁴⁷ Most processed fruits and vegetables are imported from South Africa.⁴⁴⁸ Packaging material is also imported from South Africa.⁴⁴⁹ However, while there are no large-scale processors, there are some SMEs which produce pickles and pastes, using a combination of local and imported fruit and vegetables, to adapt to seasonal supply variations of local horticulture. Retailers and wholesalers also do some minimal processing. For example, retailers sell packaged salads that are pre-cut and washed, while wholesalers supply similar processed products to hotels and caterers.⁴⁵⁰

A number of stakeholders support the horticulture sub-sector. These include the Ministry of Agricultural Development and Food Security, in particular the Department of Agriculture Business Production (DABP) and the Department of Crop Production (DCP). The Citizen Entrepreneurial Development Agency (CEDA) operates a

number of schemes, including on subsidised finance.⁴⁵¹ The Department of Agricultural Research carries out research to support sector productivity.⁴⁵² Other institutions include incubators such as the Glen Valley horticulture incubator, and the agripreneur incubator programme of the Botswana University of Agriculture and Natural Resources (BUAN), although there is limited publicly available data on the extent to which these schemes target and benefit women farmers.⁴⁵³

Horticulture is identified as a priority area in national agricultural policies and plans. Vegetable production was identified as a priority area in the 2000 National Master Plan for Agricultural Development (NAMPAD),⁴⁵⁴ as well as in the 2001 National Master Plan for Arable Agriculture and Dairy Development (NAMPAADD).⁴⁵⁵ NAMPAADD mentions specific commitments around horticulture. These include the setting-up of clusters of horticultural farms to be formed around one large production unit, the strategic placement of Horticultural Officers near production clusters, to provide dedicated technical advice to farmers, as well as the establishment of new horticultural produce collection and marketing outlets.⁴⁵⁶ More recently, political support for horticulture has also been demonstrated through the launch of the Horticulture Impact Accelerator Subsidy component

⁴⁴⁵Finmark Trust (2021) ⁴⁴⁶Finmark Trust (2021) ⁴⁴⁷Finmark Trust (2021) ⁴⁴⁸Chatterji, S. (2018) ⁴⁴⁹Farmer's Magazine (2022)
⁴⁵⁰Chatterji, S. (2018) ⁴⁵¹Chatterji, S. (2018) ⁴⁵²Finmark Trust (2021) ⁴⁵³Finmark Trust (2021) ⁴⁵⁴Programme Management Unit (FTF-ITT)
 National Institute of Agricultural Extension Management (n.d.) ⁴⁵⁵Republic of Botswana: Ministry of Agriculture (2001)
⁴⁵⁶Republic of Botswana: Ministry of Agriculture (2013)

of the Integrated Support Programme for Arable Agriculture Development (ISPAAD) and the Feed the Nation Campaign.⁴⁵⁷ The most recent version of the ISPAAD guidelines (2013) promote the sub-sector through a horticulture support programme to increase production and employment through direct assistance to farmers.⁴⁵⁸

The Botswana Horticultural Council (BOHOCO) and regional associations provide services to horticulture producers.⁴⁵⁹ BOHOCO is an apex body representing 500 small- and medium-scale producers from nine district horticulture associations. Its mandate is to represent farmers, advocate on policies that affect the sub-sector, and to work with finance institutions.⁴⁶⁰ However, there is limited information available on the extent to which these institutions' programmes and provisions directly target and/or benefit women.

There has been some government interest and investment in the development of domestic horticulture processing. For example, the government has supported the establishment of a processing plant (The National Agro Processing Company, NAPRO) in Selebi-Phikwe town (Central district).⁴⁶¹ NAPRO processes tomatoes, cabbages and beetroots into tomato sauces, tomato purées,

pickled "*atchar*",⁴⁶² pickled beetroots and dried vegetables. These are sold using the label Harvest Haven at the Sefalana and Spar Chain Stores.⁴⁶³ However, the initiative has faced challenges including supply chain issues and capacity constraints making it challenging for products to compete with the big South African suppliers.⁴⁶⁴ BOHOCO also plans to pilot cooperative-based processing activities. As some of BOHOCO's cooperative members currently supply schools with fresh vegetables, there is the potential to supply some of these pre-prepared, to reduce labour for schools. BOHOCO also plans to work on training farmers in local processing activities (for example making *chakalaka* and drying rape and chillis).⁴⁶⁵

Poultry spotlight

The poultry sub-sector has experienced growth in the past two decades and achieved national food self-sufficiency status by 2015.⁴⁶⁶ An import ban on chicken meat has led to increased production but has also led to the market being concentrated in the hands of a few large producers.^{467, 468}

Commercial production started in the 1980s and is mainly concentrated in urban and peri-urban areas. There are three commercial production scales: small scale (up to 20,000 birds at a time), medium scale (20,000-50,000 birds) and large scale (over

⁴⁵⁷Finmark Trust (2021) ⁴⁵⁸Republic of Botswana: Ministry of Agriculture (2013) ⁴⁵⁹Chatterji, S. (2018) ⁴⁶⁰Finmark Trust (2021) ⁴⁶¹Chatterji, S. (2018) ⁴⁶²A pickled, usually spicy sauce/condiment ⁴⁶³Finmark Trust (2021) ⁴⁶⁴Finmark Trust (2021) ⁴⁶⁵Finmark Trust (2021) ⁴⁶⁶Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴⁶⁷To note, the exact effective date of this ban is unknown ⁴⁶⁸Programme Management Unit (FTF-ITT) National Institute of Agricultural Extension Management (n.d.)

50,000 birds).⁴⁶⁹ The main chicken meat producers⁴⁷⁰ are vertically integrated and operate across the value chain (from day-old chicks, production, packaging and labelling, to freezer and distribution facilities) and have direct marketing links to supermarkets, butchers or local stores, with meat delivered daily. As demand for meat increases, some broiler units are scaling up.⁴⁷¹

Among those formally employed in the poultry sub-sector, limited evidence suggests women are more likely to be temporary and informal employees. A small-scale study in the poultry value chain found that most retail or farm employees, as well as input dealers were men. However, similar to the horticulture sub-sector, most temporary workers are women (typically employed at slaughter time).⁴⁷²

Women are more likely to be engaged in the poultry sub-sector than in other forms of livestock production. Men own more cattle, sheep and goats than women, while women are more often responsible for small livestock and indigenous chickens.⁴⁷³ In 2019, the majority of cattle holdings⁴⁷⁴ (76%) and the cattle population (85%) were owned by men (a 12% increase from 2017). By comparison, in the same year, women reportedly owned 37% of poultry holdings and 32% of all poultry in the country.⁴⁷⁵ So,

men own a greater proportion of both: (i) livestock farms; and (ii) overall livestock herd/population. Available evidence suggests that the production of indigenous chickens (or family chickens) is dominated by women.⁴⁷⁶ However, livestock management reportedly varies across ethnic groups, although there is a lack of data available on how and in what ways.⁴⁷⁷

In rural areas, poultry production is mainly small-scale, backyard production of indigenous chickens (family chickens).⁴⁷⁸ Indigenous Tswana chickens are mostly reared for household consumption. There are informal breeders who sell chickens, as well as rearers, who rear birds semi-intensively. These indigenous chickens scavenge during the day and are sheltered at night, to protect them from theft, predators and harsh weather. The main feed is mixed fowl feed (sorghum, maize and sunflower), of which some (sorghum and maize) may be produced locally, including by the chicken rearers.⁴⁸⁰

Traditionally, most women, small-scale indigenous chicken farmers do not typically participate in commercial trade or have access to the primary poultry retail market (such as supermarkets).⁴⁸¹ Indigenous chicken rearing is a key activity undertaken by many women in rural areas to support

⁴⁶⁹Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴⁷⁰McCullough, C. (2019). The main chicken meat producers are: Goodwill Chickens, Moleps Poultry, Tswana Pride, Medina Chickens, Richmark and Bobbsies Chickens. Producers of eggs are Notwane East, Star Poultry and Egghead Poultry. ⁴⁷¹McCullough, C. (2019) ⁴⁷²Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴⁷³FAO (2018) ⁴⁷⁴“Holding” refers to a single cattle farm, while “Population” refers to the entire cattle population. ⁴⁷⁵Statistics Botswana (2020) ⁴⁷⁶Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴⁷⁷FAO (2018) ⁴⁷⁸This refers to small-scale household-level chicken rearing ⁴⁷⁹Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴⁸⁰Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴⁸¹Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015)

their households' livelihoods and food security. A study in two villages in Chobe district (northern Botswana) found that most people, and especially women, keep chickens for meat and sell them to meet family needs. Money is used to pay for groceries (including fruit and vegetables), school fees and supplies, transport fees, and health services, or to buy other small livestock (goats and sheep) to provide milk during droughts.⁴⁸² Similarly, a study in Khudumelapye, Mogobane, Mokubilo and Serowe villages found that family chickens contribute to both household income and nutrition, but are primarily used for domestic consumption.⁴⁸³ Women can combine poultry rearing with other income and household tasks, and sell produce on doorsteps, which does not require storage, refrigeration and processing.⁴⁸⁴ According to a Pathways Study interviewee, following the COVID-19 pandemic, more women have gone into poultry rearing as a resilience strategy.⁴⁸⁵

“Looking after chickens is a lifestyle for us women because almost all households in the villages where we grew up had chickens and therefore it naturally became a part of our lifestyle today.”

Source: Pathways Study Interview with Farm Worker, Private Farm near Gaborone

The three main broiler chicken species are Ross, Cobb and Arbor Acres. These are all reared under an intensive production system. Products include eggs and poultry meat, as well as poultry manure for horticultural farmers. Small-scale poultry producers typically sell the manure, while large firms may make it available for free.⁴⁸⁶ In 2020/2021, almost 25,000 tonnes of broiler meat, and over six million table eggs were produced in Botswana. This was higher than the five million table eggs produced the previous year and attributed to government interventions promoting growth in backyard poultry. These include a 35% livestock drought feed subsidy and other Ministry of Agricultural Development and Food Security's initiatives focused on small-scale poultry producers. The government is also working with the Competition Authority to address the dominant vertical integration of the poultry value chain by large farms, and some initiatives have included easing of import restrictions on feed for small-scale producers, as well as clustering production.⁴⁸⁷

⁴⁸²Moreki, J., Dikeme, R., & Poroga, B. (2010) ⁴⁸³Gabanakgosi, K., Moreki, J. C., Tsopito, C. M., & Nsoso, S. J. (2013) ⁴⁸⁴Westholm, L., & Ostwald, M. (2020) ⁴⁸⁵Pathways Study Interviewee of Botswana Poultry Association ⁴⁸⁶Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁴⁸⁷Mosinyi, T. (2020)

Factors affecting women's economic empowerment in the agriculture sector

Structural	Normative	Individual
Barriers		
<p>Lack of gender-disaggregated data and gender analysis of the sector</p> <p>Insufficient consideration of gender within sectoral policies and plans</p> <p>Customary law continues to discriminate against women in land rights</p>	<p>There may be gender divisions of labour among farmers, although information on this is limited</p> <p>Gender divisions of labour and ownership often restrict women to lower-value activities</p> <p>Intimate partner violence (IPV)</p> <p>Unpaid care work increases women's vulnerability to ecosystem degradation, poor animal conditions and disease outbreaks</p> <p>Women and girl's responsibilities for supply of water and wood create additional unpaid work burdens for women and youth (and create safety risks if this requires travel)</p>	<p>Women have lower access to productive land and agricultural inputs</p> <p>Men dominate in large-scale and more lucrative sales and markets</p> <p>Limited business skills</p> <p>Reliance on basic farming practices</p> <p>Limited access to credit for small- and medium-scale farmers</p> <p>Many existing government efforts are inaccessible for women due to their more limited access to collateral and resources</p>

Factors affecting women's economic empowerment in the agriculture sector

Structural

Normative

Individual

Opportunities and entry points

More supportive policy environment for women's land rights

There are a number of government-led programmes supporting women farmers in Botswana

GBV prevention and response initiatives to reorientate men and support women

Tackling women's unpaid care and work burden, for example, through provision of social protection to support care responsibilities

Norms-based interventions focused on the household level to reorientate men and women on the benefits of shared household responsibilities, etc.

The presence of women extension workers can increase women's participation in farmers' groups

Structural factors

Gender-disaggregated data and gender analysis in the agriculture sector is limited, and gender has not been mainstreamed in agriculture sector policies and guidelines.

There is also no coordinated approach to measure gender equality in the sector.⁴⁸⁸ Despite being in development since 2003, the Agricultural Gender Policy is yet to be introduced.⁴⁸⁹ This lack of data and targeted approaches contributes to lack of suitable support for women's full and equitable participation in the agriculture sector and relevant sub-sectors.

There are a number of government-led programmes supporting women farmers in Botswana.

⁴⁹⁰ There have also been some inter-ministerial efforts to support women, and these have included the Gender Affairs Department's women's empowerment programmes and the Poverty Eradication Programme by local governments. These provide grants and technical support to women's NGOs and CSOs that work with women and in particular, women farmer groups or cooperatives.⁴⁹¹ For example, the Alternative Packages Program (APP) provides financing, training and equipment to micro-businesses and agricultural activities including poultry rearing. Most beneficiaries of this programme have

been women, as they are overrepresented in informal businesses.⁴⁹² Similarly, the Livestock Management and Infrastructure Development (LIMID) programme, implemented by the Ministry of Agricultural Development and Food Security, aims to promote food security by increasing productivity of cattle and small stock rearing. Livestock (including Tswana chickens) are provided to resource-poor farmers, and although quantitative results are not gender disaggregated, qualitative data suggests that to date, women have been more likely to benefit from this programme than men.⁴⁹³ In addition, there are a range of agricultural subsidy schemes, which are available to women, and include support for arable farming, small livestock farming, poultry projects and horticulture.⁴⁹⁴ However, there is limited data and evidence on the impact of these schemes on women's economic empowerment.

Government initiatives have also focused on supporting young people in agriculture. For example, the government's Youth Development Fund also provides finance (50% grant, 50% on a loan basis) to young people in agriculture. However, significant barriers remain, including poor knowledge, low access to finance and perceptions of agriculture as being unprofitable.⁴⁹⁵

⁴⁸⁸ FAO (2018) ⁴⁸⁹ FAO (2018) ⁴⁹⁰ Republic of Botswana (2019) ⁴⁹¹ Republic of Botswana (2019)

⁴⁹² Republic of Botswana (2019) ⁴⁹³ FAO (2018) ⁴⁹⁴ Republic of Botswana (2019) ⁴⁹⁵ Finmark Trust (2021)

The Botswana Ministry of Agricultural Development and Food Security - Division of Agricultural Cooperatives has promoted the setting-up of agricultural cooperatives and supports in the registration and training of women farmers.

The ministry focuses on cooperative agro businesses, where farmers can work collaboratively, and share investment capital and risks, as well as responsibility and benefits. In addition, although the ministry does not intentionally target women only groups, it does recommend them to the Gender Affairs Department (GEAD), which provides financial support to CSOs working on women's empowerment.⁴⁹⁶ The support enables access to grants of up to BWP250,000 (USD18,880) alongside training on critical gender issues.⁴⁹⁷ Furthermore, GEAD provides financial support to civil society organisations working on women's empowerment to drive economic empowerment programmes for women farmer groups and cooperatives.⁴⁹⁸

There have been improvements to the legal framework on land. Improvements in the legal system, such as the Deeds Registry Act, the Married Persons Property Act and the 2015 amendment to the land policy (allowing for co-ownership), have led to increased land ownership rates. Consequently, by 2018, almost half (49.3%) of women own land. Furthermore, in recent

years, more land has also been allocated to young farmers including young women, to increase horticultural production beyond subsistence.⁴⁹⁹ Other important changes have been the 1993 amendment to the Tribal Land Act, which extended land rights to all citizens, regardless of tribal affiliation, thus extending land rights to women. The tenure system Vision 2016, which improved land tenure and land allocation processes to support agriculture and made deliberate efforts to allocate land to women also exists.⁵⁰⁰

Normative factors

Among rural farmers, the division of labour may be gendered, although this varies by district. In some districts, men take care of clearing land, ploughing with cattle, hoeing and guarding fields, while in others, women are responsible for the entire production cycle, from planting/casting seeds, to processing, as well as post-harvest handling.⁵⁰¹ However, there is limited research available on prevalent gender norms behind regional patterns of gender segregation.

Gender divisions of labour and ownership often restrict women to lower-value activities. Even though urbanisation trends and agriculture sector restructuring have given women better opportunities to access land and productive activities in commercial

⁴⁹⁶FAO (2018) ⁴⁹⁷FAO (2018) ⁴⁹⁸FAO (2018) ⁴⁹⁹Finmark Trust (2021)
⁵⁰⁰Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015) ⁵⁰¹Finmark Trust (2021)

urban agriculture, women are still relegated to low-value activities. Cattle ownership reflects higher social status than chicken ownership. Chickens feature in low-value domestic subsistence, and gender roles in livestock rearing reflect women's less dominant roles in society.⁵⁰² As women's activities tend to be devalued (e.g. owning small livestock, backyard gardening, care work), this allows for household resources (financial, or in-kind, such as water) to be directed towards male activities and livelihoods, especially in times of economic uncertainty.⁵⁰³

Rural women dependent on the agriculture sector for livelihoods, are often vulnerable to intimate partner violence (IPV). Loss of livelihoods due to climate change and environmental degradation all lead to increases in factors that trigger increased gender-based violence, such as alcohol and substance abuse, or social isolation.⁵⁰⁴ Women's more limited control over income and constrained access to alternative sources of income in rural areas makes them vulnerable to economic violence. Men have better alternative income-generating activities, while women tend to rely on social protection or public employment schemes (one of these is, for example, the government's public works programme *Ipelegeng*). However, according to a gender assessment in three administrative districts

Ngamiland, Kgalagadi and Central, men often claim women's *Ipelegeng* income and use it to buy alcohol, while women's receipt of the *Ipelegeng* income was also seen by respondents as a trigger for other forms of intimate partner violence.⁵⁰⁵

Women's household responsibilities (including child and elderly care) mean that women livestock farmers are more vulnerable to ecosystem degradation, poor animal conditions and disease outbreaks.

Poor and single women, in particular, carry a higher burden of impact. Care responsibilities, constraints on mobility and safety concerns also limit opportunities to pursue other livelihoods through migration. Limited provision of social protection to support care responsibilities further increases their burden.⁵⁰⁶

Individual factors

Women have lower access to productive land and agricultural inputs. While women's land rights have improved in recent years, customary practices still restrict married women's access to and control over land and assets.⁵⁰⁷ According to a 2018 assessment, the majority of land holdings in the country are in men's names.⁵⁰⁸ In addition, most boreholes are owned by men, and for those on customary land, this also means men control surrounding grazing land, woodland and grassland products.⁵⁰⁹

⁵⁰²Hovorka, A. J. (2012) ⁵⁰³Green Climate Fund (2021) ⁵⁰⁴Green Climate Fund (2021) ⁵⁰⁵Green Climate Fund (2021) ⁵⁰⁶Green Climate Fund (2021) ⁵⁰⁷Pathways Study Interviewee, Government Staff ⁵⁰⁸Botswana CPF 2014-2016 in FAO (2018) ⁵⁰⁹FAO (2018)

This gender inequality in asset ownership hinders women farmers' access to some government programmes. For example, government horticulture programmes require beneficiaries to have a borehole, but to obtain a borehole, a household needs to own at least 60 cattle.⁵¹⁰ Many rural women do not own productive land and rely on ploughing fields to produce crops.⁵¹¹ This dual challenge of not owning land and not owning enough cattle reduces the likelihood of women benefiting from investments in new (prospecting) infrastructure such as boreholes as they usually will not meet the qualifying criteria.

“ISPAAD prefers to equip drilled boreholes to avoid paying for hitting blanks as is often the case.”

Source: Pathways Study Interview, Representative - District Farmers Association

Women also harvest less than men due to more limited access to agricultural inputs.⁵¹² In urban areas, land availability and access is also a challenge, due to high population density and competition for land, as towns continue expanding. Insecure urban land tenure can discourage women from engaging in urban farming activities.⁵¹³ In addition, men own and control most agricultural resources, water sources and technology.⁵¹⁴ Women's limited access to

land and land titles hinders their access to some government programmes which require land ownership as collateral for accessing funding.⁵¹⁵

Men dominate in large-scale and more lucrative sales and markets.⁵¹⁶ Women who farm have less access to agricultural and market information, and in turn lower participation in sales and markets.⁵¹⁷ However, women are more likely to engage in small-scale subsistence markets (local communities, shopping centres, bus termini, the roadside and farm gate). The Botswana Agricultural Marketing Board (BAMB), provides market information on locally-grown rain-fed produce (primarily cultivated by women) to support production planning. Information shared covers market opportunities, crops in demand and price projections ahead of planting to guide them to plan their production.⁵¹⁸

Most subsistence farmers (men and women) do not have business skills⁵¹⁹ and continue to use basic farming practices. Low use of appropriate technology leads to low prioritisation of soil and water conservation practices.⁵²⁰ In addition, extension workers often lack the necessary technical and practical skills.⁵²¹ When farmers are supported with capacity building on entrepreneurial skills (through initiatives such as the Youth Development Fund, or

⁵¹⁰United Nations Development Programme (2021) ⁵¹¹Green Climate Fund (2021) ⁵¹²Masole, C., Mphothwe, G. K., & Moreki, J. C. (2015)
⁵¹³Mosha, A. (2016) ⁵¹⁴FAO (2018) ⁵¹⁵Pathways Study Interviewee ⁵¹⁶FAO (2018) ⁵¹⁷FAO (2018) ⁵¹⁸FAO (2018)
⁵¹⁹FAO (2018) ⁵²⁰FAO (2018) ⁵²¹Finmark Trust (2021)

horticulture incubators), or farming skills through established programmes), they do benefit from it and this has led to an increase in implementation of good agricultural practices.⁵²²

The presence of women extension workers can increase women's participation in farmers' groups. Extension services (managed by Department of Extension Services Coordination) focus on commercialisation of agriculture, and adoption of innovative and productive technologies. Extension training is available on livestock, but not as much for horticulture. Since 2008, the government has implemented the Integrated Support Programme for Arable Agriculture Development (ISPAAD), aimed at improving extension outreach, increasing grain production, promoting food security and facilitating access to inputs and credit. As part of these efforts, women extension

workers were hired, and this led to an increase in women joining farmers' groups. An evaluation of the programme suggests that 60% of beneficiaries were women, and that 63% were 50 years old and above. Youth participation remains low, with only 8% of beneficiaries in the 18-29 years age group.⁵²³ ISPAAD has also established 15 Agricultural Services Centres, providing inputs and draft animal power, as well as facilitation of credit fund through the National Development Bank (NDB).⁵²⁴ The most recent iteration of ISPAAD is set to be implemented in 2022/2023.⁵²⁵

Many existing government efforts are not accessible for women due to their more limited access to and ownership of collateral and resources. Some government schemes (including the National Master Plan for Arable Agriculture and Dairy Development, NAMPAADD), the

Spotlight: Livestock Management and Infrastructure Development (LIMID)

Background: Promoting food security through improved productivity.

Strategy: To help small-scale poultry farmers construct cooperative abattoirs to enhance market access.

Challenges: Co-payment requirement makes the scheme less accessible to rural, less educated women with no income.

Result/Impact: Scheme has provision for assistance to resource-poor farmers wherein feeds, veterinary drugs, stock and equipment can be sourced.

Source: Pathways Study Interview, Ministry Extension Officer

⁵²²Finmark Trust (2021) ⁵²³FAO (2018) ⁵²⁴Republic of Botswana (2019) ⁵²⁵Farmers' Review (2021)

Financial Assistance Policy (FAP), Arable Lands Development Programme (ALDEP I and ALDEP II) have land ownership as requirements. This presents a barrier for women who do not own land.⁵²⁶ The National Food Technology and Research Centre (NFTRC) promotes food-processing activities, and its activities include process design and optimisation, technical support, training and extension work. However, while gender-disaggregated data on NFTRC-supported processing activities is not available, resource-poor women face constraints engaging in such activities following training due to capital required.⁵²⁷

Access to credit is limited for small- and medium-scale farmers. This hinders improvement in productivity and quality, as they are unable to scale up.⁵²⁸ Lack of resources also means that farmers are unable to invest in modern farming technology,⁵²⁹ and/or bear the cost of buying their own equipment.⁵³⁰ Access to credit is difficult as credit facilities are not designed for horticulture workers, who have seasonal income, but are targeted at salaried workers. In addition, application charges are high, which discourages farmers from applying. Limited access to information about available government schemes also contributes to the low access to credit.⁵³¹

Recommendations for the agriculture sector

This section highlights proposed sector-specific recommendations, aimed at public and private sector stakeholders to economically empower women working within both the horticulture and poultry sub-sectors of agriculture.

1. Strengthen the sector's commitment to gender equality

Recommended strategies include:

- Work with relevant ministries and agencies (such as the Ministry of Agricultural Development and Food Security, GEAD and the National Food Technology and Research Centre) to build gender capacity and a systematic approach to gender mainstreaming in policies, plans and programmes.
- Strengthen gender approach in implementation of existing programmes, such as ISPAAD, AAP, LMID or *Ipelegeng*. This should include support with promoting the collection, monitoring and analysis of gender-disaggregated data for agriculture value chains including horticulture and poultry.
- Work with relevant ministries and agencies to ensure agriculture sector programmes and schemes (such as the FAP and ALDEP II), target and are accessible for women farmers, by

⁵²⁶FAO (2018) ⁵²⁷FAO (2018) ⁵²⁸Moepeng, P. (2013) ⁵²⁹Chatterji, S. (2018) ⁵³⁰Finmark Trust (2021) ⁵³¹Moepeng, P. (2013)

adjusting requirements to not inherently discriminate against women who generally have limited access to land, assets and capital.

- Work with the government and relevant bodies to improve the gender responsiveness of extension services. Support initiatives to recruit women as extension agents, and integrate gender considerations within extension training, or create training targeted to women farmers, including using digital platforms to achieve scale.
- Facilitate dialogue between different agriculture sub-sectors such as horticulture and livestock to support improved clustering of gender-responsive agricultural initiatives. This should include a focus to improve access to essential services in rural areas.
- Promote better agricultural practices and climate resilience by tailoring information campaigns and training to women; in collaboration with government, NGOs and other sector stakeholders. For example, extend and expand coverage of existing programmes and efforts such as the backyard garden initiative and other efforts to improve local irrigation and climate change adaptation.

2. Address gender inequities in access and ownership of land and resources

Recommended strategies include:

- Support initiatives strengthening women's access to formal land titling, coupled with community-level interventions to raise awareness of women's rights to land with women and local duty bearers.
- Work with the national and local governments, and community structures to support mechanisms to ensure that women's legal rights to land and joint ownership are enforced.

3. Support livelihood and skills-based interventions coupled with gender-transformative interventions at the household and community levels to increase women's economic, social and human capital

Recommended strategies include:

- Invest in time-saving technologies and innovations, especially in poultry and horticulture, specifically targeted at women.
- Support initiatives that tackle harmful norms around division of labour, intra-household decision-making and control over income at the household and community level, for example community dialogues coupled with gender-transformative couples' interventions with livestock keeping and horticulture farming households.

- Invest in skills-building programmes for better livestock management practices and better agricultural practices, improved occupational safety and business skills. This could include NGO and private sector business incubation, training and mentorship programmes to empower women and help women increase their business skills and knowledge. Focus should be on programmes that adopt a holistic approach, with a combination of skills training, reorientation and empowerment of potential women entrepreneurs to mitigate restrictive cultural and social beliefs.
 - Promote peer-learning approaches facilitating networks of women farmers, to expand and replicate effective climate-smart agricultural practices.
 - Target initiatives at supporting women with opportunities to move from subsistence towards commercialisation of their livestock and horticulture production and/or diversification of economic activities including value addition and processing activities based on market analysis.
 - Support women hawkers and small traders in horticulture, with holistic skills-based programmes including a focus on business skills, access to information and facilitating access to capital.
 - All interventions should encourage and support women farmers to move up the value chain as far as possible to obtain greater financial returns for their businesses.
- 4. Strengthen and invest in women’s cooperatives and collective activities to improve women’s social and economic capital**
- Recommended strategies include:
- Address women’s lower access to market, agricultural inputs, information and training, by creating and leveraging women’s cooperatives and farmers’ groups. Create direct linkages to domestic buyers of horticulture and poultry products, including supermarkets.
 - Improve women’s collective storage and general post-harvest handling practices, including improving access to affordable and efficient storage and cooling facilities, while exploring opportunities for collective processing. This can be done through new or existing women’s cooperatives and associations, or by working with local communities to establish infrastructure and facilities for fresh food storage at village level, at markets and for transport (cold), that is accessible and affordable for women and cooperatives.

5. Facilitate women's access to finance through training and better products and services

Recommended strategies include:

- Develop and trial tailored financial products for women in the sector utilising mobile money, and tailor communication and marketing strategies to reach women livestock owners and keepers.
- Provide financial support to women in the sector, in particular, time-saving technologies and labour-saving tools (for example to facilitate weeding and transplanting), livestock ownership, livestock-specific credit schemes and livestock insurance.
- Provide financing to support access to quality inputs and access to agricultural technologies and innovations (including climate-resilient and time-saving technologies).
- Provide financial products that support food security, such as crop insurance.
- Organise basic financial awareness and literacy courses for women via small local cooperatives or women empowerment groups.
- Gather and spread information about available financial programmes for women and supporting programmes, targeting the most marginalised women including through local grassroots organisations.

6. Support household- and community-level interventions addressing women's unpaid care and domestic work burdens

Recommended strategies include:

- Ensure that all interventions consider and mitigate risks such as increased unpaid work burden for women, for example through baseline research and participatory action research.
- Support and promote labour- and time-saving innovations and technology.
- Work with the private and public sectors to ensure that women have improved access to energy, water, hygiene and sanitation (WASH) facilities.
- Support normative initiatives addressing women's unpaid care burden in their households by promoting equitable distribution of household tasks.

7. Focus on research to fill evidence gaps and build on evidence of what works

Recommended strategies include:

- Liaise with relevant ministries to undertake a gender analysis of government sector-specific initiatives and plans.
 - Use the results to advocate for better integration of gender analysis and targeting.
- Promote gender analysis of key programmes, initiatives and actors. This is to address crucial knowledge gaps on if and how these have targeted, reached

or benefited women. Research can look at key actors, such as BOHOCO, or key schemes, such as CEDA-subsidised finance schemes, Ministry of Agricultural Development and Food Security support to cooperatives, or horticultural incubators.

- Commission and undertake research with diverse groups of marginalised women (for example young women, widows and women with disabilities) to understand and address different barriers women face, and to gather more information on women's roles, particularly in horticulture.
- Monitor and mitigate against any signs of backlash (especially gender-based violence) due to interventions which may challenge traditional gender norms.
- Ensure meaningful participation of women farmers in design of all interventions, including through participatory and action research methods.

5.2 Spotlight: The manufacturing sector - focusing on textiles and garments



Textiles and garments sector overview

Textiles and garments represents a priority manufacturing sub-sector in Botswana. The National Development Plan 11 identifies manufacturing as a priority sector, while the importance of textiles and garments is highlighted in key regional and national policies and strategies, including the National Export Strategy (NES) (2019-2024). While recent estimates of the size of the textiles and garments sector are unavailable, in 2019, the manufacturing sector contributed 5.2% to GDP and provided 7% of all employment.⁵³² Textile exports, which are reported quarterly, averaged BWP76.4 million (~USD6.48 million) from March 1996 to December 2021,⁵³³ with Botswana exporting BWP72.4 million (~USD6.29 million) of textiles in Dec 2021.⁵³⁴ The textile and clothing industry relies on imported raw materials.⁵³⁵

The sector includes both large manufacturers and informal MSMEs.⁵³⁶

Although more recent data is not available, in 2011, the majority of workers in the manufacturing sector as a whole (almost 67.9%) were working in large firms, 18.9% in medium-sized firms, and 13.2% in micro and small firms.⁵³⁷ There is a skills shortage in the sector, and the first textile training institute, Textile and Clothing Institute of Botswana (TCIB), was set up in 2016 to address this.⁵³⁸

⁵³² UN Capital Development Fund (UNCDF) (2021) ⁵³³ For 104 observations/reported data points. See CEIC (2021) ⁵³⁴ CEIC (2021)
⁵³⁵ CEDA (2020) ⁵³⁶ UN Capital Development Fund (UNCDF) (2021) ⁵³⁷ Ranthokwane, K. (2015) ⁵³⁸ CEDA (2020)

Botswana can export textiles and garments duty and quota free to several international markets. However, these markets remain competitive, and countries with inefficient production, such as Botswana, are being pushed out by competition from large Asian countries where the textiles industry is well established.⁵³⁹ As a member of the Southern African Customs Union (SACU), exports of manufactured goods to other members are duty free.⁵⁴⁰ Botswana can also export textiles and apparel to the US under the African Growth and Opportunity Act (AGOA) trade act, although its textile products are not price competitive in this market.⁵⁴¹ In 2016, the Ministry of Investment, Trade and Industry (MITI) developed a National AGOA Response Strategy. Among its objectives, the strategy

aims to promote investment in selected priority areas, which includes textile and clothing.⁵⁴² Finally, under the Everything but Arms (EBA) trade scheme, goods are exported to the European Union (EU).⁵⁴³ This scheme allows for tariff and quota free imports for all goods (except arms and ammunition), imported to the EU from least developed countries (LDCs).⁵⁴⁴

Botswana's government has attempted to promote local supply of manufactured goods, through policies (such as tariffs on selected products), and programmes by the Botswana Investment and Trade Centre (BITC), which has programmes to support export development. Large-scale industrial projects for the Botswana Development

Spotlight: Textile and Clothing Institute of Botswana (TCIB)

TCIB is the first ever vocational training centre focused on providing courses developed by clothing industry professionals to empower trainees with the knowledge and skills required to thrive in the textiles and garments sub-sector. TCIB's mission is to facilitate sustainable development of the regional and local textile and clothing industry by nurturing a competent work force with specialised skills.

TCIB offers certified courses in clothing manufacturing through face-to-face teaching. This includes short courses, diplomas and certified courses. For example, a 4-week basic sewing skills course costs around BWP4,500 (approximately USD350). Noteworthy is that (some) TCIB courses offer time flexibility - with morning (08.00-12.00hrs) and evening (17.00-21.00hrs) sessions (see TCIB's Facebook page); this could be helpful for women balancing household responsibilities and/or a job with the learning of a new textile/garment skill.

Source: www.tcib.bw

⁵³⁹CEDA (2020) ⁵⁴⁰CEDA (2020) ⁵⁴¹CEDA (2020) ⁵⁴²CEDA (2020) ⁵⁴³CEDA (2020) ⁵⁴⁴European Commission (n.d.)

Corporation and the Special Economic Zones Authority (SEZA) are included in the post-COVID recovery plan.⁵⁴⁵ The government has also supported local supply through the Economic Diversification Drive (EDD), which reserves procurement for local manufacturers and the Local Procurement Scheme (LPS), which focuses on supporting marginalised groups in business (providing supplies, goods, services, etc.) - including rural dwellers, women, youth and people living with disability - through a 20% target quota of public procurement activities.⁵⁴⁶

“The Botswana COVID-19 Pandemic Relief Funds will assist businesses in manufacturing, including textile and clothing businesses that have suffered the greatest impact financially.”

Source: Pathways Study Interview, Ministry of Investment, Trade and Industry Staff

The government has also specifically created programmes and invested to support the textiles and garments sub-sector.⁵⁴⁷ This has included, for example, the establishment of the Citizen Entrepreneurial Development Agency (CEDA), which provides support across sectors. In manufacturing, CEDA supports the establishment and/or acquisition of enterprises (including in textiles and garments), through loans.⁵⁴⁸

Other stakeholders working in the sub-sector include the [Botswana Textile and Clothing Association](#) (BTCA), the [Botswana Textile, Manufacturing and Packaging Workers Union](#) (BOTEMAPAWU), an affiliate of the [Botswana Federation of Trade Unions](#) (BFTU). Other support to the sub-sector is provided by the Botswana Exporters and Manufacturers Association (BEMA) and the Botswana Textile Association.⁵⁴⁹ From the stakeholder mapping exercise for the textiles and garments sub-sector, 50+ stakeholders were identified across the various districts of Botswana. A summary table of stakeholder types across the regions is shown here, and the detailed information about stakeholders’ activities (including women-focused provisions) can be accessed [here](#) on the Pathways Study website.

Role of women in the textiles and garments sector

Literature on women in the textiles and garments sub-sector in Botswana is extremely limited. According to the 2011 Statistics Botswana Labour Force Report of the Population census of 2011 (released 2015), more women than men worked in the sector in both 2011 and 2010. In 2011, 5,509 women were working in textile manufacturing, compared to 2,091 men (in 2010, there were 5,471 women and 1,756 men).⁵⁵⁰ A population census was carried out in 2021,⁵⁵¹ but data is not yet publicly available.

⁵⁴⁵UN Capital Development Fund (UNCDF) (2021) ⁵⁴⁶Matsheka, Dr. T. (2020) ⁵⁴⁷CEDA (2020) ⁵⁴⁸CEDA (n.d.) ⁵⁴⁹CEDA (2020) ⁵⁵⁰Ranthokwane, K. (2015) ⁵⁵¹Statistics Botswana (2022)

Employees in the industry generally have low skill levels, limited levels of education and receive low wages.⁵⁵² While evidence from secondary research on the sub-sector is quite scant, living and working conditions across the sub-sector are reportedly poor. According to Pathways Study interviewees, women factory workers in the sub-sector typically work long hours for low pay, insecure contracts with limited benefits. Furthermore, within the sub-sector, weavers and tailors (typically women) reportedly earn less than those who work with leather (typically men).⁵⁵³

While women make up most of the workforce in the sub-sector, they are under-represented in leadership positions. According to Pathways Study interviewees,

it is difficult for women to advance in the sub-sector because managerial positions are dominated by men, and private sector companies offer limited opportunities for career development. This is supported by a mixed-methods study carried out in 12 textile and clothing industry companies in Gaborone which found that women are less likely to be hired at management level, although it must be noted that the sample was small (49 respondents). The same study found that women are hired as low-skilled labourers, as they are perceived to be more loyal, committed and easier to supervise than men. Overall, 87% of employees were women, however, among respondents who were management-level employees, only 24% were women. Women were also occupying more administrative roles, such as Human

District	Stakeholder Type				TOTAL
	Private Companies	Associations, Collectives and Organisations	Government Bodies	NGOs	
National*	1	4	8	3	16
Ngamiland	1	-	-	-	1
North-East	4	-	-	-	4
Ghanzi	-	-	2	-	2
Central	4	2	-	-	6
Kgalagadi	-	-	-	-	-
Kweneng	2	-	-	-	2
Southern	1	-	-	-	1
South-East	6	4	9	3	22
Kgatleng	-	-	-	-	-
TOTAL	19	10	19	6	54

Note: *National stakeholder tally includes global stakeholders, who are assumed to operate at a national scale.

⁵⁵²Ranthokwane, K. (2015) ⁵⁵³Pathways Study Interviewee, Private Sector Representative

Resources Manager. Women face a number of barriers in accessing managerial levels, which include low qualifications, social and gender norms and behaviour, as well as family responsibilities.⁵⁵⁴

Overall, textile factories tend not to have any specific gender-related policies. The aforementioned mixed-methods study also found that none of the companies had any documented policy addressing gender-based discrimination and/or gender issues. The majority (76.5%) of these companies reported being unaware of such policies. Others reported that they had not thought of it or did not deem them important.⁵⁵⁵

Recommendations for the textiles and garments sector

1. Strengthen the manufacturing industry commitments to gender equality

Recommended strategies include:

- Advocate with government for improved gender-responsive policies in the sector, including upholding women's labour rights and health and safety.
- Work with government to improve implementation of policies and laws in relation to labour rights and decent work, and advocate for ratification of the ILO Violence and Harassment Convention (C190).

Quotes from Pathway Study Interviewees

“Low wages for this sub-sector (particularly for women), despite the long work hours, discourage talented females to start their own businesses or seek employment in this sub-sector. Low quality of the work that is mostly taken up by women - low wages, no benefits and unions that can stand for them as well as the demanding work hours especially during the wedding season. Government should take an initiative to enforce decent work conditions with better wages.”

Private Sector Representative

“Women are still expected to do a lot of unpaid care work despite running businesses just like their male counterparts. This is why a lot of women run their clothing and textile businesses from home, which could hamper productivity even though it cuts business costs of finding a rental space.”

Private Sector Representative

⁵⁵⁴Ranthokwane, K. (2015) ⁵⁵⁵Ranthokwane, K. (2015)

- Advocate with government for improved gender-responsive policies in the sector, including upholding women's labour rights and health and safety.
- Support the implementation and monitoring of gender commitments of value chain actors, particularly working with international buyers and improving due diligence requirements and processes.
- Support and build on initiatives that promote mutual accountability and transparency in the sector, involving government regulators, factories, buyers and consumers.
- Support implementation and improvement of social security mechanisms for textiles and garments workers.
- Support women's leadership in the sector. Implement initiatives to support women in supervisory and management roles in key sector players (government regulators, buyers, etc.).

2. Support holistic skills-based programmes for entrepreneurs in the sector

Recommended strategies include:

- Partner with institutes such as the TCIB to offer discounted or fully subsidised training programmes for rural and marginalised women.
- Link trained graduates with mentors and apprenticeships.
- Provide seed funding and link to accessible financial products for women to establish and grow their businesses.

3. Work with employers to promote gender-sensitive and safe workplaces

Recommended strategies include:

- Facilitate effective engagement with employees and key stakeholders on gender issues, and work with employers to learn about and adopt gender-sensitive policies and provisions ensuring non-discriminatory recruitment and promotion practices, allowing flexible work arrangements, offering extended maternity and paternity leave, enforcing sexual harassment disciplinary processes, ensuring gender-equal remuneration, and safe and affordable transport.
- Gender commitments should include gender-sensitive policies, staff training, setting-up of anonymous grievance reporting mechanisms, establishment of gender committees where women are represented, and health and safety policies.
- Leverage existing international standards and benchmarks such as the World Benchmarking Alliance's Gender Benchmark to incentivise companies to improve their commitments on gender.

- Support employers to undertake gender-based assessments and develop gender-related targets and plans.
- Implement initiatives to support (the advancement of) women in supervisory and management roles.

4. Address research gaps and build evidence of what works

Recommended strategies include:

- Commission and undertake research on women's working conditions and broader needs in the textiles and garments sub-sector.
 - Commission and undertake research to understand women's experiences and challenges in the textiles and garments sector, including working conditions and economic opportunities, and barriers including gender-based violence and harassment (GBVH).
 - Commission and undertake research with marginalised groups (such as women with disabilities) to understand different barriers and challenges and to design inclusive interventions.
- Evaluate interventions and include outcomes and indicators related to women's economic empowerment as well as related outcomes linked to experience of gender-based violence and sexual and reproductive health to provide an accurate picture of the impact of any intervention on women's lives.
 - Ensure meaningful participation of women in the design of all interventions, including through participatory methods.





6. Implications and recommendations

As one of the oldest democracies on the African continent, Botswana continues to make progress on gender equality indices with clear results achieved in the areas of girls' primary and secondary education, improving reproductive autonomy and women's workforce participation. Botswana has enabled and is continuing to improve women's economic opportunities through multilevel and multi-stakeholder programming efforts. In addition, the country has taken great strides towards creating a strong enabling environment for women's economic empowerment.

However, the findings of this report highlight persisting structural-, normative- and individual-level barriers that limit women’s overall economic empowerment and wellbeing. The following recommendations aimed at policymakers, practitioners and researchers provide a broad set of strategies and guidelines to target barriers while also leveraging existing opportunities, the enabling legal and political environment, and government’s policy commitments. The recommendations have been identified at a higher level and encompass a wide-range of stakeholders including policymakers, programmers and researchers. These proposed recommendations can serve as a starting point for further deliberations by multiple stakeholders including government to ensure actionable interventions within mutually agreed timeframes.

Current situation

- Despite high FLFP, a significant gender pay gap persists.
- Marital rape is not criminalised, and the country is yet to ratify ILO Convention on Violence and Harassment in the workplace (C190).
- Limited representation of women in politics and public life.
- Inequitable re-admission policies continue to discriminate against

pregnant girls and young women and adolescent mothers.

- Women in the informal sector continue to be excluded from most labour and social security provisions.
- Women in Botswana continue to face legal constraints regarding constraints on freedom of movement, laws affecting women's decisions to work, laws affecting women's pay, laws affecting women's work after having children, constraints on women starting and running business, and gender differences in property and inheritance.
- Botswana has yet to signal commitment to addressing women’s unpaid domestic work and care burden to promote women’s participation in the labour market.

6.1 Policy and advocacy recommendations

1. Address key policy gaps to women’s economic empowerment

Recommended strategies for consideration include:

- Introduce initiatives targeted at reducing the gender pay gaps, through for example, mandatory reporting for public and private sector entities.

- Improve policy and legislation around prevention of gender-based violence. For example, ratify the ILO Convention on Violence and Harassment in the workplace (C190) and amend domestic violence legislation to include criminalisation of marital rape.
- Implement a quota system and reserved seats in parliament, the House of Chiefs and local government to increase the representation and participation of women in political and public life. Couple this with capacity-building programmes for women wishing to enter politics and provide funding for campaigning activities.
- Reform educational re-admission policies for pregnant girls and adolescent mothers, so that they have equal access to general education.
- Review and enhance labour rights legislation and social protection schemes such as pensions to extend coverage to the informal workforce.
- Introduce policy measures to address women's unpaid care and domestic work burden. For example, ratify the Workers with Family Responsibilities Convention, 1981 (No. 156), which promotes equal sharing of domestic and family responsibilities between women and men.⁵⁵⁶ Work with the public and private sectors to increase women's access to affordable and accessible childcare facilities.⁵⁵⁷

Current situation

- Botswana continues to be marked by high levels of inequality, meaning the benefits of economic growth and prosperity are yet to be felt evenly across the country.
- Limited targeted efforts to promote and drive gender-responsive budgeting.
- Recent legal changes in support of women's land ownership, but limited evidence of implementation at the local level.
- Gaps between implementation and practice lead to gender discrimination in employment practices in many sectors including a significant gender pay gap.
- Limited data, monitoring and reporting mechanisms that assess gender-equality efforts including service delivery efforts, as well as better integration of gender within spending reviews.
- Several substantial government-led WEE programmes exist, but there is a lack of data and evidence on how and what ways they have benefited women.

⁵⁵⁶UN CEDAW (2019) ⁵⁵⁷UN CEDAW (2019)

2. Improve the implementation of existing WEE-related commitments, legislation and programmes

Recommended strategies for consideration include:

- Support implementation of national policy level initiatives and commitments towards women's economic empowerment at the district level. Prioritise monitoring and reporting of results and progress at the local level through community-based accountability and monitoring platforms. For example, work with women's rights organisations (WROs) and CSOs to generate evidence on implementation of the Ministry of Nationality, Immigration and Gender Affairs' gender action plans, the National Policy of Gender and Development and the ongoing National Development Plan 11 (2017-2023).
- Leverage, expand and improve on existing WEE and employment programmes such as the Women's Economic Empowerment Programme.
 - Prioritise rural areas and targeting of the most marginalised groups of women, ensuring disaggregated data and monitoring of results.
 - Commission studies to understand whether and how these initiatives have led to improvements in WEE outcomes (including for which women) and use findings to strengthen the impact of these programmes on women. Ensure results of these programmes on women's economic empowerment are publicly available.
- Strengthen the gender and equality focus of social protection programmes, which have been critical in reducing poverty in the country. For example, school feeding, remote area development plan, and livestock management and infrastructure development (LIMID) programmes.
- Support gender- and inclusion-benchmarking initiatives of employers to improve monitoring and enforcement of labour rights legislation (such as maternity leave, normal working hours and equal wages), while incentivising greater compliance.
- Ensure policy commitments to gender equality explicitly include actions that create opportunities for women to occupy leadership positions at various levels, including within cooperatives or societies, in their communities and in local government.
- Work with the government to integrate gender-responsive budgeting (GRB) approaches within spending reviews and processes to improve budgeting decisions, and work with women's rights organisations and CSOs to monitor and track spending and results through community-based monitoring and accountability mechanisms.

- Strengthen implementation of policies, accountability and remediation mechanisms on equal land ownership for women. For example, increase awareness among women and duty bearers of women's rights to land and housing, and the right to access land tribunals in the instance of abuses of these rights.

Current situation

- As a result of existing traditional and cultural practices favouring men, many women still face challenges in accessing credit.
- Limited financial knowledge is a significant obstacle among women-run businesses.
- Most of women-led SMEs do not have a bank account nor are covered by insurance, governmental credit facilities, or wage subsidies.

3. Advocate to remove gender-based barriers to finance and promote women-friendly financial services

Recommended strategies for consideration include:

- Promote gender-friendly financial products to marginalised women. For example, low-interest and collateral-free credit for women entrepreneurs. Introduce legal and regulatory frameworks that enable women to

access credit and counter discriminatory practices.

- Engage women meaningfully in the design of financial services and products (including mobile money products), to ensure that they are accessible for all women including those most marginalised (such as young women, women with disabilities, rural and illiterate smallholders, etc.).

6.2 Programming recommendations⁵⁵⁸

Current situation

- Women-owned businesses account for approximately 38.5% of all enterprises in the country, and the majority of the country's informal sector businesses.
- More than 80% of women-led firms in Botswana have fewer than five employees, and many are unable to optimise on existing capacity, and have weaker finances and inventory management than male-owned enterprises.
- These gender-related differences in business performance have been attributed to women's unpaid care and domestic work burden as well limited business skills.

⁵⁵⁸ For stakeholders directly involved in WEE initiatives and stakeholders involved in general economic development programming not solely focused on women. These stakeholders may be operating at local, national and/or regional levels.

- This dominance on informal, trade-dependent sectors has rendered Botswana's female entrepreneurs vulnerable to internal and external economic shocks, even more so during the COVID-19 pandemic.
- Training, apprenticeships and mentoring programmes in male-dominated environments are effective channels for women to achieve greater success.

1. Work with and grow women entrepreneur networks to build social, human and economic capital, and tackle normative barriers

Recommended strategies for consideration include:

- Promote and support women-led and women-run trade unions and formal networks in women-dominated sectors.
- Support coordinated efforts targeting the women SMEs in the informal sector - through increased access to social protection initiatives, combining social protection with productivity enhancing measures (such as childcare schemes).
- Encourage and support women, through clear policy efforts, to enter male-dominated sectors, especially for "opportunity entrepreneurs" who have demonstrated clear skills and capacities to set up and run business enterprises.

- Provide training, apprenticeship and mentoring programmes targeted at women seeking to work in male-dominated sectors.
- Ensure that all work to support women's networks includes a focus on supporting women to aggregate their produce/output, reach more lucrative markets, receive better prices for their goods and access formal financial services.
- Introduce contextually relevant vocational training and skills-building approaches to improve women's business skills and increase their access to information and finance.
- Establish holistic skills-based interventions (such as building financial literacy and introducing household-level financial planning through community-level programmes) that promote financial inclusion among women and girls to strengthen their capacities to manage personal and business finances.

Current situation

- Women often segregated to low-paid and low-valued sectors and roles.
- Limited women in managerial and leadership positions.
- 17.5% of women have experienced sexual harassment in the workplace.

2. Work with large employers to promote gender-sensitive and safe workplaces

Recommended strategies for consideration include:

- Strengthen organisational internal gender capacity to improve gender-related knowledge, attitudes, skills of staff and enhance institutional policies and practices.
- Promote use of gender and GBV risk assessment tools and work with companies to assess risks and put in place evidence-based mitigation measures.
- Introduce workplace empowerment programmes that improve women's health knowledge and access to goods and services, e.g. SRHR literacy, access to affordable contraception and menstrual health products, as well as financial literacy, and training addressing both hard and soft skills.
- Endorse and implement gender commitments, which should include gender-sensitive policies, staff training, codes of conduct, GBV and sexual harassment policies, and anonymous grievance and reporting mechanisms.
- Improve working conditions and health and safety for women workers including provision of living wage, flexible working hours and parental leave, and addressing any gender pay gap.
- Establish and implement policies to proactively procure from women suppliers and women-owned businesses.
- Promote gender-sensitive workplaces and organisational cultures, including specific initiatives targeting senior leadership
- Support establishment and roll-out of gender-equality and inclusion policies, including childcare provisions and flexible work opportunities.

Current situation

- Traditional gender roles and norms lead to inequitable division of labour.
- In Botswana, national prevalence data suggests that as many as 67% of women have experienced physical or sexual abuse (including partner and non-partner violence).
- Several initiatives are seeking to tackle the root causes of gender-based violence, including interventions targeting men and boys.

3. Address inequitable intra-household dynamics, norms and gender-based violence

Recommended strategies for consideration include:

- Cooperatives and other socioeconomic models should consider household approaches that explicitly stimulate

discussions, promote gender-equitable attitudes and norms and support families to negotiate about gender roles and norms which guide intra-household decision-making and labour.

- Support livelihoods and economic empowerment initiatives coupled with gender- transformative interventions that increase women’s access to and control over economic assets and access to financial services, promote their financial independence, reduce their vulnerability to economic and other forms of gender-based violence, support women’s ability to seek services and transform harmful masculinities (building on existing initiatives).
- Build on and scale up successful models to promote positive masculinities such as MenCare and Men in the Kitchen.
- Focus on young women and adolescent girls to enable long-term, transgenerational behaviour change and improved educational outcomes.
- Strengthen behaviour-change communications focused on gender-equitable attitudes, as well as promoting positive non-violent relationships.
- Identify, train, equip and support role models to act as champions for behaviour change towards gender equality within communities.

6.3 Research recommendations

1. Commission and undertake research and evaluations to address research gaps including:

- Studies to understand the impact of existing programmes on WEE outcomes.
- Much-needed gender-disaggregated data on ICT use in Botswana to understand the extent of any gender digital divide.
- Action research on women’s unpaid care and domestic work burden, as well as household decision-making.
- Surveys to draw clear and meaningful insights on women’s time use and unpaid domestic and care work.
- Research on the impact of the COVID-19 pandemic on women across sectors.
- Research to understand women’s experiences of gender-based violence and harassment (GBVH) in the workplace, as well as successful mitigating actions.
- Research on prevalence and dynamics of economic violence against women, and action research to understand what works to address it.

-
- 2. **Include measures of key factors enabling or constraining women’s economic empowerment** including gender-specific measures focused on women’s capabilities and agency, household relations and gender norms and attitudes. This should also include tracking signs of potential backlash including increased rates of intimate partner violence.

3. **At a minimum, disaggregate results by gender** and include disaggregated targets. Wherever possible, programmes and research should be further disaggregated by other socioeconomic characteristics including income, age, disability, migratory status and geographic location.

4. **Commission mixed-methods research and evaluations** on these issues (unpaid care and domestic work, impact of COVID-19 pandemic, gender-based violence, economic violence, etc.) to understand how and why change happens, and to better understand women's lived realities through participatory qualitative research and theory-based evaluations.

5. **Monitor, track and mitigate against any signs of potential backlash** during programme implementation, including increased rates of violence against women.



Appendices

Appendix 1 - Explanation of methodology

Scoping study

A scoping study was implemented to guide research fundamentals

Euromonitor International undertook preliminary research to analyse the existing literature on women's economic empowerment in the 13 countries, identify research and data gaps to help develop research objectives/questions and guide the methodology design of the Pathways Study.

Multiple drivers and barriers to women's economic empowerment exist, and the initial scoping research helped identify key commonalities as well as underlying differences across sectors and countries. In agriculture, the role of women within local governance and resource control/distribution structures is critical to success, and cooperatives/collectives have been effective at increasing women's economic outcomes and agency. In non-agriculture sectors, employment segregation and unpaid care work, both usually driven by gender norms,

are key barriers relegating women to certain roles and/or restraining women from certain sectors and/or to lower-paying positions/occupations within sectors.

Additionally, while national institutions are often tasked with addressing women's economic empowerment broadly, local entities and sector-specific organisations are better placed to implement meaningful changes/localised solutions that expand women's economic opportunities in a sustainable way.

Sample findings from scoping study

Shared barriers across SSA		Country-level barriers
Employment concentration in informal, low-wage and low-skilled sectors	Inadequate access to financial institutions and affordable credit facilities	 High fertility/adolescent fertility rates
Employment concentration in administrative positions, low representation in managerial positions	Under-investment in education beyond baseline and primary levels	 Inadequate access to reproductive health/family planning needs
Broad wage gap in both formal and informal sectors	Imbalanced household power dynamics/sociocultural barriers on gender roles	 Low life expectancy/high maternal mortality rates
Under-representation in key growth sectors	Significant time spent on unpaid care work and domestic household chores	 Inadequate access to safe transport
Education and employment discrimination that contributes to employment segregation	Gender norms that limit women's opportunities	

Employment
 Access to resources
 Social and cultural
 Health and safety

¹ Note: Countries listed under the 'country-level barriers' reflect SSA countries (within the scope of the Pathways Study) that experience the highest levels of the listed WEE health-related barriers. These include:

- High fertility/adolescent fertility rates: Angola, Cote d'Ivoire, Nigeria, Senegal, Tanzania & Uganda
- Inadequate access to reproductive health/family planning needs: Angola, Cote d'Ivoire, Ghana, Nigeria, Senegal & Uganda
- Low life expectancy/high maternal mortality rates: Cameroon, Cote d'Ivoire & Nigeria
- Inadequate access to safe transport: Ethiopia, Rwanda, Tanzania & Uganda

Sector selection

In executing the first key objective of the Pathways Study research programme (“Identifying sectors with the most potential to contribute to and benefit from expanding women’s opportunities”), Euromonitor International considered the level of these opportunities, both in terms of potential/scope (reaching the majority of women across the country) and in terms of feasibility (ease to expand opportunities). Quantitative and qualitative methods were utilised to ensure a balanced perspective on the sector selection.

Focusing on priority sectors, using economic modelling to tease out the data/quantitative story for women’s economic empowerment

The United Nations’ globally-recognised International Standard Industrial Classification of Economic Activities (ISIC Rev. 4)⁵⁵⁹ was utilised for the definition of sectors. In order to ensure full alignment with other data sources (including Euromonitor International’s proprietary Passport database from which other data was sourced), the ISIC’s 21 categories/sectors were consolidated into 14 overall sectors (please refer to Appendix 2 for full definitions). Euromonitor International’s Analytics team analysed historic and current data available at a country level on the main economic sectors. The team developed

forecasts for productivity, employment and women’s economic potential in each economic sector. This modelling used variables including Gross Value Added (GVA) at sector level, Gross Domestic Product (GDP), Employment Data, Capital Data, Demographics Data, sourced from Passport (Euromonitor International’s Passport database). The analysis also incorporated data from the International Labour Organization statistical database (ILOSTAT⁵⁶⁰): (i) Employment data by sex and economic activity; and (ii) Mean weekly hours worked per person by sex and economic activity. The African Development Bank Group (AFDB) database⁵⁶¹ provided additional input on: (i) GVA from Education, Human Health and Social Work Activities - for Angola, Botswana and South Africa; and (ii) Gross Capital Formation per public/private sector. These metrics were utilised in a model to predict the GVA share from GDP using fixed effect panel data regression. The metrics were also used in another model to assess the benefit of women’s inclusion per sector (using a Cobb-Douglas production function with labour disaggregated by gender⁵⁶²).

Euromonitor International then developed these findings into a visual scorecard that ranks sectors based on three scenarios: (i) sector performance; (ii) labour opportunity and productivity; and (iii) gender labour gap.

⁵⁵⁹See https://unstats.un.org/unsd/publication/seriesm/seriesm_4rev4e.pdf ⁵⁶⁰<https://ilostat.ilo.org/> ⁵⁶¹<https://dataportal.opendataforafrica.org/> ⁵⁶²The methodology was adjusted based on earlier work by Espinoza, Raphael and Ostry, Jonathan D. and Papageorgiou, Chris, *The Armistice of the Sexes: Gender Complementarities in the Production Function* (June 2019). CEPR Discussion Paper No. DP13792, Available at SSRN: <https://ssrn.com/abstract=3428312>

Scorecard scenarios for ranking economic sectors

Scenario 1:		Scenario 2:		Scenario 3:	
<p>Women's opportunities rest mainly on the sectors' performance: Women will benefit from huge increase of GVA in the most dominant sectors.</p>		<p>Women's opportunities rest mainly on labour performances: Women will benefit from huge increase of labour force and sector productivity.</p>		<p>Women's opportunities rest mainly on the current gender gap: Women can win in sectors where gender gap is high and sectors will highly benefit from female inclusion.</p>	
Rank	Sectors	Rank	Sectors	Rank	Sectors
1	Real Estate Business And Administrative Activities	1	Real Estate Business And Administrative Activities	1	Real Estate Business And Administrative Activities
2	Public Administration And Defence; Compulsory Social Security	2	Construction	2	Construction
3	Construction	3	Public Administration And Defence; Compulsory Social Security	3	Public Administration And Defence; Compulsory Social Security
4	Wholesale And Retail Trade; Repair of Motor Vehicles And Motorcycles	4	Agriculture, Forestry And Fishing	4	Transport Storage And Communication
5	Transport Storage And Communication	5	Wholesale And Retail Trade; Repair of Motor Vehicles And Motorcycles	5	Accommodation And Food Service Activities
6	Mining And Quarrying	6	Transport Storage And Communication	6	Wholesale And Retail Trade; Repair of Motor Vehicles And Motorcycles
7	Accommodation And Food Service Activities	7	Mining And Quarrying	7	Other Services
8	Other Services	8	Accommodation And Food Service Activities	8	Mining And Quarrying
9	Utilities	9	Other Services	9	Utilities
10	Financial And Insurance Activities	10	Utilities	10	Financial And Insurance Activities
11	Manufacturing	11	Financial And Insurance Activities	11	Manufacturing
12	Agriculture, Forestry And Fishing	12	Manufacturing	12	Agriculture, Forestry And Fishing
13		13		13	
14		14		14	

The scorecard was shared with country working group participants through workshop sessions to ensure that sector selections reflected inputs from country-level stakeholders

In order to ensure a balanced approach to choosing the sectors of focus, Euromonitor International organised “sector selection” workshops per country to discuss the findings from the scoping study and scorecard.⁵⁶³

Leveraging Steering Committee and partner networks, participants/stakeholders from the private and public sectors of the country were invited to share their feedback on the scorecard sectors and to provide input on sectors/sub-sectors of focus. Country stakeholders' knowledge and experience were incorporated to ensure that the selection of the sectors was contextually cognisant, while considering the informal economy and the socioeconomic, political, and cultural

⁵⁶³This “sector selection” workshop for the Botswana Pathways Study occurred in January 2021.

factors that are likely to drive women’s opportunities. Noteworthy is that the sectors proposed by participants were mostly aligned with the scorecard findings.

Euromonitor International then conducted additional secondary research to validate the sectors proposed during the workshop in order to develop a matrix of criteria and considerations (see below) to support the final selection of two broad sectors in Botswana: (i) Agriculture (with a focus on horticulture and poultry); and (ii) Manufacturing (with a spotlight on textiles and garments - due to limited available data and evidence).

Selection Criteria Deep Dive: Botswana

Broad Economic Sector	Specific Sectors/ Commodities (if applicable)	Criteria fulfilled (checklist)						Criteria fulfilled (explanation)	Considerations met & Explanation	Potential Challenges (conducting research in sector + sector-specific)
		1	2	3	4	5	6			
Agriculture	Horticulture	✓	✓	✓	✓	✓		Agriculture ranked fourth in scenario 2. Is is not heavily commercialized for crop growing. Holds potential for small farmers, and government is trying to make horticulture more attractive for small-scale farmers and reduce import dependence.		Lack of arable land, training is needed for farmers. Water scarcity problems and limited arable land.
	Poultry	✓	✓	✓	✓	✓		Government supports the sub-sector (e.g., drilling boreholes for farms).	Land-ownership policy revised to include wives (can now own land freely from their husbands)	Few large competitors, leaving women’s opportunities at small-scale and/or for household consumption.
Manufacturing	Textiles and Garments	✓	✓	✓	✓	✓		Government priority to reduce import bill and produce locally. The textiles and garments sector is traditionally dominated by women.	Export commodity for AGOA markets.	Dominated by women, but there are still significant opportunities for women to benefit from local/export sales. Limited secondary research is available.

Criteria

- | | | | | | |
|-----------------------------------|-----------------------------|---------------------------------|---|--|-----------------------|
| 1. Incorporating informal economy | 2. Ability to effect change | 3. Women’s preferences & agency | 4. Alignment with govt strategy/national devpt plan | 5. Timescale of intended impact + sector potential | 6. Scorecard priority |
|-----------------------------------|-----------------------------|---------------------------------|---|--|-----------------------|

Stakeholder mapping

The research team identified key WEE stakeholders in relevant sectors mainly via desk research and supplemented with interviews. The research team then mapped these stakeholders per location (e.g. district/region/province/state) in the country

The research team (Euromonitor International and country research partners) used desk research and targeted outreach and interviews to identify and map key stakeholders playing a key role in women’s economic empowerment within each sector. The objective of this mapping was twofold: (i) to identify key stakeholders - public and

private per sector in each country, their operations within the supply/value chain, key projects/initiatives, any key provisions for women (e.g. membership, leadership, gender-focused programmes, etc.) and their impact on women's economic empowerment; and (ii) to identify potential stakeholders to be interviewed for the Pathways Study.

This mapping produced 80+ stakeholders in Botswana across: (i) the agriculture sector (including horticulture and poultry); and (ii) the manufacturing sector (including textiles and garments). These stakeholders included: (i) sectoral structures (associations, cooperatives and collectives, organisations and representative bodies); (ii) government ministries, departments and agencies; (iii) private companies; and (iv) non-governmental organisations - NGOs (international and country). Please refer to the [Pathways Study website](#) for the full mapping of stakeholders.⁵⁶⁴

Interviews

The research team conducted interviews with key stakeholders to dive into women's roles per sector, including the drivers and challenges faced and future opportunities

The research team for Botswana conducted a total of 27 in-depth interviews with stakeholders across academia, farmers/producers and producer associations, trade/industry associations, NGOs/INGOs, private companies and public entities. The objective was to discuss women's participation in the sub-sectors in Botswana, the key drivers/barriers to expanding women's opportunities, and the actionable steps to getting there. The questions were structured into three broad themes/objectives (examples of broad topics discussed per theme below):

Interviewee Type	Agriculture (including horticulture and poultry)	Manufacturing (including textiles and garments)
Academia	1	-
Government Bodies	4	3
Trade and Industry Associations/ Training Institutes	5	1
NGOs/INGOs	-	1
Private Companies/ Organisations/ Individuals (including Independent Consultants)	-	9
Producers and Producer Associations	3	-
Total	13	14

⁵⁶⁴Stakeholder listing is based on secondary research and interviews, so all stakeholders (especially those with highly localised and/or offline operations) may not have been captured in the listing. All maps and tables present best-available information and can be updated as new information is received.

1. Sector/Sub-sector overview and trends

- What are the sector/sub-sector drivers and constraints - generally and for women specifically?
- How does the sector/sub-sector provide opportunities for achieving sustainable employment and/or sustainable livelihoods?

2. Current status of women in sector/sub-sector

- What types of positions/jobs do women hold (formal and informal)? Why?
- What are the drivers of and barriers to women's (increased) economic participation in the sector/sub-sector (employment, entrepreneurship, career advancement, etc.)?

3. Future opportunities for women in the sector/sub-sector and actionable solutions

- What type of roles/positions/jobs/opportunities (including self-employment) can women target? How? What is needed to support them?
- What are the current solutions being implemented?
- Are there any other solutions not yet being implemented that may improve women's economic participation in the sector/sub-sector?
- Who are specific key stakeholders crucial to implementing identified solutions?

Analysis and reporting

Findings from primary and secondary sources were analysed and developed into a report (including actionable recommendations) that was reviewed by multiple stakeholders/partners

The research team then analysed data and insights collected from secondary and primary research to produce key findings and proposals to improve women's economic opportunities. Key drivers and barriers plus preliminary recommendations were then developed for discussion/elaboration with country working group participants in a "developing recommendations" workshop facilitated by Euromonitor International.⁵⁶⁵ This was in order to integrate their expertise and knowledge of the country's context into the analysis, to ensure the final recommendations are tailored, relevant and feasible for women in the country.

Feedback from country working group participants was then incorporated ahead of sharing the draft reports with key stakeholders (sector experts, thematic experts, Steering Committee) for validation, and working with Kore Global for finalisation.

⁵⁶⁵This "developing recommendations" workshop for the Botswana Pathways Study occurred in April 2021.

Appendix 2 - Sector classification⁵⁶⁶

Overall sectors based on International Standard Industrial Classification of Economic Activities (ISIC Rev. 4)

#	Sector Name	Description
1	Accommodation and Food Service Activities	This category corresponds to Section I of the International Standard Industrial Classification (ISIC Rev. 4) and comprises units providing customers with short-term lodging and/or preparing meals, snacks and beverages for immediate consumption. The section includes both accommodation and food service activities because the two activities are often combined at the same unit.
2	Agriculture, Forestry and Fishing	This category corresponds to Section A of the International Standard Industrial Classification (ISIC Rev. 4) and covers the exploitation of vegetal, animal and fish natural resources. The section comprises the activities of growing crops, raising animals, harvesting timber and harvesting other plants and animals from a farm or their natural habitats. Fishing is defined as the use of fishery resources from marine or freshwater environments, with the goal of capturing or gathering fish, crustaceans, molluscs and other marine products (e.g. pearls, sponges, etc.).
3	Construction	This category corresponds to Section F of the International Standard Industrial Classification (ISIC Rev. 4) and includes general construction and special trade construction for buildings and civil engineering, building installation and building completion. It includes new work, repair, additions and alterations, the erection of prefabricated buildings or structures on the site and also construction of a temporary nature.

⁵⁶⁶This is a definitions summary of all 14 sectors analysed in developing the scorecard for the 13 countries. However, the broad sectors of focus per country are limited to two to three, with a deep dive analysis of sub-sectors and/or agricultural commodities.

Overall sectors based on International Standard Industrial Classification of Economic Activities (ISIC Rev. 4)

#	Sector Name	Description
4	Education	This category corresponds to Section P of the International Standard Industrial Classification (ISIC Rev. 4) and includes public as well as private education at any level or for any profession, oral or written as well as by radio and television or other means of communication. It includes education by the different institutions in the regular school system at its different levels as well as adult education, literacy programmes, etc. Also included are military schools and academies, prison schools, etc., at their respective levels.
5	Financial and Insurance Activities	This category corresponds to Section K of the International Standard Industrial Classification (ISIC Rev. 4) and comprises units primarily engaged in financial transactions, i.e. transactions involving the creation, liquidation or change of ownership of financial assets. Also included are insurance and pension funding and activities facilitating financial transactions. Units charged with monetary control, the monetary authorities, are included here.
6	Human Health and Social Work Activities	This category corresponds to Section Q of the International Standard Industrial Classification (ISIC Rev. 4) and includes the provision of health care by diagnosis and treatment and the provision of residential care for medical and social reasons, as well as the provision of social assistance, such as counselling, welfare, child protection, community housing and food services, vocational rehabilitation and childcare to those requiring such assistance. Also included is the provision of veterinary services.
7	Manufacturing	This category corresponds to Section C of the International Standard Industrial Classification (ISIC Rev. 4) and includes: manufacture of food, beverages and tobacco; textile, wearing apparel and leather industries; manufacture of wood and wood products; manufacture of paper and paper products, printing and publishing; manufacture of chemicals and chemical petroleum, coal, rubber and plastic products; manufacture of non-metallic mineral products, except products of petroleum and coal; basic metal industries; manufacture of fabricated metal products; other manufacturing industries.

Overall sectors based on International Standard Industrial Classification of Economic Activities (ISIC Rev. 4)

#	Sector Name	Description
8	Mining and Quarrying	This category corresponds to Section B of the International Standard Industrial Classification (ISIC Rev. 4) and includes the extraction of minerals occurring naturally as solids (coal and ores), liquids (petroleum) or gases (natural gas). Extraction can be achieved by underground or surface mining or well operation
9	Other Services	This category corresponds to Sections R, S, T and U of the International Standard Industrial Classification (ISIC Rev. 4) and includes services provided by businesses and government units to individuals, other businesses or the community as a whole, activities within households, where the same household is the consumer of the products produced.
10	Public Administration and Defence; Compulsory Social Security	This category corresponds to Section O of the International Standard Industrial Classification (ISIC Rev. 4) and includes activities normally carried out by the public administration. However, the legal or institutional status is not, in itself, the determining factor. This division includes units that are part of local or central public bodies that enable the administration of the community to function properly. The section includes general administration (e.g. executive, legislative, financial administration, etc., at all levels of government) and supervision in the field of social and economic life; defence, justice, police, foreign affairs, etc.; management of compulsory social security schemes.
11	Real Estate Business and Administrative Activities	This category corresponds to Sections M, N and L of the International Standard Industrial Classification (ISIC Rev. 4) and includes activities that focus mainly on the business sector with the obvious exception of real estate activities.

Overall sectors based on International Standard Industrial Classification of Economic Activities (ISIC Rev. 4)

#	Sector Name	Description
12	Transport Storage and Communication	This category corresponds to Sections H and J of the International Standard Industrial Classification (ISIC Rev. 4) and includes activities related to providing passenger or freight transport, whether scheduled or not, by rail, pipeline, road, water or air; supporting activities such as terminal and parking facilities, cargo handling, storage, etc.; postal activities and telecommunication; renting of transport equipment with driver or operator.
13	Utilities	This category corresponds to Sections D and E of the International Standard Industrial Classification (ISIC Rev. 4) and covers the activity of providing electric power, natural gas, steam supply and water supply through a permanent infrastructure (network) of lines, mains and pipes.
14	Wholesale and Retail Trade; Repair of Motor Vehicles and Motorcycles	This category corresponds to Section G of the International Standard Industrial Classification (ISIC Rev. 4) and includes wholesale and retail sale (sale without transformation) of any type of goods and rendering services incidental to the sale of merchandise. Wholesaling and retailing are the final steps in the distribution of merchandise. Also included in this section are the repair of motor vehicles and the installation and repair of personal and household goods.

Appendix 3 - Cross-sectoral summary of barriers and opportunities and entry points

Structural Barriers	Agriculture (including horticulture and poultry)	Manufacturing (textiles and garments)
Lack of gender-disaggregated data and gender analysis of the sector	✓	
Insufficient consideration of gender within sectoral policies and plans	✓	
Customary law continues to discriminate against women in land rights	✓	
Most textile factories/companies lack specific gender-related policies		✓

Structural opportunities and entry points	Agriculture (including horticulture and poultry)	Manufacturing (textiles and garments)
More supportive policy environment for women's land rights	✓	
There are a number of government-led programmes supporting women farmers in Botswana.	✓	

Normative Barriers	Agriculture (including horticulture and poultry)	Manufacturing (textiles and garments)
There may be gender divisions of labour among farmers, although information on this is limited	✓	
Gender divisions of labour and ownership often restrict women to lower value activities.	✓	
Intimate partner violence (IPV)	✓	
Unpaid care increases women's vulnerability to ecosystem degradation, poor animal conditions and disease outbreaks	✓	
Responsibilities for supply of water and wood creates additional unpaid work burdens for women and youth (and creates safety risks if this requires travel)	✓	
Women are under-represented in leadership positions		✓

Normative Opportunities and Entry Points	Agriculture (including horticulture and poultry)	Manufacturing (textiles and garments)
GBV prevention and response	✓	
Tackling women's unpaid care and work burden	✓	
Norms-based interventions focused on the household level	✓	

Individual Barriers	Agriculture (including horticulture and poultry)	Manufacturing (textiles and garments)
Women have lower access to productive land and agricultural inputs	✓	
Men dominate in large-scale and more lucrative sales and markets	✓	
Limited business skills and reliance on basic farming practices	✓	
Low skill levels, limited levels of education and low wages		✓
Limited access to credit for small- and medium-scale farmers	✓	
Many existing government efforts are not accessible for women due to their more limited access to collateral and resources	✓	

Individual Opportunities and Entry Points	Agriculture (including horticulture and poultry)	Manufacturing (textiles and garments)
The presence of women extension workers can increase women's participation in farmers' groups	✓	

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Limitations of Research

The Pathways Study is subject to the following research limitations, related to both the scope and timing of the study. The most important of these are captured below, but this list may not be exhaustive.

NOTE: Research design for the Pathways Study was completed in mid-2020, ground-level econometric data forecasting was completed in late 2020, fieldwork was carried out over January to June 2021 and the reports were prepared from then into 2022.

Evolving Topics/Input – General Factors and External Events

- Country policies are live guidelines which are periodically updated. The Pathways Study focuses on policy provisions and/or omissions for women's economic empowerment (WEE); its core focus has not been on analysing policies (e.g., the learnings, adjustments, and impact over time). Rather, the gendered linkages are the key focus of the Pathways Study.
- A qualitative inquiry about the impact of the COVID-19 pandemic on women's economic empowerment across sectors was incorporated into fieldwork and reports. However, given the research timing, at the beginning of and during the pandemic, new insights on its impact continue to emerge and could not be fully captured.
- The Pathways study recognises the importance of climate change, with broad impact that varies by sector, commodity, and gender, amongst other factors. While this did not form the focus of this study, the research explores its broad effects on the economy and (women in) agriculture and proposes relevant recommendations (e.g., climate-smart interventions) while also recognising recent country measures to integrate gender into the climate change agenda.
- Similarly, the ongoing conflict between Russia and Ukraine has impacted various sectors globally including in Sub-Saharan Africa. There is no doubt that the geopolitical challenges and supply chain disruptions have an impact on women's economic opportunities. However, this is not captured in the report as the Russia-Ukraine war started after data collection was completed.
- Gender-based violence (GBV) harms many women and girls across Sub-Saharan Africa and beyond. The Pathways Study reports cover GBV under Normative barriers (sub-section 4.2.3) and highlight its different forms. Beyond analytical findings, some specific recommendations (across policy/advocacy, programming and research) are made to tackle GBV on a sectoral basis, which was the research focus. However, tackling GBV in girls and students requires specific inquiry and responses which go beyond the scope of this study.

Other Topics

Most recommendations are made without reference to specific stakeholders (e.g., faith-based groups, interest-based groups). The operations and belief systems of this rich variety of potential stakeholders also varies across the 13 countries covered. The Pathways Study sought to make recommendations relevant to all stakeholders involved in policy development and programming, regardless of their specific areas of application.

