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Faith Based Organisations

Fellowship of Christian Councils in Southern Africa (FOCCISA)

Men's groups

Sonke Gender Justice

The Southern African Gender Protocol Alliance vision is of a region in which women and men are equal in all spheres. The Alliance promotes and facilitates the creation of gender equity and equality through lobbying and advocacy towards the achievement of the 28 targets of the SADC Protocol on Gender and Development by 2015. Gender Links coordinates the work of the Alliance.

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Barometer - Botswana

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Front cover: Sholofelo Gaguitswe of Tshimiyapula Women's Group busy at work during the COE verification process in February 2013.

Photo by: Nomthandazo Mankazana

Design/Layout: Stride Graphics (Pty) Limited

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Acronyms

AIDS	Acquired Immune Deficiency Syndrome
ART	Anti-Retroviral Treatment
BALA	Botswana Local Authorities Association
BCP	Botswana Congress Party
BOCONGO	Botswana Council For Non Governmental Organisations
BDP	Botswana Democratic Party
BEC	Botswana Education Council
BNF	Botswana National Front
CEDA	Citizen Entrepreneurial Development Agency
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CSC	Citizen score card
CSO	Central Statistics Office
FPTP	First Past the Post
GAD	Gender Affairs Department
GFP	Gender Focal Point
GMS	Gender Management System
HIV	Human Immuno Deficiency Virus
IEC	Independent Electoral Commission
ISPAAD	The Integrated Support Programme for Arable Agricultural Development
NDP	National Development Plan
LEA	Local Enterprise Authority
SADC	Southern African Development Community
SARDC	Southern African Research and Documentation Centre
SGDI	SADC Gender and Development Index
UN	United Nations
UNDP	United Nations Development Fund
WAD	Women's Affairs Department
WIDSAA	Women in Development Southern Africa Awareness
WFHB	Women's Finance House Botswana
WIBA	Women in Business Association

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This 2013 Botswana Gender Protocol Barometer is an annual publication of the Southern African Gender Protocol Alliance, which tracks the implementation of the 28 targets and provisions of the Southern African Development Community (SADC) Protocol on Gender and Development since the first baseline barometer in 2009.

The information in this report was compiled by the members of the SADC Protocol Alliance in Botswana through the Botswana Council of Non-Governmental Organisations (BOCONGO) Gender Sector, together with the Gender Links (GL) Office in Botswana.

Sifiso Dube, Alliance and Partnerships Manager at GL managed the project with the assistance of Lucia Makamure, the Alliance Officer. Saeanna Chingamuka, an independent consultant and former Gender and Media Diversity Centre Manager at Gender Links, edited the final report. Gender Links Chief Executive Officer Colleen Lowe Morna, provided oversight.

Special thanks to Chigedze Chinyepi, Anna Sebopelo and Chawapiwa Mahlaya who together with Keabonye Ntsabane and Roos van Dorp from GL Botswana office constituted the reference group committee and organised the validation workshops to discuss the findings of the draft SADC Gender Protocol 2013 Barometer Botswana. GL conveys thanks to those who participated in the validation workshops in Gaborone and Francistown.

The European Union (EU) and Norwegian Church Aid (NCA) funded the updating of this country Barometer. UKAid through the Department of International Development (DFID) Programme Partnership arrangement provides core funding for the Alliance Programme.



Botswana delegation to the SADC Protocol@Work Summit 2013 break into song during the official opening of the summit in Johannesburg, South Africa.
Photo: Roos van Dorp

Executive summary

Botswana has made remarkable progress against the targets of the Southern African Development Community (SADC) Protocol on Gender and Development set for 2015.

Although Botswana has not signed the Protocol, the Alliance recognises that the country is constitutionally committed to the Protocol's ideals and targets. Botswana has already made a commitment to the attainment of the Millennium Development Goals (MDGs) in 2015; the SADC Gender Protocol goes a step further in laying out a detailed roadmap for the achievement of MDG Three for Gender Equality.

However, President Ian Khama said that Botswana would not sign the SADC Gender Protocol because the government considers some of "the time frames unrealistic, and some of the measures have serious resource implications that we cannot guarantee".¹

The Botswana 2013 Gender Protocol Barometer is the fifth annual tracking report of the country's performance against the 28 targets of the SGP set for 2015. Botswana Council of NGOs (BOCONGO) in its capacity as country focal network of the Southern Africa Gender Protocol Alliance, led the research effort and will disseminate the findings of the report.

The Southern Africa Gender Protocol Alliance uses two measures to rate each SADC state's performance towards meeting the 28 targets: the SADC Gender and Development Index (SGDI), introduced in the 2011 regional barometer, and the complementary Citizen Score Card (CSC), which has been running for three years. This year's edition further draws on case studies submitted for the SADC Protocol@Work summit. The case studies illustrate how individuals and organisations are making the provisions of the SGP a reality.

Botswana held its national summit from 26-27 March 2013 at Boipuso Hall in Gaborone. Stakeholders including local government, media and individuals submitted approximately 50 case studies for the summit, 78% (39) women and 22% (11) men in 16 different categories. Sixteen winners emerged from the Botswana summit, 88% (14) women and 12% (2) men. The winners went on to compete at the regional summit held in Johannesburg, South Africa from 22 to 24 April 2013.

There is notable progress towards the attainment of the protocol targets in the country. In tertiary education, women outnumber men. Girls are even performing better than boys in all levels of schooling. Moreover, Botswana has a pregnancy policy to reintegrate girls who become pregnant back into the education system. All schools have a life-skills programme that includes gender and HIV and AIDS. In addition, Botswana is part of a network called Women, Engineers and Girl Scientists in Africa (WEGSA) that is addressing gender inequalities in science-based education and careers.

Although Botswana has one of the world's highest HIV and AIDS prevalence rates at almost 25%, today over 95% of HIV-positive pregnant women access the prevention of mother to child transmission programme (UNAIDS 2010). Despite this, many challenges to address HIV remain.

In health, trained personnel deliver over 90% of births and 84% of the population live within five kilometres of a quality health facility (WHO 2010). However, the maternal mortality rate has increased to as high as 198 per 100,000 from 139.8 in 2006, mostly due to deaths resulting from the HIV pandemic (CSO 2009, MDGs' report 2010). More efforts need to be made on reproductive health too; for example, only 44% of the population access contraception.

In the economy, although women are predominately found in the low paid and precarious informal sector, Botswana continues to have the highest proportion of women in economic decision-making positions within the public sector at 43%.

Despite these achievements, this report also reveals huge challenges for the country. For example, although Botswana has a relatively progressive Constitution, it fails to address contradictions between formal and customary laws. BOCONGO points out that most people continue to use customary laws. Some of the customary laws discriminate against women, especially widows and divorced women. These laws are largely unwritten, vary depending on the ethnic group and tolerate unequal power and gender relations.

Botswana High Court Judge Key Dingake made a landmark ruling in 2012, by striking down a discrimi-

¹ Speech by His Excellency President Ian Khama during the Botswana Democratic Party (BDP) Women's Wing Congress in 2009.

natory customary law that only allowed men to inherit the family home. The High Court ruled that the customary inheritance law discriminated against women and therefore unconstitutional.

Although progressive amendments to formal laws have been put in place, gender activists argue that laws regarding gender issues have been carried out in a piecemeal way instead of addressing the legal system holistically, amending all laws that discriminate against women and girls (BOCONGO 2010). The majority of women and men are still unaware of many laws, women are frightened to use laws such as the Domestic Violence Act, and many lack access to legal aid.

Botswana's Constitution offers no legal provision for affirmative action to place women in decision-making positions despite the fact that they are under-represented, particularly in politics. The representation of women in Cabinet and Parliament is extremely low. Only 6.9% of parliamentarians are women. The ruling Botswana Democratic Party (BDP) does not support quotas, whereas the Botswana Congress Party (BCP) and the Botswana National Front (BNF) have voluntary quotas that so far have been ineffective. Moreover, Botswana uses the First Past the Post (FPTP) electoral system, which does not favour women.

Although no SADC Gender Development Index (SGDI) scores are available on gender-based violence (GBV) due to lack of accurate statistics, media reports and anecdotal evidence, along with police reports, suggest that GBV is widespread in the home and in schools.

Teachers are among those responsible for abuse and GBV in schools. Teachers often resort to corporal punishment for poor grades and bad behaviour. They have also been responsible for getting pupils pregnant, but many of the cases are difficult to prove.

In 2011 the Gender Affairs Department (GeAD) in the Ministry of Labour and Gender Links carried out a survey to find out the lifetime prevalence of GBV. The survey revealed that 60% of women interviewed reported experiencing intimate partner violence and 11% experienced rape in their lifetime. GBV also contributes to the higher HIV prevalence rate among women. They lack equal rights within relationships and marital rape is not criminalised.

Botswana is a country that is relatively well resourced and democratic, with strong leadership. Its continued progress towards gender equality in many spheres of life makes a strong argument for the country to sign the SGP. Mauritius is the only other SADC country that has not signed and will probably do so shortly. When that happens, Botswana will be the only country in the region that has not signed.

Key successes

- The striking down in 2013 of a discriminatory customary law that only allowed men to inherit the family home.
- There are higher proportions of women than men in tertiary institutions.
- Botswana ranks highest in the region in terms of women in economic decision-making.
- The country has conducted the Violence Against Women Baseline Study and has adopted a composite index to measure gender-based violence.
- Coverage of antiretrovirals for preventing mother-to-child transmission of HIV is higher than 80%.
- The media in Botswana adopted a national gender policy to guide gender sensitive content and practice in media houses.

Key challenges

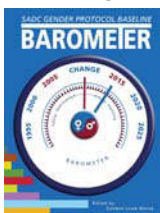
- Botswana remains one of the nine countries with the highest adult HIV prevalence rate at 23.4%
- Gender violence remains a challenge with 67% of women admitting to experiencing some form of violence in their lifetime while 44% of men admitted to perpetrating some form of violence against women in their lifetime.

Key priorities

- Advocacy work to get the country to sign the SGP.
- Launch the 50/ 50 campaign in the build up to the 2014 elections.
- Revising the national gender policy framework to keep up with emerging issues.
- Developing a costed gender action plan that is aligned to key gender instruments to facilitate informed gender responsive resource allocations from the national treasury for all line ministries.

SADC GENDER PROTOCOL MILESTONES

- **2005:** Audit of achievements against the SADC Declaration on Gender and Development leads to a paper - "Rationale for the Elevation of the SADC Declaration on Gender and Development to a Protocol" - the most legally binding of SADC instruments. Civil society organisations for the Southern African Gender Protocol Alliance.
- **2005-2008:** Alliance members form part of a Task Team constituted by the SADC Gender Unit to prepare drafting notes for a legal team, comment on and canvass seven drafts of the Protocol before its final presentation to Heads of State.
- **August 2008:** 13 out of 15 HOS Sign the SADC Gender Protocol, a unique sub regional instrument that brings together and enhances existing commitments to gender equality through 28, time bound targets aligned to the 2015 deadline for MDG 3. Alliance members launch a campaign to get Mauritius and Botswana to sign.
- **August 2009:** The Alliance launches the SADC Gender Protocol Baseline Barometer - a key tracking tool assessing progress of 15 countries against the 28 targets of the Protocol - <http://www.genderlinks.org.za/page/sadc-research>.
- **August 2009:** Alliance launches the "Roadmap to Equality" - strategies and lessons learned in the campaign; key provisions of the Protocol in 23 languages; radio spots; a DVD; knowledge and attitude quiz; village level meetings to popularise the Protocol that have since reached 15,000 citizens directly and thousands more indirectly.
- **2009/2010:** Alliance devises a Citizen Score Card that is used to gauge citizen perceptions of government progress and is administered at village meetings.
- **August 2010:** Progress Barometer and Alliance annual meeting. Alliance gets better organised into country and theme clusters, each leading on a key issue, e.g. GBV, economic justice.
- **September 2012:** SADC Gender Protocol goes into force with South Africa becoming the ninth country to ratify the Protocol giving the two thirds critical mass required. With data from 15 countries on 23 indicators, the 2011 Barometer introduces the SADC Gender and Development Index - see <http://www.genderlinks.org.za/page/sadc-sgdi>. Alliance forms a Think Tank to guide the work of the Alliance in between annual meetings.
- **September 2011:** The Alliance collaborates with the SADC Gender Unit on a tool and process for aligning national gender action plans to the targets of the SADC Gender Protocol, and costing their implementation. Namibia pilots this process - see <http://www.genderlinks.org.za/page/implementation>.
- **November 2011:** Intense lobbying for an Addendum to the Protocol on Gender and Climate Change linked to COP 17.
- **2011/2012:** Alliance networks in-country identify champions for the 28 targets of the Protocol, begin to collect case studies of the Protocol@work - see <http://www.genderlinks.org.za/page/protocol-work>.
- **February 2013:** Gender ministers meeting in Maputo ahead of the 57th meeting of the Commission on the Status of Women (CSW) commit to take forward the Addendum. Alliance releases a progressive statement on gender justice concerns in the region. Mounts a presence at the CSW and produces a daily newsletter; generates debate on the post 2015 agenda.
- **March-April 2013:** Twelve country summits and a regional summit lead to 672 case studies being gathered on the SADC Protocol@Work from NGOs, CSO, Faith-Based Organisations and government ministries.
- **By June 2013:** Lesotho, DRC, Malawi, Mozambique, Tanzania, Zambia and Zimbabwe learn from Seychelles, Namibia, Zambia and Swaziland on aligning their policies and action plans to the SADC Protocol and costing implementation.
- **August 2013:** Alliance annual meeting ahead of the SADC Heads of State Summit in Malawi with a key focus on implementation, the 50/50 campaign, gender and climate change and Coalition Building. Round table meeting with the new Southern African head of UNWOMEN, Phumzile Mlambo-Ngcuka. Study visit to the Gauteng *Women Demand Action Now* Alliance networking meeting sparks ideas for strengthening country, provincial and district-level networking.



Desmond Lunga of Stepping Stones International presenting his best practice during the Botswana SADC Protocol@Work in Gaborone, 2013. Photo: Vincent Onthusitse

Progress against the SGDI and CSC

The Alliance uses two measures to rate each SADC state's performance against the 28 targets - the SADC Gender and Development Index (SGDI), introduced in the 2011 regional barometer, and the complementary Citizen Score Card (CSC), which has been in use for three years.

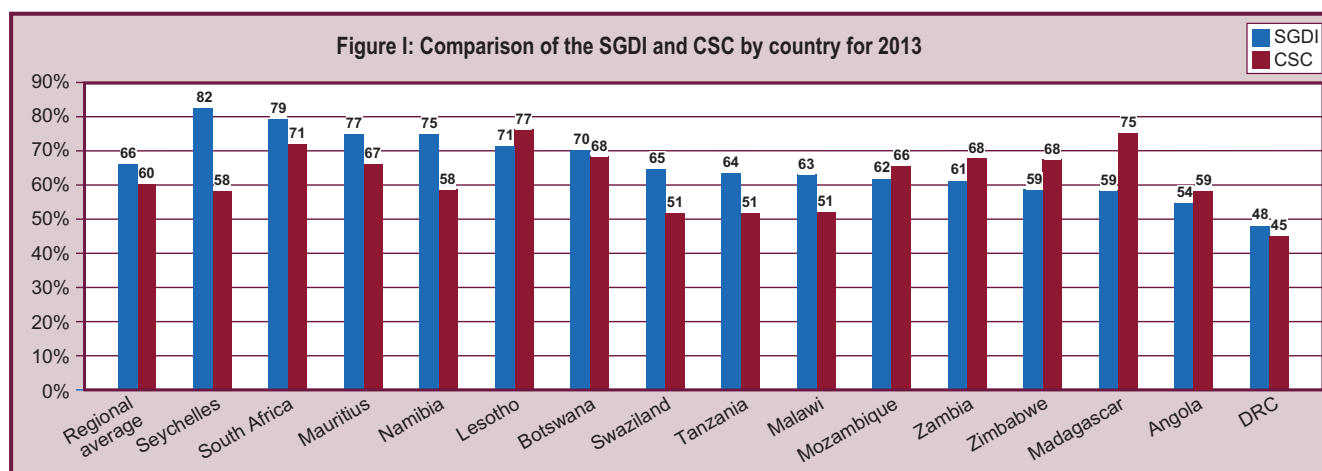
The SGDI is an empirical measure based on 23 indicators for the six sectors that have accurate data in the 15 countries (see Annex C for details on the SGDI gender and related indicators). These are: Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). To create the composite index, each category was given equal weight by calculating the average score across the indicators in that category. Table 2 at the end of the chapter provides a summary of key indicators for women in SADC. Annex A at the end of the report explains how the SGDI works in detail as well as compares this with other gender related indicators.

Unlike the SGDI, the CSC is based on perceptions, and captures nuances that are not incorporated in the empirical data. For example, while the SGDI records enrolment levels for boys and girls, the CSC includes qualitative aspects like safety in schools and gender

biases in curriculum. The CSC also covers the four sectors for which there are no SGDI scores because these are difficult to measure - Constitutional and legal rights, GBV, peace building and implementation. This spurt of optimism shows that women and men are beginning to feel that gender concerns are on the agenda, even if their objective realities have not changed much.

SADC Gender Protocol Sector	SGDI	CSC
Constitutional and legal rights		✗
Governance	✗	✗
Education	✗	✗
Economy, productive resources & employment	✗	✗
Gender based violence		✗
Health	✗	✗
HIV and AIDS	✗	
Peace building and conflict resolution		✗
Media, information and communication	✗	✗
Implementation		✗

By contrast, the CSC gauges the perceptions of citizens who have been part of reference group meetings, village workshops and other protocol-related activities, who rate the achievements of the country across all the sectors. The total sample size for the CSC in 2013 in Botswana is 167, 65% women (108) and 35% men (59).



Source: SADC Gender Protocol Barometer 2013.

Figure I shows that, in 2013, Botswana achieved an overall SGDI score of 70%, the same as the 2012 score. The country ranks sixth out of the 15 SADC countries and it is above the regional average of 66%. However, citizens gave their country a lower score of 68%. The score is seven percentage points higher than the 2012 61% CSC rating.

Overall, there is no major gender gap in the scores of women and men. Women in Botswana scored their government 67% compared to 60% in 2012. On the other hand, men scored their government 69% compared to the 63% score in 2012. The scoring by both women and men has increased. Citizens perceive a more gender sensitive environment that has come up through the striking of a discriminatory law deemed unconstitutional, more women in tertiary institutions and more women occupying economic decision-making positions.

Table II: KEY INDICATORS OF THE STATUS OF WOMEN IN SADC COUNTRIES

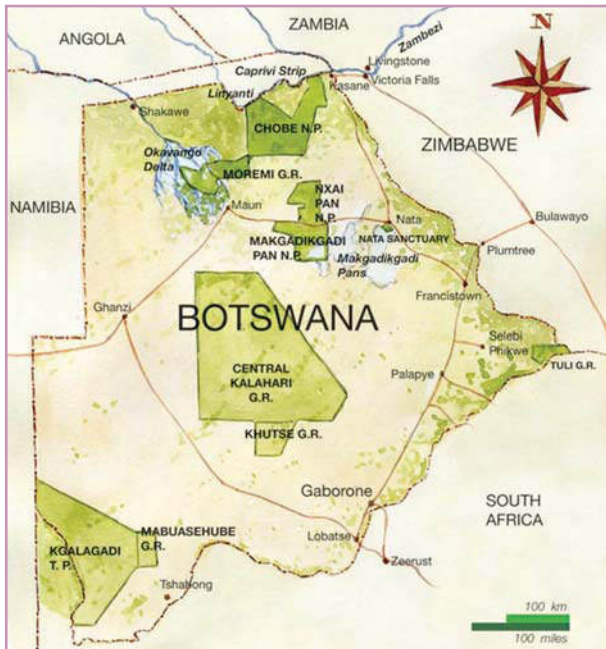
% WOMEN	ANGOLA	BOTSWANA	DRC	LESOTHO	MADAGASCAR	MALAWI	MAURITIUS	MOZAMBIQUE	NAMIBIA	SEYCHELLES	SOUTH AFRICA	SWAZILAND	TANZANIA	ZAMBIA	ZIMBABWE
GOVERNANCE															
Parliament	33	8	10	26	14	22	19	39	25	44	42	22	31	12	16
Local government	n/a	19	2	49	6	n/a	26	36	42	n/a	38	18	34	6	19
Cabinet	20	14	17	22	27	30	8	32	20	27	41	25	20	11	16
EDUCATION															
Primary School	46	50	46	49	49	50	49	47	49	50	50	48	50	49	50
Secondary School	44	52	36	57	49	45	48	44	53	50	55	50	44	45	46
Tertiary level	40	53	n/a	n/a	48	40	61	38	53	n/a	58	51	32	52	43
ECONOMY															
Economic decision making	29	43	21	21	10	27	33	25	25	33	23	40	21	23	23
Labour force participation - Women	76	72	70	55	84	76	37	86	63	68	49	53	50	73	37
Labour force participation - Men	77	82	72	73	89	98	63	83	69	79	62	71	90	86	62
Unemployment - Women	n/a	20	36	25	5	10	12	n/a	32	5	28	n/a	6	11	57
Unemployment - Men	n/a	15	n/a	21	2	5	5	n/a	23	4	23	n/a	4	14	31
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	15	38	11	41	54	45	32	31	22	36
Length of maternity leave (weeks)	12	12	12	12	14	8	12	9	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	67	67	0	100	100	100	100	100	100	60	0	100	100	100
SEXUAL AND REPRODUCTIVE HEALTH															
Maternal mortality rate (out of 100,000)	593	160	549	620	498	460	62	550	449	0	176	736	449	440	960
Using contraception	6	44	5	56	32	36	76	44	46	41	60	51	34	41	59
Births attended by skilled personnel	47	99	74	62	44	73	100	53	81	99	91	74	51	57	66
HIV and AIDS															
Comprehensive knowledge on HIV and AIDS women	7	40	21	29	54	42	87	34	65	67	27	52	45	38	46
Living with HIV as proportion of total	61	58	58	58	58	58	19	60	50	42	59	57	55	57	60
HIV positive pregnant women receiving PMTCT	14	95	6	62	8	53	95	51	85	95	95	95	74	86	54
MEDIA															
Overall	n/a	46	22	73	33	23	33	27	40	n/a	50	40	36	33	13
Board of directors	n/a	24	18	47	10	27	36	25	39	n/a	38	33	22	27	38
Management	n/a	37	10	52	19	24	23	32	37	na	34	29	27	28	11
Female staff in institutions of higher learning	n/a	37	18	67	44	29	79	28	47	n/a	50	33	28	29	25
Proportion of students in institutions of higher learning	n/a	54	77	73	71	50	82	26	60	n/a	64	37	60	61	57
News sources	n/a	24	17	32	24	24	25	17	20	31	20	21	19	21	15

Source: SADC Gender Protocol Barometer 2013.

Numbers in red have regressed whilst numbers in green have progressed over the last year.

na = not available

Country context



Botswana is one of the world's most sparsely populated countries with just two million people.²

Landlocked, with a surface area of 582,000 square kilometres, Botswana is surrounded by South Africa in the south, Namibia in the west, Zambia in the north and Zimbabwe in the northeast.

The population growth rate at approximately 1% has been dropping mainly due to the impact of HIV and AIDS and decreasing fertility rates, (NDP 10).

According to the 2011 census, the population constitutes 48.85% males and 51.15 % females with an estimated 555 395 households.

Botswana has one of the highest numbers of female-headed households in the SADC region. Women head 46% of the country's households. Compared to male-headed households, they have less access to land and control of productive resources, such as cattle and boreholes. Female-headed households are poorer than male-headed households, 33% and 27% respectively. Most women heading households live in rural areas,

where social and economic opportunities are limited as compared to urban areas.³

The official language of Botswana is English and the local language is Setswana. Botswana has numerous ethnic groups: Bangwato, Bakgatla, Balete, Bangwaketse, Bakwena, Batawana, Barolong and Batlokwa.⁴ Other smaller ethnic groups include Basarwa, Bakgalagadi, Batswapong and Bakalaka . A referendum brought about an amendment to the Constitution, Section 77, 78 and 79, giving recognition to other ethnic groups who are represented in the Ntlo Ya Dikgosi (House of Chiefs).

Botswana has a three-tier settlement system made up of nuclear villages, cattle posts and lands.⁵ Traditional gender division of labour prevail with women farming crops and most men involved in livestock production.

Since independence from Britain in 1966, Botswana is hailed as one of the most stable democracies in the SADC region. Successive governments have prioritised the people's access to health and education. The country has also had one of the world's fastest growing economies. Economic growth has averaged at 8.7% per year since independence. Rapid urbanisation has resulted in about 60% of the population concentrated in the capital, Gaborone, and the three urban areas of Francistown, Selebi-Phikwe and Lobatse.

Botswana is classified as an upper middle-income and medium human development country by international organisations, such as the World Bank and the International Monetary Fund (IMF).⁵ Production and export of diamonds have bolstered the economy, leading to high rates of economic growth and per capita incomes.⁶ The government has invested the revenue from the mining industry into social services, such as education, health, water and sanitation. However, recently the global economic recession has drastically reduced revenue from the mineral sector, especially, diamonds, impacting negatively on economic growth and investment in key social development areas.

Aware of the dangers of being too dependent on diamonds, the government has diversified the economy over the past ten years, promoting tourism, the manu-

² CSO 2011.
³ (NDP 10, UN 2010).
⁴ (CSO, 2005).
⁵ UN 2010.
⁶ UN/CCA2007, NDP 10.

facturing industry, financial services and other sectors. However, diamonds still are the main source of foreign exchange, constituting 50% of government revenue, 33% of Gross Domestic Product (GDP) and 70% of foreign exchange.⁷

Botswana's macroeconomic policy has maintained manageable inflation and exchange rates, which should improve Botswana's competitiveness in international markets and contribute to the national objective of achieving diversified and sustainable economic growth.⁸

The Human Development Report 2007/2008 ranks Botswana 124th in the world in the Human Development Index (HDI), measuring average achievement in three basic dimensions of human development: a long and healthy life, knowledge and a decent standard of living. Its ranking is above most SADC countries but lower than South Africa, Seychelles and Mauritius (BEDIA 2008).

Despite economic success, Botswana faces major development challenges. The country suffers relatively high levels of poverty and social inequality, unemployment,

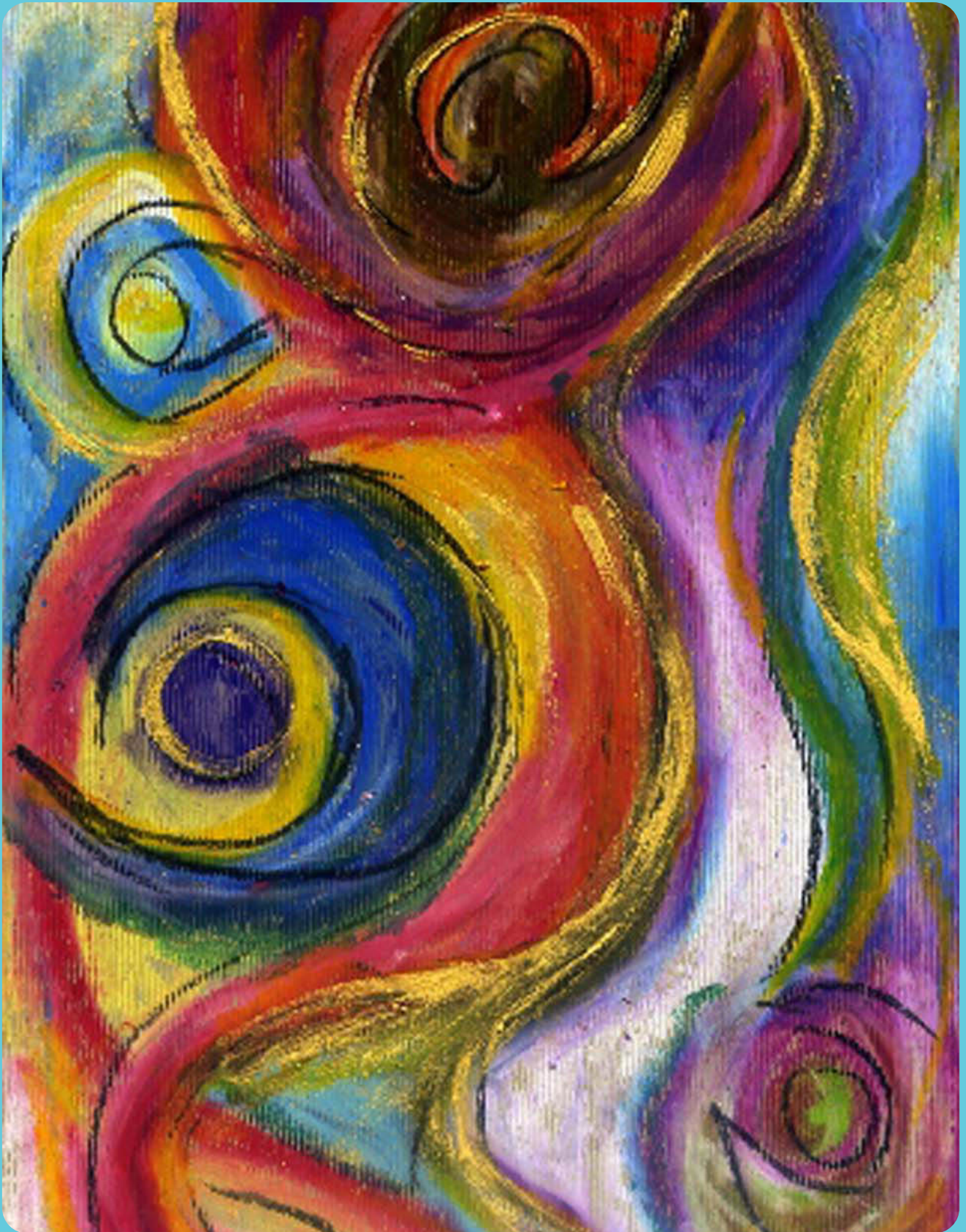
increasing incidence of HIV and gender-based violence (GBV).⁹ The high levels of poverty and inequality are a result of a dominant mining economy that is capital-intensive, the relative poor performance of the agriculture sector and limited success in economic diversification (UN 2010, CCA 2007). Women particularly tend to experience higher levels of unemployment and poverty than men. They have unequal access to economic opportunities. Men dominate the formal sector and over 60% of women resort to the informal sector.

Botswana has addressed gender inequality with some positive results. Notably more women have taken up administrative decision-making posts in the public and private sector, about 55% and 40% respectively. However Botswana's performance in the political arena is poor compared to the other SADC states; for example only 8% of parliamentarians are female. The gender aspect of violence and HIV are huge challenges. Women are more vulnerable to both HIV and GBV. Women and girls are vulnerable to human rights abuses particularly due to some social cultural practices and customary laws that discriminate against them.



Botswana Association of Local Authorities (BALA) has been at the forefront of championing gender equality at local government level. BALA staff at the Gender justice and Local Government Summit - Johannesburg, April 2012. Photo: Keabonye Ntsabane

⁷ www.botswanadirect.co.bw
⁸ BEDIA 2008.
⁹ UN 2010.



A question of culture

Anushka Virahsawmy