



International  
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# Implementation plan of the programme Towards the Elimination of the worst forms of Child Labour in Botswana 2004-2007

TECL Programme



Republic of Botswana

TECL Paper No 9



Republic of Botswana

# **Implementation plan of the programme Towards the Elimination of the worst forms of Child Labour in Botswana 2004-2007**

**TECL Programme**

The Ministry of Labour and Home Affairs (Botswana),  
Programme *Towards the Elimination of the worst forms of Child  
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UNICEF  
Reducing Exploitative Child Labour in Southern Africa (RECLISA)  
The programme Towards the Elimination of worst forms of Child Labour (TECL): ILO/IPEC

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International Programme on the Elimination of Child Labour (IPEC)

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## List of Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
APEC	Action Programme on the Elimination of Child labour
BLNS	Botswana, Lesotho, Namibia & Swaziland
BOCONGO	Botswana Council of NGOs
C138	ILO's Minimum Age Convention, No. 138 of 1973
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CDW	Child Domestic Work
CL	Child Labour
CLPA	Child Labour Programme of Action Labour
CRC	Convention on the Rights of the Child
CSEC	Commercial Sexual Exploitation of Children
CUBAC	Children Used by Adults in the Commission of Crime
HIV	Human Immune Deficiency Virus
IA	Implementing Agency
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
LGA	Local Government Authority
NGO	Non-governmental Organisation
OVCs	Orphans and vulnerable children
PACC	Programme Advisory Committee on Child labour
RECLISA	Reducing Exploitative Child Labour in Southern Africa through Education
SACU	Southern African Customs Union
SIMPOC	ILO's Statistical Information and Monitoring Programme on Child Labour
STD	Sexual Transmitted Disease
TBP	Time Bound Programme
TECL	Programme Towards the Elimination of Worst Forms of Child Labour in BLNS Countries
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
USD	US Dollars
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

## Executive Summary

Child labour is prevalent throughout Southern Africa. The problem, however, varies in size and nature among the different countries of the Southern African Customs Union (SACU) that are covered under the TECL Project. SACU member countries are South Africa and the neighbouring countries of Botswana, Lesotho, Namibia and Swaziland, commonly referred to as the BLNS countries after their initials. Sectors where children perform work that may be detrimental to their health, education or development include subsistence and commercial agriculture, transport, domestic services and the informal sector, in particular retail trade.

The problem of child labour appears in all the five SACU countries in broadly similar forms.

The bulk of the resources of the TECL Project are allocated to the first component focusing on South Africa. This reflects in part the far larger scope of planned action against child labour, notably its worst forms, in this country. South Africa's child population too, is several times larger than that of the BLNS countries combined.

Map: Botswana<sup>1</sup>



<sup>1</sup> Source: <http://www.odci.gov/cia/publications/factbook/geos/bc.html>

<b>Background</b>	Formerly the British protectorate of Bechuanaland, Botswana adopted its name upon independence in 1966. Four decades of uninterrupted civilian leadership, progressive social policies, and significant investment have created one of the most dynamic economies in Africa. Botswana, however, has one of the world's highest known rates of HIV/AIDS infection.
<b>Capital</b>	Gaborone
<b>Executive<sup>2</sup></b>	Head of state : President Festus Mogae Head of government: President Festus Mogae
<b>Geographical area</b>	600 370 sq km
<b>Land boundaries</b>	Bordering countries : Namibia, South Africa and Zimbabwe
<b>Population 2004</b>	1 561 973
<b>Age structure of population</b>	0-14 years : 39.2% (female 302 452, male 310 282) 15-64 years : 56.2% (female 452 801, male 424 613) 65 years and over : 4.6% (female 40 929, male 30 896)
<b>Economic overview</b>	Botswana has maintained one of the world's highest growth rates since independence in 1966. Diamond mining has fuelled much of the expansion and currently accounts for more than one-third of the GDP. However, the government must deal with high rates of unemployment and poverty. The HIV/AIDS infection rate threatens Botswana's economic gains.

In Botswana comprehensive time-bound strategies focusing on child labour, such as the Child Labour Programme of Action in South Africa, have not yet been developed. For that reason the focus of the TECL programme in Botswana will be on laying the foundation for concerted action against the WFCL as well as child labour more generally. Although the review and development of policies and legislation, public awareness raising and actual interventions to address WFCL are important elements of a comprehensive time-bound child labour action programme, TECL support to Botswana will focus mainly on contributing to knowledge on WFCL and the drafting of a country action plan or framework for such a plan to address them.

The assumption is that alternative sources of support and funding for other elements of a comprehensive strategy to address the problem of child labour would be explored in Botswana to supplement the very limited resources available from the TECL programme.

Activities at the national level were defined in a stakeholder-driven strategic planning

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<sup>2</sup> Information subject to confirmation based on the outcome of the recent election process.



workshop in September 2004. The stakeholders identified areas of concern and listed possible areas of appropriate interventions as outlined in the programme approach and outline.

The TECL programme will assist in the creation of an environment in which stakeholders can participate in the process of project design, selection and implementation.

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## 1. Introduction.

### 1.1 Child labour in Botswana.

This *country strategy* for Botswana is based on the *scoping study* on child work and child labour in Botswana by Mr. Duma Boko,<sup>3</sup> and on consultations during missions to Botswana in 2003 and the strategic planning workshop, held in September 2004, and discussions held in 2005 in the national Project Advisory Committee.

Botswana ratified the ILO Minimum Age Convention in 1997 (C138) and the ILO Worst Forms of Child Labour Convention (C182) in 2000. In 1995 the country also ratified both the UN Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child.

Botswana's *Employment Act* is the principal law governing employment-related matters in Botswana. It protects children against exploitation and hazardous employment, defined as any work that is dangerous to the child's health, development and morals. The Act defines a child as a person under the age of 15 years, and a young person as a person who has attained the age of 15 years but is under the age of 18 years. The Employment Act:

- prohibits employment of children under 15 years, or children under the minimum school-leaving age;
- sets strict regulations for the employment of children between 15 and 18 years;
- prohibits employment if the work that is performed is inappropriate for the age of the child or if the work places at risk the child's well-being, education, physical or mental health, or spiritual, moral or social development;
- allows employment of a child who has attained the age of 14 years and is not attending school to do light work that is not harmful to his or her health and development, by a member of his or her family, for not more than five hours a day between 6.00 am and 4.00 p.m. Such work must be of a nature approved by the Commissioner of Labour;
- allows children of 15 and above to be employed by non-family members. Where such employment is other than of a domestic character in connection with which suitable accommodation is provided, the child must readily be able to return each night to the house of his or her parents or guardian.
- prohibits children and young persons from working underground;

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<sup>3</sup> Boko D and Dawie Bosch & Associates. 2003. Summary of National Scoping Studies on Child Labour in Botswana, Unpublished paper, International Labour Organisation.

- prohibits children and young persons from working at night;
- prohibits children under 18 years from working more than six hours a day or 30 hours a week;
- prohibits children during the course of employment from lifting, carrying or moving anything heavy and likely to endanger their physical development.

No dedicated child labour survey has been conducted in Botswana and very little data exist that could illustrate the nature and extent of child labour in Botswana. The TECL programme will be rendering assistance, with the support of ILO SIMPOC, with the design of a statistical survey to be attached to the Labour Force Surveys to be conducted from July 2005 to April 2006 by the Central Statistical Office, on request of the Department of Labour and Social Security. Technical assistance will also be sought from recent surveys conducted in Namibia and South Africa. The lack of a statistical survey seems to indicate that the issue of child labour has not previously been prioritised for specific policy attention.

Since no dedicated child labour study has been conducted in Botswana, the statistical part of this report is primarily informed by studies on child welfare and related issues, e.g. the 1998 UNICEF study on *Families and Children Affected by HIV/AIDS in Botswana*, the 2001 UNDP *Common Country Assessment Report* and a study carried out on *Poverty and Poverty Alleviation in Botswana* by the Botswana Institute for Development Policy Analysis in 1997. Figures presented in this report must be viewed with caution since they are derived from studies that were not designed nor intended to explore the phenomenon of child labour and child work in Botswana specifically.

Key findings of available studies, to the extent of their relevance to the issue of child labour, are summarised below.

In 2000, **17%** of Botswana's children who should have been in primary school were not attending school, and were **unaccounted for**. The proportion of these children who might be kept out of school due to work, or the proportion involved in child labour, is not known.

Over 40% of the rural population of Botswana is involved in **subsistence agriculture**. Often, these farmers have two homesteads - one in the village and another at their ploughing lands or cattle-posts. Children of school-going age tend to stay in the village during the week and go to the lands and/or cattle-post during weekends, and during public and school holidays. In the villages some children live by themselves, often under the supervision of an older sibling who attends school. The **care of the household** then becomes the responsibility of the children. During weekends, school holidays and public holidays the children relocate to the lands or cattle-posts where boys are actively involved in cattle or goat **herding** and girls in **household chores**, and **firewood and water collection**. Subsistence agriculture therefore accounts for a large number of children engaged in economic activities, the majority of whom live in remote rural areas.

On farms where adults are employed as cattle-herders, their children often take part in herding small-stock or collecting firewood and drawing water, both for their own households and for those of their parents' employers. Where the work is done for the employers' families, the children are often not paid. Some of the farms are far from schools or other facilities and the children are thus unable to get access to education.

Many children are involved in work in the **retail and wholesale** industry. Many of them work in family businesses, such as at tuck shops (*semausu*), without pay. It appears that more children are involved in helping **unpaid, in family businesses** (excluding subsistence agriculture) than in other work for pay in cash or kind. The work children do in these businesses includes offloading stock, packing items on shelves, pricing, selling, cleaning and

general maintenance of the business premises. This is done to avoid employing people to do these jobs and thus increasing the expenses of the business. Where the children are involved in such activities they are most often not paid, and when there is any reward it appears to be normally in kind rather than cash.

No statistics are available about children involved in **domestic work**. Indications are that children (mainly girls) from rural areas who have dropped out of school often become involved in domestic work. Often these children are young mothers who have not been able to go back to school and have thus with the full knowledge and consent of their parents been employed to support not only their own children but also their families in the rural areas.

In rural areas, where lack of electricity, reliance on subsistence farming, gathering of firewood for cooking and covering long distances to fetch water are facts of life, children play an even more prominent role in these activities. Most rural areas have no electricity and running water. In fact, **collecting wood or other fuel and fetching water** may well be, with respect to time spent in them, the main work activities of rural children.

## **1.2 Worst forms of child labour (WFCL), and prioritised forms of child work, in Botswana.**

Nine worst forms of child labour, and prioritised forms of child work (such as fetching water), believed to occur in Botswana were identified and prioritised in the consultative workshop in September 2004. The issues listed below are as identified during the workshop, while the information reflected below is based on the scoping study. In some instances the issue raised as a possible area of concern was not identified as such in the scoping study and therefore research information is not provided here.

### **1. Children used by adults in the commission of crime (CUBAC).**

There is little data available on children working in illegal activities in Botswana. The illegal nature of these activities means they are unlikely to be reported in surveys. The high levels of unemployment, poverty and inequality provide conditions conducive to criminal activities that may offer to provide relief from poverty.

Stakeholders suspected that the illegal activities that adults involve children in probably primarily relate to property crimes, such as housebreaking, stock theft and buying stolen goods from children while knowing that they have been stolen. It has also been suggested that children may be used to a limited extent in the selling of drugs.

### **2. Trafficking of children**

In Botswana, the trafficking of children may be linked to CSEC, domestic work and commercial agriculture. Trafficking does not necessarily involve crossing international borders. It is likely that most of the children that have been recruited into exploitative domestic service or agricultural work in Botswana have been moved from elsewhere in the country itself.

It was reported during the strategic planning workshop that it is quite common in Botswana for children from the poorer part of the family to be taken in by the more affluent part of the family, mostly to be domestic workers, often in other parts of the country. This can lead to the exploitation of the children.

Another area of concern is the movement of orphaned children into exploitative labour.

### **3. Children working in the making and selling of liquor.**

Concern was expressed regarding children assisting their family in shebeens after school, as they are exposed to the risk of alcoholism and other dangers such as unwanted sexual advances, etc. This appears especially common in urban and peri-urban areas.

### **4. Children doing hazardous work in the informal retail sector**

By participating in hawking activities children – and especially those who live with just one parent and who are struggling to survive – are contributing to family income. At the same time, the activity may expose them to road traffic hazards and criminal activity, and may keep them from attending school.

### **5. Extreme herding activities in subsistence agriculture.**

It was reported at the planning workshop that in the remote areas of children often have to look after cattle, sometimes to the detriment of their schooling. Children from minority groups such as the San are reportedly used as herd boys and are vulnerable for exploitation and exposed to other hazards.

### **6. Children exposed to various hazards in commercial agriculture.**

In Botswana agriculture appears to be the formal sector in which child work and child labour is most commonly expected. There is no conclusive information about the work children do in commercial agriculture in Botswana, to what extent the work they do is hazardous or interferes with their education or whether there are elements of trafficking, bonded labour or forced labour involved. This requires further research.

### **7. Bonded child labour: Children of the San and other minority groups**

Workshop participants highlighted the vulnerable position of farm workers due to their lack of secure tenure, noting that isolated cases of bonded labour may exist. The children of the San community as well as other low income groups were thought to be especially vulnerable in this regard as, in some cases, it is required from them to work on farms and cattle posts to secure the tenure of the family.

### **8. Commercial Sexual Exploitation of Children (CSEC)**

Stakeholders identified the following forms of CSEC likely to be found in Botswana: transactional sex by children for their survival needs; prostitution of children at truck stops, on streets, in bars and possibly in brothels; and forced / arranged marriages. CSEC is often a hidden form of child labour where stigma, denial and concealment compound the challenge of research and of obtaining reliable information and taking action. Ordinary survey methodologies are not suitable for investigation of this phenomenon.

It is important to distinguish between circumstances where the child engages in sex work because of economic circumstances and where he or she benefits directly in cash or kind from this work, and where the child does so because of force or exploitation by an adult to whom the child hands over all or part of his or her income from sex. In the first case the child is forced to do sex work because of economic hardship and in the other because of coercion from an adult. Both fall within the definition of CSEC but interventions to address these might need to differ. (These two circumstances are referred to above as 'transactional sex' and 'the prostitution of children'.)

In Botswana only anecdotal information is available on CSEC. An increase in visible child prostitution was reported, but it is not known how widespread it is, or whether it is organised.

### **9. Children collecting wood and water over long distances.**

Stakeholders believed that the collection of wood or other fuel and fetching water are very common forms of child work. Children doing domestic chores in their own homes are believed to work in a protective environment where abusive and exploitative work practices are uncommon. However, when the amount, type, conditions or hours of such work become hazardous or detrimental to the child's development, it may need policy attention. No figures are available for Botswana.

The extent of these forms of child work has led to its identification as a priority form of child work to be addressed as a matter of main concern, although it probably does not fall within the definition of the WFCL.

#### **Other WFCL thought to be present in Botswana.**

The stakeholder workshop of September 2004 also identified the following other forms of hazardous work thought to be present in Botswana, although these forms were not identified as priorities: (a) children transporting goods and passengers using donkeys, horses and wheel- barrows; (b) children used in scavenging and recycling.

## **1.3 Circumstances increasing the risk of child labour.**

The main factors indicated by stakeholders contributing to the vulnerability of children to exploitation and abuse in work situations in Botswana are poverty, the effect of HIV/AIDS, remoteness, and ignorance about children's rights in general and about child labour in particular.

### **1.3.1 Poverty**

Botswana is ranked as a Medium Human Development Country in the international Human Development Index. Children of the poor are often forced by circumstances to work in order to supplement the household income. These children mostly end up in the informal sector or in private, hidden situations where regulation is weak or non-existent, and where they are vulnerable to exploitative and abusive work practices.

### **1.3.2 HIV/AIDS<sup>4</sup>**

HIV/AIDS represents one of the most critical issues facing Botswana today.

Country HIV and AIDS estimates, at the end of 2003:<sup>5</sup>

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<sup>4</sup> The information related here is sourced from [www.unaids.org](http://www.unaids.org) and the Botswana Scoping Report referred to above.

- Adults (15-49):  
HIV prevalence rate: 37.3%  
Living with HIV: 330 000
- Adults and children (0-49) living with HIV: 350 000
- AIDS deaths (adults and children): 33 000.

Since the first HIV/AIDS case diagnosis in 1985, the overall prevalence rate has risen dramatically. Surveillance results show a rise from 18.1% in 1992 to 35.7% in 1998 and 37.3% in 2003. In 2003, in more than two thirds of the country the prevalence was over 30%, and in over one third of the country it exceeded 40%. The highest prevalence is among 25–29-year-old adults. Prevalence in the older age groups appears to be increasing, while prevalence among 15–19-year-olds has remained fairly stable.

International research suggests that when orphans in the developing world constitute up to 2% of the child population the children are generally absorbed into the extended family and community. In Botswana about 23.5% of children have lost at least one parent to the death, but this is expected to rise to about 35% of the child population by 2015. Where they are taken into homes in the community, they may be required to work for excessive hours, or to do household work inappropriate for their age.

HIV/AIDS will result in an increase in child-headed households, which are already found in many parts of the country. The children in these households may be forced to work unless there are other forms of assistance. At present the main forms of assistance are coming from over-stretched communities and NGOs. However, the recent amendment to the Affiliation Proceedings Act has made it possible for guardians and/or care-givers of orphaned children to claim child maintenance on their behalf.

In households where there are ill adults, an increase in the incidence of children having to care for terminally ill people can be expected. They could also be forced by circumstances to earn an income because breadwinners are ill or have died. This reduces their ability to further their education and development. It may also expose them to serious risks, such as being forced by circumstances to work on the streets or engage in sex work.

The government, driven by the President's efforts, has put in place a strong multi-sectoral response through the National AIDS Council (NAC). The National AIDS Co-ordinating Agency (NACA) provides technical support to the NAC and co-ordinates the national response. Strong political commitment has led to the integration of HIV/AIDS into national development planning and budgeting (National Development Plan 9). The National Strategic Plan on HIV/AIDS (2003–2009) was developed to foster a broad-based mechanism to achieve an expanded multi-sectoral response.

To effectively monitor and evaluate the response, the Botswana HIV Response Information Management System was developed, which seeks to gather data from all levels of the response. Civil society and the private sector have become increasingly involved in the national response, and in 2003 the private sector co-ordination unit was set up by the NACA with key support from the UN and other development partners. The Country Co-ordinating Mechanism, originally established to manage the Global Fund resources, was mandated to manage additional donor funds.

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<sup>5</sup> 2004 Report on the global AIDS epidemic.

### 1.3.3 Remoteness

During the planning workshop for the TECL programme in Botswana, stakeholder participants indicated that they believed that there would be a higher incidence of detrimental child work in **remote areas** compared to villages, peri-urban and urban centres.

## 2. Programme Approach and Strategy.

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### 2.1 Introduction.

In Botswana, the aim of the TECL programme is to increase knowledge about WFCL, assessing the policy framework and in some instances engaging in limited project interventions and advocacy with the main objective of assisting the country with the formulation of a national child labour action plan to lay the foundation for concerted action towards the elimination of WFCL. An action plan will be drafted with the assistance and engagement of the government, the social partners of the ILO (employers and labour organisations) as well as broader civil society that will lead to the elimination of WFCL.

### 2.2 The approach.

Comprehensive time-bound strategies such as the CLPA in South Africa have not yet been developed in Botswana. For this reason the initial focus will be to gather information on the prevalence, nature and extent of the key priority areas of concern identified (as discussed in par. 2.5) where such rapid assessments have not been done. Although the emphasis will be on increasing knowledge about child labour and WFCL, the TECL programme will also focus on the policy and economic environment by assessing key legislation, policies and programmes to identify any need for legislative reform and capacity development. These two streams will lay the foundation for a consultation process with key government departments, the social partners of the ILO and the broader civil society on the outcome of the research, and aimed at the drafting of an action plan for Botswana to address the matter of child labour, including its worst forms.

The WFCL thought to be prevalent in Botswana were listed and prioritised in a stakeholder-driven strategic planning workshop in September 2004 (see 1.2 above). The Programme Advisory Committee (PACC) in Botswana is tasked to assess the workshop report and listed areas of concern relating to WFCL and child labour, and to prioritise appropriate action to be taken as outlined in the programme strategy and in terms of national priorities and budgetary constraints.

These research / intervention projects will be implemented through sub-contracts. To build capacity in planning and monitoring projects, discussions with key stakeholders will be held as outlined in par. 2.5 below. These discussions will allow for the documentation of findings and experiences (especially good practices), dissemination of information, advocacy and for recommendations that can lead to commitment to future actions to be outlined in the country action plan.

Through contributing to knowledge and information on child labour, assessing the policy and economic environment, limited project intervention (where applicable), drafting programmes

of action and consulting widely, it is expected that child labour issues will attract more public, political and policy attention. It is also expected to empower national actors from the grassroots to the policy makers to take action against the worst forms of child labour, in line with C182.

Support to Botswana will therefore, in general, focus on:

- Increasing knowledge and information on the extent, nature and causes of WFCL in Botswana – focusing on priority areas of concern, and also of national and regional action;
- Assessing the policy and economic environment as framework for a programme of action against child labour and WFCL;
- Formulation of a programme of action or country plan to eliminate WFCL and to address the problem of CL;
- Sharing of experience and best practice in researching WFCL.

The amount of nearly one million USD allocated to TECL projects in the BLNS countries will be shared among them.<sup>6</sup> However, the extent of financial support given to a particular country for interventions will depend mainly on the demand, and the level of activity of the PACC and Secretariat and how efficiently needs for support are translated into formal proposals, approved by the PACC, for consideration by the CTA. This means that there may not be an equal division of available funds for support among the BLNS countries.

In order to promote local ownership of the programme it was agreed that the PACC would engage in a more detailed process of project formulation of the key priorities, and of local contracting, if possible. Cost outlines will be submitted to the CTA for consideration and for allocation of funds.

For an activity to be undertaken it must have been identified as a key area of concern and listed as a possible project for intervention at the stakeholder strategic planning workshop, or must directly contribute to the formulation of the envisaged country programme of action on child labour.

The programme will be co-ordinated closely with its sister programme Reducing Child Labour In Southern Africa through education (RECLISA), which is also funded by USDOL. It seeks to reduce the number of children in Southern Africa engaged in the WFCL by increasing the number participating in formal or alternative education. RECLISA is also running a programme in Botswana.

## **2.3 Implementation stages of programme.**

The implementation of the BLNS component of the project involves four stages, as follows:

### **Stage I: Project component start-up (months 1 – 7).**

The main activities, namely the appointment of the Country Secretariat and convening of the PACC, as well as a strategic planning workshop were completed as is outlined in more detail in par. 4 below.

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<sup>6</sup> SAR value using the exchange rate for March 2005 of 5.80/US\$ is R1 450 000.



## **Stage II: Scoping and design of country projects, and start of implementation (months 8– 18).**

The project interventions were selected based on CTA approval of proposals / requests for support received from the PACC and Country Secretariat. The strategic planning workshop has provided the overall strategic framework within which specific proposals will be evaluated, and the scoping and design will include selected rapid assessments as well as a review and update of the initial country scoping study. The PACC will thus request support based on their needs / the needs of their target group within an overall strategic framework.

## **Stage III: Implementation continued (months 19 – 30).**

Implementation of the selected country projects will continue, followed by a self-evaluation and planning exercise. The purpose of the latter will be to determine whether project implementation and progress is on track in terms of original planning, and deciding on corrective actions as required.

## **Stage IV: Learn, finalisation of action plan and share (months 31 – 36).**

Stage III will be followed by a final evaluation with a substantial self-evaluation element. This will determine whether the objectives of the projects have been achieved. Critical success factors, as well as factors impeding the achievement of objectives, will be identified. Best practices and lessons learnt will be shared among partners in the sub-region.

Activities may run over more than one stage to allow for flexible implementation and for longer implementation time if and when required.

### **Programme assessment.**

In addition to the PACC, participants in the planning-cum-self-evaluation workshops will include a range of stakeholders to ensure adequate representation of priorities and demands. Participants may include, but will not necessarily be limited to, ILO / IPEC officials, representatives of central government ministries, Local Government Authorities (LGAs), workers' and employers' organisations, NGOs, CBOs and the media. It would be appropriate for the PACC to ensure broad participation in these workshops, which will be facilitated by the Country Secretariat and the CTA, with support from other ILO / IPEC Field Staff. External programme evaluations should be contracted as far as possible to local organisations and institutions. Involvement of stakeholders from Botswana in the teams that will conduct the final programme evaluation is essential.

The CTA, in close collaboration with the Country Secretariat, will in addition conduct a mid-stage review for Stage II and III respectively. The mid-stage review will raise any "red flags" for adjustment of the project activities and serve as a forum for sharing experience among partners.

## **2.4 Nature of projects in Botswana.**

The nature of support to Botswana has been designed taking into account a list of possible interventions as described in the project document of the TECL programme. Based on the input from stakeholders during the strategic planning workshop, possible areas for intervention were identified which reflect national needs and priorities for building knowledge about the incidence of, and action to eliminate, WFCL.

The activities proposed in Botswana mainly focus on gathering information on and contributing to knowledge about WFCL, and on putting in place a programme of action on WFCL. The listed project outlines are mostly preparatory and would need to be fairly modest in scope.

The process of finalising the projects and work programme for Botswana is discussed below.

#### **2.4.1 Building knowledge on WFCL**

Thematic / sector studies and assessments will be conducted, which will provide information to be a basis for designing and **implementing sector interventions, and will also define hazardous child labour in specific sectors**. This could also include good practice studies that may yield information on innovative, replicable interventions to prevent WFCL or to remove and protect children from WFCL, and rehabilitate them. These are also referred to as impact studies where the impact of existing interventions is assessed and programmes with favourable outcomes identified as best practice.

The following thematic and sector studies were identified by the PACC during April 2005 and will be conducted subject to funding being available and / or the nature of the submissions received:

##### **I: Commercial sexual exploitation of children (CSEC), including child prostitution, transactional sex and forced or arranged marriages.**

This research will be aimed at determining the nature and extent of CSEC, as well as analysing the context and relevant policy environment.

##### **II: Children working in the making and selling of liquor.**

This research will be aimed at determining the nature and extent of the use of children in making and selling liquor, as well as analysing the context and relevant policy environment.

##### **III: Child trafficking with a focus on child domestic work and commercial agriculture.**

This research will be aimed at determining the nature and extent of the trafficking of children, with a focus on child domestic work and commercial agriculture, as well as analysing the context and relevant policy environment.

##### **IV: Survey on child labour.**

Rendering technical assistance to the planned child labour survey or child labour module planned with the labour force survey.

#### **2.4.2 Preparing a *discussion document* to form the basis of consultations for formulation of an action programme.**

This project aims at analysing the political and economic environment relevant to a programme of action against child labour and WFCL, as well as summarising all known facts on the issue.

In 2003 a scoping study was conducted as referred to in Section 1 of this report. The scoping study aimed at analysing the situation of working children in the country, based on

available research such as national surveys (if available) and a wide range of qualitative research. This research was not conclusive and did not represent the official view of the government.

In subsequent stakeholder processes it was recommended that the scoping study be reviewed and updated as two years have passed, and also recommended that key government departments and stakeholders actively participate in this assessment.

It should be published as a discussion document by the Ministry of Labour for public comment.

#### **4.2.3 Formulation of a programme of action.**

An objective of the TECL programme in Botswana is to assist in the drafting of a national action plan on child labour for the country. As experienced in South Africa, the drafting of an action plan is a very intensive process requiring the commitment of government and key stakeholders in the allocation of both support and resources. During the Botswana planning workshop stakeholders confirmed that this objective might be too ambitious to reach within the 3-year period of the TECL programme, but agreed to commit them to the Programme. The PACC will be requested to make an assessment of what is missing in terms of information, advocacy, capacity building and strengthening, policy development and analysis, resources, etc., to lead to the drafting of a national action plan on child labour by the end of the three years of the TECL programme.

#### **4.2.4 Support for exchange visits.**

The aim of exchange visits is to enable good practice interventions in another country to be observed by those on exchange, and possibly replicate by Implementing Agencies (IAs) in their own countries. Stakeholders confirmed the value of such exchange visits and their willingness to learn from one another. However, due to costs it will only be possible to undertake these activities to a very limited extent.

#### **2.4.5 Comparing planned TECL activities in Botswana with those in others BLNS countries**

The planned activities in Botswana can be compared with the approach planned in the other BLNS countries as follows:

- In Botswana an initial baseline survey on children's work-related activities will be run, funded mainly from the TECL project funds. During the TECL project period Namibia will run a follow-up survey to the country's 1999 baseline survey, funded by in-country funds. Lesotho has completed its baseline survey early in 2005. No survey has been run or is planned by 2007 in Swaziland.
- Three rapid assessments are planned in Botswana, as is the case also in Namibia and Swaziland. Rapid assessments on four child labour categories were run in Lesotho in 2004, and no further rapid assessments are planned there as part of the TECL programme.
- The process of establishing an Action Programme on the elimination of Child Labour in each of the four BLNS countries will be roughly the same as that planned in

Botswana:

- drafting an updated *Discussion Document* on policies and research information;
- a broad consultation process on policy interventions regarding child labour, with a focus on WFCL;
- drafting and provisionally adopting a national *Action Programme on the Elimination of Child labour (APEC)*.

## 2.5 Strategy to implement projects in Botswana.

For a project to be implemented in a country it must have been identified as a key area of concern and listed as a priority at the stakeholder strategic planning workshop, or directly contribute to the formulation of the envisaged country programme of action on child labour and on the cost of a given proposal.

In order to promote local ownership of the TECL programme it was agreed that the PACC will engage in a more detailed process of:

- finally selecting thematic / sector studies or good practice studies;
- drafting and submitting generic terms of reference for the selected project to be conducted, with a cost estimate and a recommendation on the preferred procurement process to be followed;
- assessing detailed project proposals and cost outlines based on the generic terms of reference, and the submitting a well-motivated recommendation to the CTA for consideration and for allocation of funds.

The PACC and the CTA will follow procurement procedures that will consider fair price, based on the market situation of the country for such services, as well as a good product and service, based on a clear understanding of and experience in the field.

During the planning process it was agreed that projects identified will be implemented through sub-contracts. Furthermore, it was also agreed that project proposals or requests should preferably originate from organisations and institutions within Botswana and submitted *via* the PACC to the CTA for consideration.

Inviting and selecting proposals for the projects would take place from April to June 2005.

## 2.6 Objectives, Outputs & Activities.

<b>IMMEDIATE OBJECTIVE 3</b>	By the end of the project, there will be <b>an enabling environment for the elimination of WFCL in the BLNS countries</b> , leading to effective national interventions against this problem	
<b>STRATEGIC COMPONENT</b>	<b>OUTPUTS</b>	<b>MAIN ACTIVITIES</b>
	3.1. Qualitative and quantitative information on magnitude, characteristics, causes and consequences of selected forms of child labour, including WFCL, in BLNS countries	<p>3.1.3. Formulate range of possible projects per country as selected by the Project Advisory Committee (PACC) of the relevant country, on: (menu) hazardous work in agriculture, CSEC, trafficking, illegal activities, child domestic work, hazardous work, street children and other WFCLs.</p> <p>3.3.2.1 Project 1 Rapid assessment: Botswana</p> <p>3.3.2.2 Project 2: Rapid assessment: Botswana</p> <p>3.3.2.3 Project 3: Rapid assessment: Botswana (subject to availability of funding and nature of proposals received)</p> <p>3.1.7. Funding of and technical assistance to a planned SIMPOC-type survey in Botswana, run as add-on questions to the Labour Force Survey conducted in 2005-2006, incorporating 4.2.6.</p>
<i>Planning and development of pilot interventions</i>	3.3. Planning of appropriate projects per country	<p>3.3.1. Organize strategic planning workshops in the 4 BLNS countries with the participation of all major stakeholders to discuss menu of possible interventions</p> <p>3.3.3. Advocate with Ministries of Labour and other relevant authorities in each country for the adoption of recommendations from in-country projects</p>
	3.4. Pilot interventions implemented and documented	<p>3.4.1. Based on 3.3.1, and as decided by the PACC of the relevant country (3.3.4), select forms of child labour and areas of intervention for the implementation of pilot activities (menu) - Incorporated under 3.1.3 and will not be reported separately.</p> <p>3.4.2. Provide technical assistance, support and supervision of the pilot action programmes in selected areas of intervention – if selected by the PACC of the relevant country</p> <p>3.4.3. Evaluate and document strengths and weaknesses of pilot action programmes – if pilots have been selected by the PACC of the relevant country</p>

<b>IMMEDIATE OBJECTIVE 4</b>	By the end of the project, there will be <b>more effective policies and programmes for tackling sub-regional child labour issues</b> , especially in its worst forms, <b>in the SACU region</b>	
<b>STRATEGIC COMPONENT</b>	<b>OUTPUTS</b>	<b>MAIN ACTIVITIES</b>
<i>Improved knowledge for targeting and programming</i>	4.1 Qualitative and quantitative sub-regional information produced on the magnitude, characteristics, causes and consequences of child labour, including WFCL,	4.1.1. Conduct as many sub-regional rapid assessments as are appropriate of WFCL (involving not only the SACU countries but also other neighbouring countries such as Zimbabwe and Mozambique), including cross-border child trafficking
<i>Improved cooperation of action against CL among SACU countries in action against CL</i>	4.2. Concerted action against WFCL in the sub-region facilitated	4.2.1. Support existing forums dealing with WFCL at a sub-regional level, incorporating 4.2.2.
		4.2.3. Draft a proposed agreement on child trafficking for use by the governments of the sub region
		4.2.4. Facilitate the adoption of the proposed agreement by the governments of the sub region
		4.2.5. Facilitate exchange visits between personnel in the different SACU countries to exchange views with counterparts on WFCL

## 2.7 Indicators & Means of Verification.

The following table includes the main indicators of achievement and means of verification for the TECL programme's immediate objectives. The indicators reflected in the table below are extracted from the indicators in the TECL Project Document set for the BLNS countries and activities in the sub-region, with some additional indicators.

Immediate Objective 3: By the end of the project, there will be <b>an enabling environment for the elimination of WFCL in the BLNS countries</b> , leading to effective national interventions against this problem		
<b>Indicators</b>	<b>Means of Verification</b>	<b>Comments</b>

<b>Process indicators</b>		
No. of visits and engagements to BLNS countries	Visit reports	
No. of priority WFCL identified	Reports on workshops	
No. of research reports completed	Research reports	
No. of policy positions recommended	Research outputs and policy papers.	
No. of action programmes initiated	Project reports and contracts	If selected by the BLNS countries as appropriate projects.
No. of action programmes completed	Project reports	If selected by the BLNS countries as appropriate projects.
No. of BLNS countries technically assisted with surveys	Reports and contracts	
<b>Impact indicators</b>		
No. of good quality research reports produced, contributing substantially to information on WFCL in BLNS countries.	Research reports, assessed by the TECL team.	
No. of good quality policy papers / sets of regulations / guidelines produced.	Policy papers / sets of regulations / guidelines, assessed by the TECL team.	
No. of new policy positions regarding child labour, including WFCL, taken in the four countries	National Steering Committees' meeting minutes;	Initiatives of any size and scope (from individual activities to full-blown programmes) will be considered as "policy positions". The analysis of the indicator will include a breakdown by country and type of "policy positions".
<b>Immediate Objective 4: By the end of the project, there will be more effective policies and programmes for tackling sub-regional child labour issues, especially in its worst forms, in the SACU region</b>		
<b>Indicators</b>	<b>Means of Verification</b>	<b>Comments</b>
<b>Process indicators</b>		
No. of good quality research reports produced, on cross-	Research reports	

border CL.		
No. of regional meetings / workshops attended / organized / facilitated	Minutes of meetings	
No. of government officials delegates / representatives from different countries participating in regional meetings	Minutes of meetings	
No. of exchange visits & No. of people participating in exchange visits	Visit reports	
<b><i>Impact indicators</i></b>		
Acknowledgement of cross-border nature of some forms of WFCL.	Minutes of meetings and TECL reports	
No. and type of multilateral initiatives against child labour developed in the SACU region	Information from government sources as recorded by TECL and National Steering Committees	This indicator will provide information on inter-regional co-operation and common action. A qualitative analysis of types and scope of initiatives will be included.
Strong multi-lateral networks established or supported	National Steering committee reports	

### **3. Target Groups and Partners.**

#### **3.1 Direct beneficiaries.**

The TECL programme aims at increasing knowledge about WFCL, and some children who are involved in WFCL may already benefit from these research projects.

#### **3.2 Indirect beneficiaries.**

The indirect beneficiaries of the TECL programme are children, their families and communities who will benefit from more information, increased awareness and attention to WFCL in development initiatives, in policies and government practices, etc.

#### **3.3 Direct recipients.**

The first group of direct recipients are stakeholders whom the PACC will identify as custodians of the various elements of the TECL programme. More specifically, the direct



recipients are staff and others attached to national institutions that receive services and benefit from the project, to enable them to carry out and support action against WFCL. National institutions comprise public sector entities, such as line ministries, local government authorities, service providers (for example, schools), law enforcement agencies, etc. National institutions also comprise employers' and workers' organisations, NGOs, the media, research institutions, private enterprises and enterprise associations and other civil society organisations and entities. Policy makers also make up a key recipient group.

### 3.4 Partners.

The partners in the TECL programme are government ministries / departments at national (central) and local (district) government level, workers' and employers' organisations, NGOs, CBOs and research institutions, that will provide resources (in kind or in cash) for the implementation of the project's activities.

Partners also include donors and international and regional organisations and other ILO / IPEC units, who may be able to participate in selected parts of the project. The PACC already includes most of the project partners.

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## 4. Programme Management.

### 4.1 Programme Advisory Committee on Child Labour (PACC).

The PACC for Botswana was established after the strategic planning workshop held there. The main responsibilities as outlined in the terms of reference of the PACC will be to oversee project activities at national level. Specifically the role of the PACC will be to:

- Provide general **advice and support** to the programme in the selection and execution of projects, by ensuring that proposed project activities are in line with national government development priorities and policies
- **Monitor** progress of the programme against objectives and work plans, including evaluation by defining milestones for each of the main activities and periodically evaluating the programme
- **Promote** the TECL programme and its objectives amongst stakeholders and other interested parties.
- **Integrate ongoing results** of the programme into the short-, medium- and long-term planning of the various organisations represented on the PACC. Formulating a programme of action for addressing WFCL in Botswana, taking into consideration the outputs from the TECL programme and other related initiatives.
- **Disseminating results of research** and other outcomes to the broader community, including ensuring that information gathered is adequately documented and preserved.

- Ensure that there is **ongoing involvement and support** from their constituency and facilitate consensus about what WFCL are present in Botswana.
- Explore other sources of support for WFCL projects that cannot be funded by this project.
- Through the facilitation of the TECL team, the PACC has also agreed to guide the RECLISA programme activities in the country, and a RECLISA representative will have a seat on the PACC.

## 4.2 Composition of the PACC.

During the Botswana strategic planning workshop it was agreed that the PACC will be composed as follows:

- 3 representatives (inclusive of the Chairperson) of the Department of Labour in the Ministry of Labour and Home Affairs.
- 1 representative of the Ministry of Local Government: representing social services & local government departments
- 1 representative of the Ministry of Finance (CSO)
- 1 representative of the Ministry of Education (DPE)
- 1 representative of the Ministry of the Office of the President: Attorney General or Police or Justice
- 1 representative of the labour organisations
- 1 representative of the employers' organization
- 3 NGO representatives nominated by BOCONGO
- 1 representative of UNICEF
- TECL representative
- It was subsequently agreed that a RECLISA representative will also form part of the PACC.

The Department of Labour will act as Country Secretariat to the PACC. The PACC could also include a prominent research institute, as this is one way of drawing such institutions into child labour and related issues.