



Parliaments' Legislative Powers: From Pre-legislative Scrutiny to Oversight and Effective Public Consultations

Inter Pares Partnership with the National Assembly of Botswana

Gaborone, Botswana

17-19 March 2025

PROGRAMME

About Workshop	The workshop is organized as part of the Inter Pares Partnership with the National Assembly of Botswana. It gathers the Members and staff of the National Assembly of Botswana, representatives of the Parliament of Denmark (Folketing) and the French National Assembly, as well as international expert scholars, to exchange practices and discuss the parliaments' role in lawmaking and public engagement. The Constitution of Botswana and the Standing Orders of the Parliament grant sufficient legislative powers to the National Assembly; however, its practical implementation has been limited in the past. Although bills have been scrutinized in committees, this has not been done systematically. The bills have been mostly debated in plenary, with insufficient time provided to MPs to carry out legislative scrutiny. This has been particularly challenging in the case of bills marked with the "certification of urgency". At the oversight stage, the National Assembly monitors the implementation of legislation, but it is committed to introducing a more structure approach, including additional tools, such as the post-legislative scrutiny. The Parliament has in the past had limited human resources, but has specific plans to increase its staff size and capacities in order to improve legislative research and analysis and provide more effective support to MPs. The National Assembly has already done important work to open up the parliament to citizens, including through the creation of the innovative Botswana Speaks platform. The Parliament is currently interested in attracting more users to the platform and transform it into an effective communication channel between MPs and the public. Strengthening the engagement with the civil society organizations and streamlining public consultations across parliamentary committees are other areas which the National Assembly looks forward to enhancing. Overall, the National Assembly of Botswana is interested to strengthen its legislative powers and capacities and strengthen participatory processes in committees, including through stronger civil society engagement and introduction of a new citizen petitions system. This workshop aims to strengthen parliamentary capacity for effective legislative scrutiny and oversight, through mutual learning and exchange of experiences,

	challenges and successful practices between the parliaments of Botswana, Denmark (Folketing) and France (National Assembly). The specific objectives of the workshop are to: - Provide an overview of the parliaments' legislative powers and the role of parliamentary committees. - Exchange knowledge and experiences about key principles in legal drafting and how to scrutinize laws to ensure they are effective, align with the established constitutional and legal framework, and are adopted through consultative and inclusive processes. - Discuss the importance of parliamentary oversight in the implementation of laws and share key oversight mechanisms. - Facilitate a discussion on the role of civil society organisations in contributing to legislative processes in parliaments.
Date / Time	<u>Monday, 17 March:</u> 08:30 – 16:30 Gaborone Time <u>Tuesday, 18 March:</u> 08:30 – 15:45 Gaborone Time <u>Wednesday, 19 March:</u> 08:30 – 14:00 Gaborone Time
Venue	<u>Protea Hotel by Marriott Gaborone Masa Square</u>
Languages	English
Participants	NATIONAL ASSEMBLY OF BOTSWANA SPEAKERS & MODERATORS (<i>see the list of participants at the end of this Programme</i>) ● Hon. Omphemetse Kwapa, Standing in for Chairperson of the Committee on Standing Orders and Reforms ● Hon. Goretetse Kekgonegile, Chairperson of the Committee on Labour and Home Affairs ● Dr Gabriel G.G. Malebang, Clerk of the National Assembly ● Kebafentse Helen Ketshajwang, Deputy Clerk of the National Assembly ● Christopher Nfila, Senior Assistant Clerk I ● Moroka Moreri, Secretary, Ntlo ya Dikgosi ● Silas Sehularo, Chief Public Relations Officer ● Linny Aaron, Principal Legislative Drafter ● Kedibonye Nyanga, Principal Clerk Assistant I ● Tiroyaone Morewakwena, Assistant Clerk, Parliamentary Committees ● Wilfred O. Mooketsi, Assistant Clerk, Research & Information Services ● Rosah Mokone, Performance Improvement Coordinator ● Gontse Tau, Principal Clerk Assistant I PARLIAMENT OF DENMARK (FOLKETING) ● Flemming Kordt Wessel, Head of Section, International Secretariat ● Anton Høj Jacobsen, Senior Legal Adviser NATIONAL ASSEMBLY OF FRANCE

	- Philippe Dautry, Former Senior Adviser, Former Head of Staff of the General Rapporteur of the Budget and Finance committee, and Former Head of Staff of the Committee for Evaluation and Oversight of Public Policies EXPERTS - Prof. Helen Xanthaki, Professor of Law and Legislative drafting; the Dean of Postgraduate Laws Programmes at the University College London (UCL) - Dr Maria Mousmouti, Professor at the Institute of Advanced Legal Studies of the University of London - Prof. Cristina Leston-Bandeira, Chair, International Parliamentary Engagement Network (IPEN) - Juliet Ollard, Senior Researcher (IPEN); Senior Engagement Officer in the bicameral Public Engagement Team (Select Committees), House of Commons, UK CIVIL SOCIETY ORGANIZATIONS FROM BOTSWANA <i>(FOR 19 MARCH SESSION ONLY)</i> <i>(See the full list of participants at the end of this Programme)</i> - Kagiso Molatlhwa, Executive Director, BOCONGO – Botswana Council of Non-Governmental Organisations EUROPEAN UNION DELEGATION TO BOTSWANA AND SADC - Clement Boutillier, Acting Head of Delegation - Samantha Refilwe Pilane, Press and Information Officer - Boitshoko Nyatshane, Programme Officer, Social Affairs INTER PARES/INTERNATIONAL IDEA - Sophie Guruli, Senior Programme Officer - Carlotta Viaggio, Programme Assistant
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Monday, 17 March Parliaments' Legislative Powers	
<i>Master of Ceremonies: Silas Sehularo, Chief Public Relations Officer, National Assembly of Botswana</i>	
08.30 – 08.50 (20 min)	Opening Remarks • Dr Gabriel G.G. Malebang, Clerk of the National Assembly of Botswana • Clement Boutillier, Acting Head of EU Delegation to Botswana and SADC • Jonathan Murphy, Head of Programme, Inter Pares/International IDEA <i>(video message)</i>
08.50 – 09.05 (15 min)	Lawmaking in the National Assembly of Botswana: Reflections on the interim results, challenges and opportunities in the 13th Parliament The presentation will evaluate the legislative process in Botswana's 13th Parliament. Reflecting on the results of the first few months, it will emphasize the key challenges and opportunities for the National Assembly, suggesting ways to strengthen its role and effectiveness in the legislative process, be it through the revision of the Standing Orders, improved practices and/or strengthened internal capacities. • Hon. Omphemetse Kwapa, Standing in for Chairperson of the Committee on Standing Orders and Reforms, National Assembly of Botswana
09.05 – 09.50 (45 min)	Introductory Session: Pre-legislative scrutiny for better regulation and better legislation The session will provide an overview of key principles of legal drafting and legislative scrutiny and discuss a set of criteria used to examine laws against their aims, relevance and quality. Presenter: Prof. Helen Xanthaki , Inter Pares Expert Discussion
09.50 – 10.05	<i>Coffee Break</i>
10.05 – 11.20 (75 min)	Law-making and pre-legislative scrutiny: showcasing parliamentary practices from Botswana and the European Union <i>Moderated by: Prof. Helen Xanthaki, Inter Pares expert</i> During the session, the representatives from Botswana, Denmark and France will be invited to present the procedures, experiences and practices from their own parliaments. Each presenter will be encouraged to showcase concrete examples from their work, such as the drafting of a Private Member Bill, policy motion or committee conclusions on draft legislation.

	<i>Presenters:</i> • Linny Aaron, Principal Legislative Drafter, National Assembly of Botswana • Anton Høj Jacobsen, Senior Legal Adviser, Parliament of Denmark (Folketing) • Philippe Dautry, Former Senior Adviser, Former Head of Staff of the General Rapporteur of the Budget and Finance committee, Former Head of Staff of the Committee for Evaluation and Oversight of Public Policies, French National Assembly Discussion
11.20 – 12.30 (70 min)	Citizen petitions: bringing people's voices into lawmaking <i>Moderated by: Kebafentse Helen Ketshajwang, Deputy Clerk of the National Assembly of Botswana</i> The session will discuss one of the tools in public engagement mechanisms in policy and law-making processes, i.e. citizen petitions. By providing a brief overview of global practices, the session will highlight the purpose, strategy, institutional process and procedure of the petitions systems. It will help generate ideas for the most preferable citizen petitions models for Botswana and explore their potential introduction by the National Assembly. <i>Presenters:</i> • <i>Overview of global trends and practices</i> – by Prof. Cristina Leston-Bandeira, IPEN Chair • <i>Citizen petitions in Botswana: exploring opportunities for enhanced democratic processes</i> – by Kedibonye Nyanga, Principal Clerk Assistant I, National Assembly of Botswana • Reflections from the EU Member States Parliaments Discussion
12.30 – 14.00	<i>Lunch</i>
14.00 – 15.15 (75 min)	Group Exercise: Pre-legislative scrutiny in practice Participants will be divided into groups to scrutinize the selected piece of draft legislation. Groups will report results to the plenary. <i>Facilitated by Prof. Helen Xanthaki and Dr. Maria Mousmouti, Inter Pares experts</i>
15.15 – 16.15 (60 min)	Role of committee staff and research services in legislative research and pre-legislative scrutiny <i>Moderated by: Sophie Guruli, Senior Programme Officer, Inter Pares/International IDEA</i> The session will discuss various tools and mechanisms that support research and legislative scrutiny activities. The staff representatives from Botswana, Denmark

	and France will share their experiences on how they provide research services, what resources they use and what products they offer to MPs. The participants will also reflect on challenges, such as the lack of tools, human resources, insufficient access to governmental and/or external data, which could impact their work. <i>Presenters:</i> • Wilfred O. Mooketsi, Assistant Clerk, Research and Information Services, National Assembly of Botswana • Tiroyaone Morewakwena, Assistant Clerk, Parliamentary Committees, National Assembly of Botswana • Flemming Kordt Wessel, Head of Section, International Secretariat, Parliament of Denmark (Folketing) • Philippe Dautry, Former Senior Adviser, Former Head of Staff of the General Rapporteur of the Budget and Finance committee, Former Head of Staff of the Committee for Evaluation and Oversight of Public Policies, French National Assembly Discussion
16.15 – 16.30 (15 min)	Wrap up and Agenda for Day 2 • Rosah Mokone, Performance Improvement Coordinator • Sophie Guruli, Inter Pares/International IDEA
17.00 – 18.00	Tour of the National Assembly of Botswana

Tuesday, 18 March Effective Legislative Oversight	
<i>Master of Ceremonies: Sophie Guruli, Senior Programme Officer, Inter Pares/International IDEA</i>	
08.30 – 08.40 (10 min)	Introduction of the Agenda for Day Two • Sophie Guruli, Inter Pares
08.40 – 09.40 (60 min)	Introductory session Legislative oversight: aims, principles, stakeholders and steps The introductory session will kick off with the overview of the various oversight tools used by parliamentary committees to monitor the implementation of laws, such as committee hearings, scrutiny of government reports, MP questions, etc. It will continue with taking a closer look at post-legislative scrutiny (PLS) and evaluation of public policies (EPP) and current trends in the parliaments. The session will also reflect on possible challenges and their solutions, including how to spark MPs' interest toward the oversight process and identify and engage relevant stakeholders to ensure consultative, participatory and evidence-based processes. Presenter: Dr. Maria Mousmouti, Inter Pares Expert • Inputs by Prof. Cristina Leston-Bandeira, IPEN Chair – <i>on inclusion of marginalized communities</i> Discussion
09.40 – 09.55	<i>Group Photo and a Coffee Break</i>
09.55 – 11.10 (75 min)	Post-legislative scrutiny and evaluation of public policies: tools for effective legislative oversight across different parliaments <i>Moderated: by Dr. Maria Mousmouti, Inter Pares expert</i> The session will showcase the parliaments' experiences in exercising oversight over the implementation and evaluation of adopted legislation in Botswana, Denmark, France, UK and beyond. The participants will reflect on the required resources, common challenges in the oversight process and the ways to address them. <i>Presenters:</i> • Linny Aaron, Principal Legislative Drafter, National Assembly of Botswana • Philippe Dautry, Former Senior Adviser, Former Head of Staff of the General Rapporteur of the Budget and Finance committee, Former Head of Staff of the Committee for Evaluation and Oversight of Public Policies, French National Assembly • Anton Høj Jacobsen, Senior Legal Adviser, Parliament of Denmark (Folketing)

	• Juliet Ollard, Senior Researcher at IPEN; Senior Engagement Officer in the bicameral Public Engagement Team (Select Committees), UK House of Commons Discussion
11.10 – 12.30 (80 min)	Group work exercise with MPs Participants will be divided into groups to scrutinize the selected piece of legislation. Groups will report results to the plenary. <i>Facilitated by: Dr. Maria Mousmouti and Prof. Helen Xanthaki</i>
12.30 – 14.00	<i>Lunch</i>
14.00 – 15.30 (90 min)	Practical exercise with the staff: Developing the pre- and post-legislative scrutiny checklist <i>Facilitated by: Dr. Maria Mousmouti and Prof. Helen Xanthaki</i>
15.30 – 15.45 (15 min)	Wrap up and Agenda for Day 3 • Sophie Guruli, Inter Pares/International IDEA
19.00	Reception

Wednesday, 19 March Parliament and Civil Society Organisations: Effective Collaboration for Stronger Democracy	
<i>Master of Ceremonies: Sophie Guruli, Senior Programme Officer, Inter Pares/International IDEA</i>	
08.30 – 08.45 (15 min)	Opening remarks • Hon. Goretetse Kekgonegile, Chairperson of the Committee on Labour and home Affairs, National Assembly of Botswana (tbc) • Clement Boutillier, Acting Head of EU Delegation to Botswana and SADC
08.45 – 09.25 (40 min)	Parliaments' engagement with civil society: promoting representative, participatory and inclusive processes <i>Moderated by: Prof. Cristina Leston-Bandeira, IPEN Chair</i> The session will focus on the role and importance of civil society engagement with parliaments for enhancing democratic processes in the country. It will examine the topic from both parliament and CSO perspectives, and share insights into the accomplishments, challenges and the future of parliament-civil society collaboration. The session will reflect on opportunities for improving engagement mechanisms and practices by parliaments and how CSOs can offer more meaningful contribution to policy-making processes. <i>Presenters:</i> • Hon. Goretetse Kekgonegile, Chairperson of the Committee on Labour and home Affairs, National Assembly of Botswana (tbc) • Kagiso Molathwa, Executive Director, BOCONGO – Botswana Council of Non-Governmental Organisations Discussion
09.25 – 10.35 (70 min)	Public consultations: global trends and practices <i>Moderated by: Juliet Ollard, Senior Researcher, IPEN</i> The session will focus on public consultations as an important mechanism to promote democratic processes at national level. The participants will discuss the benefits of public consultations both from the perspective of parliaments as well as of citizens, civil society organizations, and various interest groups. The emphasis will be made on the importance of quality of engagement, diversity and inclusion, and evaluation of impact. Presenter: Prof. Cristina Leston-Bandeira, IPEN Chair <i>Contributors:</i> • Anton Høj Jacobsen, Senior Legal Adviser, Parliament of Denmark (Folketing) • Philippe Dautry, Former Senior Adviser, Former Head of Staff of the General Rapporteur of the Budget and Finance committee, Former Head of Staff of

	the Committee for Evaluation and Oversight of Public Policies, French National Assembly • Dr. Maria Mousmouti, Inter Pares Expert Discussion
10.35 – 10.50	<i>Coffee Break</i>
10.50 – 12.20 (90 min)	How to put public consultations into practice: simulation exercise <i>Facilitated by: Prof. Cristina Leston-Bandeira, and Juliet Ollard, IPEN</i> <i>Engaging:</i> • National Assembly of Botswana • Local CSOs from Botswana • EU Member States Parliaments Session output: Developing a public consultations checklist
12:20 – 12:30 (10 min)	Vote of Thanks • Sophie Guruli, Senior Programme Officer, Inter Pares/International IDEA
12.30 – 14.00	<i>Lunch</i>

NATIONAL ASSEMBLY OF BOTSWANA

MEMBERS OF PARLIAMENT

- Hon. Goretetse Kekgonegile, Chairperson of the Committee on Labour and Home Affairs
- Hon. Pheny Segokgo, Chairperson, Governance & Oversight
- Hon. Gabatsholwe Disho, Chairperson, Wildlife, Tourism, Natural Resources & Climate Change
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- Hon. Camaldin K. Jacobs, Standing in for Chairperson -Public Accounts Committee
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- Hon. Goretetse Kekgonegile, Chairperson, Labour and Home Affairs
- Hon. Dr. Unity Dow- Chairperson, Foreign Affairs, Defence, Justice, Security
- Hon. Motlhaleemang Moalosi, Chairperson, Communications, Works, Transport & Technology (tbc)
- Hon. Phillimon Aaron, Chairperson, Health and HIV/AIDS (tbc)
- Hon. Sam O. Digwa, Chairperson, Local Governance & Social Welfare (tbc)
- Hon. Leepetswe Lesedi, Chairperson, Standing Orders & Reforms (tbc)
- Hon. Victor B. Phologolo, Chairperson, Finance & Estimates (tbc)
- Hon. Kenny K. Kaping, Chairperson, Subsidiary Legislation (tbc)
- Chairperson, Parliamentary Caucus on Women (tbc)

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LOCAL CIVIL SOCIETY ORGANIZATIONS FROM BOTSWANA

- Kagiso Molatlhwa, Executive Director, BOCONGO – Botswana Council of Non-Governmental Organisations
- Laone Desert, Young Minds Africa
- Tduetso Madi, Organisation for Youth and Elections in Botswana
- Sonia Gaobolae, Botswana Centre for Public Integrity
- Ida Mokereitane, Emang Basadi Association
- Kabo Diamond Moseki, Kalahari Research Conservation
- Lerako Gaotsenelelwe, Motheo O Mosha
- Lorato Ramokhutshwane, Center for Democracy & Electoral Awareness
- Boitumelo Pauline Marumo, Bokamoso Resilience Initiative