

# Botswana Federation of Trade Unions



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# FOREWORD

Our democracy will never be meaningful if workers and citizens are expected to cast their votes and then withdraw from the process until the next five years because there is no system to capture their ongoing participation in decisions that affect how they live.

There is also something fundamentally flawed about a system of governance, based upon the first past the poll principle, in which the victor gets all the spoils, but in which all other than hard core party supporters and in fact almost half of the population at any time feel alienated from participating in what is taking place around them.

I firmly believe that Botswana's future rests on the fullest participatory democracy that we can engender among all sectors, classes and creeds in this society, and that without this economic and social progress will not be lasting.

It is our mandate to restore the economic fortunes of Botswana; to create jobs, to rebuild our bettered sectors, to create opportunities for small business and for the economically marginalized; to create a new prosperity in which all would share.

It is our mandate to resolutely advocate for the eradication of poverty from our land; to bring a new freshness and a new spirit of inclusion to the governance of our affairs; to make Botswana a shining example of a participatory democracy, in which all have both a stake and in which all have a say.

It is our mandate to advocate to release the energy and creativity of our youth; to better provide for the aged, those with special disabilities; those marginalized and left out of the mainstream.

In this Policy Document, we have set out the Agenda for the Workers until 2010, and shall be called 'The Workers Agenda 2010'. It is an ambitious agenda, an exciting agenda, and yet it is an achievable agenda. It is an agenda that will ensure that no one is left behind.

In carrying out our mandate, we will keep faith with the Workers and people of Botswana. In no way have we betrayed your trust and we shall not betray your trust.

In offering to continue this labour of love for our people and our country, I ask you for your support for the BFTU. And I would welcome your involvement and assistance in our campaign. Let us continue to work together in building Botswana, in which every Motswana will be guaranteed a share.

Come, let us build one another, together.



*Ronald Baipidi: BFTU President. April, 2004*

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Various individuals and groups sacrificed their precious time, for which we are highly grateful.

# ECONOMIC DEVELOPMENT

## Observation

Botswana has achieved remarkable economic growth since independence in 1966. For the past three decades, Botswana was among the fastest growing economies in the world. Gross Domestic Product (GDP) per capita increased nine-fold between 1966 and 2001/02, from P 375 to 18 521. Nominal GDP increased from P 228 million in 1974/75 to P 31 999 million in 2001/02 constant prices. In 1993/94 prices, GDP grew marginally from P 16.524 billion in 2000/01 to P 16.911 billion in 2001/02, representing a real growth rate of 2.3% compared to a revised growth rate of 8.4% in 2000/01. The significant decline of the domestic output growth rate is mainly attributable to the poor performance of the mining sector, which has been the driving force in economic growth. The mining sector output contracted by 3.1% in 2001/02 compared to a growth of 17.2% in the previous year, which was extremely high project. The output of soda ash increased from P 91.7 million in 2000/01 to P 110.7 million in 2001/02, a growth of 20.7% during the period under review. Copper and nickel output declined by 8.4%, in real terms, while diamonds output contracted by 3.6%. This performance led to a decrease in the share of mining in total GDP, from 35.8% in 2000/01 to 34.5% in 2001/02. The non-mining sector's share in GDP correspondingly increased from 63.5% to 65.5% of total GDP during the same period.

In many ways, Botswana fits into the following categorisation of growth identified by the UNDP:

- Jobless growth (growth which did not expand employment opportunities);
- ruthless growth (growth associated with increasing inequality and poverty);
- voiceless growth (growth in the absence of democracy or empowerment);
- rootless growth (growth that withers cultural identity); and
- futureless growth (growth that squanders resources needed by future generations (Human Development Report, 1996).

## Position

### a) Social democratic market economy (the human development approach)

BFTU supports an equitable and democratic market system. In other words, BFTU believes in a social market economy where human development, as opposed to a narrow focus on growth, is promoted. A social democratic market system puts people, and not economic factors, at the centre of development. This alternative approach is right-based. It empowers the disadvantaged (including minority groups) to play an active role in policy formulation, implementation and evaluation. In this

regard, policies are established through stakeholder participatory processes that allow for a broad-based ownership of development policies and programmes.

The UNDP defines human development as "...the process of enlarging people's choices" such that they live "...long, healthy and creative lives," (1990 Human Development Report). According to the 1994 Human Development Report:

"Sustainable human development is pro-people, pro-jobs, and pro-nature. It gives the highest priority to poverty reduction, productive employment, social integration, and environmental regeneration. It brings human numbers into balance with the coping capacities of societies and the carrying capacities of nature...It also recognises that not much can be achieved without a dramatic improvement in the status of women and the opening of all opportunities to women," (p. 4).

In this context, growth is seen as a means, rather than an end in itself. Such an approach acknowledges that a country may achieve high levels of growth, but that does not mean it has a high level of human development. Growth does not automatically translate to high human development. It is a necessary, but insufficient condition for human development. Thus, the concept of human development has encompassed health and education and opportunities for participation, and not only financial wealth.

The 1996 Human Development Report elaborated on the approach, adding further concepts as follows:

- **Empowerment** - the expansion of people's capabilities;
- **Co-operation** - the acknowledging that a sense of belonging brings personal fulfilment, a source of well-being, enjoyment, purpose and meaning. In which case human development embraces ways in which individuals cooperate and interact;
- **Equity** - capabilities and opportunities, and not only income. For instance, everyone should have access to education and health care;
- **Sustainability** - meeting the needs of the present generation without compromising the ability of future generations to meet their own needs; and
- **Security** - (especially of livelihoods) freedom from threats like disease, repression, or dislocations.

## b) Promoting economic inclusiveness

Broad-based economic development can only be achieved when all Batswana people have access to the means of production. This invariably implies that government should empower Batswana to participate in economic development as creators of wealth. Batswana should be weaned from the culture of servitude and instead, an entrepreneurial culture should be promoted. This is one lesson from the successful Asian Tiger economies: their 'economic miracle' was preceded by the

empowerment of the local people, who became the driving force of their economies.<sup>1</sup> In this regard, foreign investment complements the mobilisation of domestic entrepreneurial capital. In other words, the indigenisation of the economy should be the building plank for the country's economic policy, with foreign investment playing a complementary role.

### **c) Diversifying the economy**

There is a need to diversify the economy away from excessive dependence on diamonds and beef. This therefore calls for the increased industrialisation of the economy by among other things:

- adding value to raw materials (especially diamonds and hides);
- building a knowledge-based economy taking advantage of the new ICT technology;
- building technological capabilities through the introduction and adoption of new technologies, skills training, research and development.

### **d) Promoting Small, Medium and Micro Enterprises (SMMEs)**

Related to the indigenisation of the economy, is the deliberate promotion of Small, Medium and Micro Enterprises (SMMEs). The SMMEs development strategy should include among others the following:

- establishment of incubators and factory shells to house SMMEs;
- preferential access to credit;
- provision of business training;
- organisation of providers of training and credit to facilitate efficient, effective, relevant and sustainable interventions;
- preferential access of SMMEs in government procurement;
- establishment of linkages between large and small businesses;
- identification of, and promotion of 'best practices.'

Special financial instruments such as venture capital and micro-credit schemes should be developed to complement existing ones and make credit more easily accessible by SMMEs. To encourage their growth and development, annual small business expos should be held to expose and market these businesses.

### **e) Fostering a culture of productivity**

For Botswana to survive the ever-increasing global competition, she must develop a national culture of productivity. This involves the establishment of a conducive industrial relations environment that maximises the co-operation of social partners and the use of factors of production.

Apart from ensuring efficient utilisation of factor inputs, it is important that the mindset of Botswana be re-oriented in such a manner that allows for the realisation that time is an important resource whose use should be maximised. In this regard, public education should emphasise the threats of globalisation, whereby Botswana has to compete with the best in the world.

A secure and worker-friendly workplace is conducive for enhanced productivity. In this regard the promotion of good industrial relations practices is an important building plank for promoting high levels of productivity.

Productivity will also be promoted through the identification and usage of 'best practices' in all areas (such as organisational development, training, research and development, adoption, adaptation and diffusion of technology, and industrial relations).

## **f) Economic Growth and Labour Supply**

Economic growth and labour supply are interdependent, but the causality appears to run the other way than often claimed, with economic growth encouraging first faster, then slower labour supply growth. For example, the South Korea's working-age population was growing at a rapid 2.8 per cent per year in the 1960s and 1970s, yet economic growth, by expanding employment opportunities, actually encourage an increase in labour supply as participation rates of women went up. With growing incomes, and backed by family planning efforts, Korean households began to choose to have fewer children. As fertility declined, families invested more in each child they had, increasing the average number of years they spent in school. A growing economy also enabled government and households to devote more resources per pupil, improving the quality of Korea's education system. Investment in human capital helped to sustain Korea's rapid growth rates and closed the virtuous circle between economic growth and labour supply.

Economic growth delivers higher wages and encourages workers to move to higher paid, high-productivity jobs in the formal sector. Investment in physical capital and in people is key to economic growth and higher productivity – without investment, wages stagnate and living standards fall. But simply increasing the stock of physical capital and years of schooling will not automatically translate into sustained growth. A market-based development strategy that encourages enterprises and households to invest for the future in a productive and profitable manner can sustain rising labour demand. Such a strategy will enable Botswana to expand employment opportunities and raise the wages of the often rapidly growing labour force.

# POLITICS AND GOVERNANCE

## Observation

Historically, politics was left to politicians. It was felt that once elected, the government of the day was mandated to implement its policies as per the ruling party's manifesto. It has increasingly been accepted that a politically informed and alert populace is an asset for socio-economic development. An active population ensures that the government of the day is both transparent and accountable in all its dealings. In this regard, the African governments adopted the Arusha Declaration on Popular Participation in Development and Transformation in 1990. Since then, good governance has been defined as inclusive, consultative and participatory. Although tripartite consultations take place, these focus narrowly on labour market issues.

The current electoral system is based on 'first past the post' wins. BFTU believes that this is an unfair system in that it does not reflect the popularity of parties. In addition, confusion arises when it comes to party politics and the role of civic groups like BFTU. It is often asked whether it is in the public good for such bodies to get actively involved in party politics. It is therefore important for BFTU to clarify and outline its position on such a crucial issue.

## Position

The Botswana Federation of Trade Unions (BFTU) believes in political pluralism, good governance (rule of law, electoral system of government, independence of the legislative and judicial systems) and stakeholder participation in policy formulation, implementation and evaluation. The concept of good governance should not only be restricted to political governance, but should extend to economic and corporate governance. It is only through a participatory, transparent and accountable form of governance that the interests of working people can be promoted in a sustainable way.

The electoral system should be changed to one based on proportional representation. While BFTU operates in a political environment, impacts on and is in turn impacted upon by political developments, it nonetheless believes that it can best represent the interests of the working people by leaving party politics to individuals. In this regard, BFTU will not explicitly support any particular party, but will encourage political parties to adopt pro-labour positions. It will therefore work closely with the government of the day and will advocate for the implementation of policies that promote the interests of the working people.

BFTU encourages the adoption of decentralisation and a bottom-up development strategy (as is the case now) that allows for local participation in decision-making processes (popular participation). This is in line with the African Charter for Popular

Participation in Development and Transformation signed in Arusha, Tanzania in 1990 by African governments, Botswana included. To ensure that the people are empowered for effective broad-based participation, government should undertake public education on political, social and economic issues affecting the people. This could be done through political and economic education.

In this regard, civil society should engage in civic education so as to develop a conscientious populace that can actively participate in the affairs of the nation at all levels, political, social, religious and economic.

To promote good governance, the following principles must be upheld:

- **ethics** - respect for human and trade union rights;
- **equity** - less disparities between social groups;
- **inclusion** - less marginalisation of social groups;
- **human security** - less instability of the economy and less vulnerability of people;
- **sustainability** - less environmental destruction; and
- **development** - less poverty and deprivation.

Civil society in Botswana is generally weak, and yet it is being called upon to play an increasingly bigger role in the affairs of the country. Democracy, transparency and accountable governance can only be fulfilled where a vibrant and informed civil society exists.

To promote a truly development strategy that is all inclusive, BFTU recommends the following:

**a) Establishment of an institutional framework for consultations and stakeholder-participation in policy-making and implementation processes**

To ensure systematic and well co-ordinated stakeholder-participation is achieved, government should establish a national forum for dialogue, stakeholder consultation and participation in national decision-making processes and outcomes to promote broad-based ownership of policies and programmes for sustainable development. This consultative institutional forum could be modelled along the lines of the National Economic Development and Labour Council (NEDLAC) of South Africa and should comprise organised labour, organised business, organised academia, organised NGOs and government. Through such a process, the full potential of the people's creativity will be harnessed for national development.

The establishment of such a forum is very much in line with international trends where the concept of 'smart partnerships' is taking root. Smart partnerships put ideas and principles into action that leads to rapid, balanced and sustainable growth of the economy. The forum will help develop confidence in our country Botswana,

nurture the confidence in ourselves and build confidence in the future of our country. It will therefore inculcate a ‘win-win’ mindset and practice amongst stakeholders where sectarian interests are subjugated to national interests.

This proposed forum will have clearly defined consultative, negotiating, implementing, monitoring and evaluation mandates.

Since this is a national initiative, it should get the highest profile by being under the President’s Office. It will be backed up by a research / technical think tank organised according to sectors.

Instead of repeating mistakes of history, stakeholders in Botswana should closely study the South African and other relevant experiences so that best practices are incorporated from the outset and bad practices avoided.

**b) Mainstreaming the participation of disadvantaged groups such as women, children, youths, people with disabilities, people living with HIV/AIDS and minority groups**

Government must make effort to ensure the active participation of disadvantaged groups in the affairs of the nation, such as women, children, youths, people with disabilities, those living with HIV/AIDS and minority groups. Society must be conscientised of the special needs of marginalized groups and their needs should be mainstreamed in all policies and programmes.

Specific empowerment programmes should be targeted at these groups in order to build their capacity and enable them to take their place with others in the development of the country. This inclusive approach to development should be backed up by an Equity Act, as is the case in South Africa.

These groups should be represented in the proposed consultative forum.

**c) Public assistance in building the capacity of civil society groups**

It is therefore necessary for government to provide resources for the building of capacities in the civil society sector so that it can play its role as the custodian of democracy and as a partner to government in the development process. A vibrant civil society is an asset to the building of a democratic and accountable political culture in Botswana. Investing in building an independent, strong and vibrant civil society is therefore worthwhile and will pay a good political dividend through social peace and national harmony. Through education, national ethos and a national identity will be promoted to create unity and togetherness amongst Botswana so that they appreciate their common history and destiny.

### **c) Audit of all laws (including labour laws) and statutes**

An audit of all laws and statutes should be undertaken to ensure that they do not contravene regional and international laws and conventions to which Botswana is a signatory. Where necessary, the laws should be amended so that they fall in line with international law and best practice. In this regard, it is prudent to involve the BFTU in the current review of the labour laws.

### **d) Creating a more decentralised, bottom-up and top-down strategy**

To empower people and ensure that they own national policies and programmes requires the adoption of a decentralised, bottom up and top down strategy. This ensures that initiatives are developed from both the grassroots and leadership. This encourages broad-based participation and ownership of policies and programmes. In this regard, the people are involved in identifying, designing, implementing, evaluating and monitoring programmes and policies that affect them. This therefore implies building synergies at both the top leadership and grassroots levels.

### **e) Unions and Politics**

All pluralistic societies consider freedom of association and organisation as basic human right and organised labour is often in the vanguard of the movement toward greater political openness and democracy. But many countries including Botswana still restrict trade union activities. How have constraints on freedom of association and organisation affected labour market outcomes? In countries without free union, collective bargaining is unavailable to determine wages and other working conditions; government therefore perceive a need to intervene and set those conditions administratively. As a result, that have repressed unions have had highly distorting labour policies.

Many Governments including Botswana continue for political reasons to exercise strict control over labour movements. Although Botswana have ratified Convention 87 of the ILO guaranteeing freedom of association and organisation, its full application has proved elusive. Botswana denies workers the right to organise outside officially recognised and controlled structures.

Denial of workers' right is not necessary to achieve growth of incomes. It is possible to identify the conditions and policies under which free trade unions can advance rather than impede development. Unions are likely to have positive effects on efficiency and equity, and their potential negative effects are likely to be minimised, when they operate in an environment in which product markets are competitive collective bargaining occurs at the enterprise or the plant level, and labour protect the right of individual workers to join the union of their choosing or none at all

# LAND

## Observation

Land remains an extremely important resource, in our daily lives. For instance most rural people, access to land remains a matter of direct economic and spiritual importance, as well as immense political and symbolic importance. Land is not only a place to reside, but as means of production. It also serves as a place to bury the dead, and the mountains are where our spirits of our ancestors live. Internationally, regionally and nationally it serves as an identity. However, land in Botswana is categorised into tribal, freehold and state land. In 1968, the Government passed the Tribal Land Act to improve the land administration and management, by transferring all the land-related powers from the Chiefs to the Land boards so as to benefit the community. The Act also included the relaxation of restrictions on land allocation to allow independent allocations of land to adults; the charging of a price for the transfer of developed land between willing buyers and sellers; the introduction of common law leases for residential, commercial and agricultural purposes and for foreign investment.

Notwithstanding the above, under the Tribal Land Act, the functions of the land boards, include the allocation, planning and management of land, the imposition of restrictions on the use of land, the authorisation of change of use and transfer and the resolution of disputes, also remain relevant. The land administration in Botswana has been marred by problems.

## Position

Botswana faces a number of major challenges to overhaul the entire Acts responsible for the land administration and management, in urban and rural areas, on state, freehold and tribal land. The present institutions for planning and the preparation and allocation of serviced land on state and tribal land are no longer effective to serve the nation and they is need for change.

To bring order in the administration and management of land, changes that are proposed are:

- A limit of one free plot on Tribal Land per person should be introduced. This should be supported by the compilation of a computerised register for state land and tribal leases in the Deeds Registry. The work should receive high priority.
- If people choose to sell their one-off customary grant of a residential allocation, they should be allowed to do so without the consent of the land board. However, the transfer should be registered at the land board.
- If people choose to sell their customary grant of masimo, they should be allowed to

do so without land board consent, subject to similar conditions to that recommended for residential allocations.

- In terms of allocation of state land in urban areas, Government should focus its financial and administrative resources on assisting the poor to obtain land and shelter and continue to acquire services and distribute land to the poor.
- Government should introduce legislation to prohibit lending practices that discriminate against women, such as requiring them to be assisted by their husbands or to obtain their husband's consent.
- In view of the need for vulnerable groups, such as orphans, to acquire land in certain circumstances, land boards should continue to assess all applications on their wider merit. Age should not be a barrier to allocation to a person less than 18 years of age would be appropriate.
- Orphans have always been at risk of dispossession of land and property. This is emerging as a major problem as a consequence of the HIV/AIDS pandemic in Botswana. In order to protect the property rights of orphans, consideration should be given to amending the Children's Act.

# AGRICULTURE

## Observation

In Botswana, immediately after independence in 1966, the development plans gave priority to the rural sector. Agricultural policies were focused on two main objectives, namely, the development of cereal output in order to gradually attain food self-sufficiency, and the development of the livestock farming in order to increase the incomes of producers and stimulate overall economic growth.

The priority given to agriculture was spelt out in specific policy measures, which included establishment of:

- An agricultural programme aimed at providing seeds, fertilisers, and farm implements
- A cooperative-based credit system supervised by agricultural extension workers and development agencies
- A good organisation of marketing channels for agricultural products through an attractive and guaranteed incentive price system
- A relatively vast system of subsidies to reduce the cost of inputs
- Agricultural research geared towards crop improvements and application of adapted crop techniques.

With the economic slow-down in the 1980s, the marketing agency Botswana Agricultural Marketing Board (BAMB) was restructured, a series of measures were implemented by also restructuring the National Development Bank (NDB) and cuts in its spending. Further, the policy of subsidies was abolished and the state began progressive divestiture policy.

However, low agricultural production in Botswana is attributable to a number of internal factors such as:

- Attachment to traditional production systems: For example ploughing of crops is normally done without preparatory work, and the method of broadcasting seeds is still common among farmers.
- Inappropriate and archaic farm technology: This is specifically recognised as a problem for subsistence farmers, where farming technology used is rudimentary, resulting not only in long work days but also tasks which require time and are often unnecessarily burdensome.
- Variable rainfall, drought and other climatic changes: Drought is a problem in Botswana. But unstable climatic conditions affect agriculture.
- Poor and inadequate sources of water supply for rainfed cultivation: This is a problem in Botswana. Studies are being conducted on the possibilities of expanding irrigated

areas, improving irrigation systems and introducing new “species of grains”.

- Ignorance concerning techniques for good management of pests and diseases that affect crops and inadequate extension services for skills training.

Government has come up with a comprehensive National Master Plan for Agricultural Development (NAMPAD), (Ministry of Agriculture, 2000). While it is a comprehensive plan, NAMPAD focuses mainly on the large-scale farmers and does not include skills development for the small farmers. NAMPAD particularly dismisses targeting traditional farmers, arguing that support to this sector through the Arable Land Development Programme and others failed to turn-around their fortunes. It therefore focuses on a means- and not need-based approach. “The proposed measures should be applied only in areas found by the present study as capable of sustaining profitable rainfed crop production on a long-term basis and only to farmers who join to form cultivation groups,” (NAMPAD, Volume 1, 2000: 18).

The report makes it clear that it will target two segments of the rain-fed farming population, namely, “those traditional small landholders, who are dedicated to farming and aspire to progress, and commercial farmers,” (ibid). Clearly, therefore, NAMPAD’s focus is on large land cultivation units. The traditional farmers are accordingly enjoined to establish such cultivation units, thereby becoming ‘progressive farmers’ (ibid, paragraph 3.4.2). These should be made up of neighbouring farmers with tracts of land that total about 150 hectares. This is not a promising approach to poverty eradication. History suggests that it is impossible for the poor to pull themselves by their bootstraps out of poverty.

## Position

It is important for the government to harness existing water sources (such as the Chobe and Zambezi Rivers) as outlined in NAMPAD. The country could learn from the Israeli experience where an arid region was transformed into a green belt. It could also borrow from the planned Matabeleland Water Project in Zimbabwe, whose objective is to turn a semi-arid area into a productive green belt.

Water harvesting during periods of rain should be undertaken to ensure that the available water does not go to waste. Dams should be built wherever possible to store up water and irrigation should be developed to make use of the harvested water.

There ought to be a shift from drought relief, to programmes of empowerment, especially through the provision of relevant skills to promote non-farm activities. In addition, support should focus not only on small-scale farmers, but large-scale as well, so as to increase production of food in Botswana.

The New Agricultural Policy should emphasise on the following:

- Reform and revitalisation of cooperatives through a greater involvement of the restructured rural sector concurrently with the State divestiture
- Improvement of the supply networks of production factors (fertilisers, seeds and farming implements) with the framework of an adequate and well-managed financial system
- Priority of food self-sufficiency which should draw on the increase in the output and marketing of cereals resulting from incentive prices within the framework of market liberalisation
- Pursuance of research activities conducted by the Agricultural Research Unit

As regards the animal husbandry sub-sector the general orientation are towards:

- Intensification of the meat, milk, poultry (including ostrich farming) and honey branches
- Acceleration and safeguard of growth, through the search for improved efficiency of investments, as well as the implementation of appropriate programmes in animal health, wildlife and facilities

It is worth noting also that environmental concerns are been embodied. Major rural development programmes in view of the persistent desertification and its adverse effects on the ecosystem.

# RURAL DEVELOPMENT

## Observation

Rural development is a basic component of national development strategy in Botswana, in which development of the agricultural sector is also accorded high priority. Among other things, this is due to the fact that, on average, the agricultural sector accounts for about 80 percent of employment. It remains the main engine of growth in the rural economy in Botswana.

Botswana has lagged behind other developing regions in agricultural development. Since 1970, food production has failed to keep pace with the increased requirements of growing populations and agricultural exports have experienced declining market shares. This poor performance has been mainly attributed to such factors as distorted macroeconomic policies, failures of agricultural policies, extensive controls and restrictions, and the lack of incentives to producers and especially to small holders. Most of the time, Government has applied disincentive policies which include keeping producer prices at low levels, not promoting viable credit system for producers and not providing necessary inputs to boost production. When to these are added outmoded cultivation techniques and practices, it becomes understandable why, generally, the agricultural sector has not developed significantly over the last thirty years.

Therefore, Botswana Government need to revise their rural and agricultural sector policies and implement them vigorously. Agricultural producers need to be provided with greater incentives so that they can increase production for local consumption and exports. The provision of physical infrastructure is necessary in order that producers can have easy access to markets. Improved transport systems need to be assured, as producers often have to transport their produce from long distance to urban centres. With better agricultural policies it is also expected that there will be a reversal of migration to urban areas, which remains a serious problem in Botswana.

The pursuit of rural development by Government of Botswana is aimed at achieving social justice by improving access to opportunities by rural dwellers. Rural based resources such as wildlife and tourism has great opportunities for sustainable and diversified development, particularly for rural population. To this end, a well-articulated and comprehensive rural development policy linking, harmonising, integrating and guiding the various sectoral policies and initiatives, remains as critically important as before. It is against this background that the Revised National Policy for Rural Development aims at maximising the impact of the existing and emerging sectoral policies and programmes through particular focus on the following key thematic areas under which a number of issues have emerged:

- i) promotion of sustainable rural livelihoods
- ii) land and natural resources management
- iii) social protection
- iv) retooling the institutional framework, and
- v) capacity for implementing rural development initiatives.

Some of the emerging concerns and issues in the context of these thematic areas include:

- need for a diversified approach to rural livelihoods, amongst others, taking full cognisance of potential livelihood sources other than agriculture; the varying opportunities and potential of the various geographic regions of the country; and emerging niche areas such as infrastructure, proximity and access to markets, demand for certain rural products which could be provided locally;
- need to provide infrastructure in production areas, adopting a cluster approach and targeting areas of highest potential;
- need to promote and create the necessary conditions to make agriculture an attractive economic pursuit, particularly for the youth, who are affected most by the unemployment problem and who have the energy and education to transform the agricultural sector, which is currently dominated by the aged;
- need to remove all administrative and other constraints to speedy land acquisition, including transfers, change of use, and other related matters;
- need to continue to strengthen property rights in Tribal Land, including, strengthening security of land tenure, facilitation of use of land as security, sub-letting of land, and enhancing the value and overall utilisation of land as a productive asset in rural areas;
- need to provide for more accommodative and integrative land-use, which allows compatible economic pursuits and uses under one plot as opposed to a single-use approach, which is uneconomic in terms of land-use.

## **Position**

It is critical that the agreed action areas under the revised rural development programme action plan be implemented as agreed, namely:

### **Support for sustainable rural livelihoods**

The recommended action includes stimulating rural and income generation through identification and exploitation of profitable alternatives to livestock and arable agriculture, (eg. rural industries, services, crafts, attraction of skilled youth and promotion of private sector participation); increasing agricultural productivity primarily through NAMPAD; rural development extension services; provision of targeted subsidy schemes; increased industrialisation of rural areas; diversification

and enrichment of livelihoods through research and piloting and promotion of private sector growth in rural areas.

### **Land and property rights**

The recommended action includes strengthening of property rights and making rights transfer easier (including use of land as collateral / security); development of comprehensive and integrated land plans and water management strategies which are gender and environmentally friendly and targeting suitable potential growth areas; making rural sector water needs stand out clearly in the National Water Master Plan; and strengthening of land boards to facilitate timely allocation of land for development.

### **Social protection**

The recommended action includes continuation with welfare-oriented interventions; ensuring adequate provision of food supplies, and ensuring food safety and quality. This must be done in conjunction with a programme of building relevant skills amongst the rural populace to promote self-reliance.

### **The institutional framework and capacity issues**

The recommended action includes strengthening the technical and administrative capacity of local authorities; strengthening the supervision and coordination of programmes; ensure balanced stakeholder participation; and streamlining linkages between district development committees, district extension teams and the rural development council.

### **Local-level policy formulation and strategic planning**

The recommended action includes strengthening the capacity of local authority staff in policy and strategy formulation so as to produce area-specific strategic plans and adapting nationally designed policies to local situations; increasing people's participation in economic opportunities through promotion of, and increased access to schemes such as CEDA and NAMPAD; and promotion of participatory planning through the adoption of the Community-Based Strategy approach as an integral element of the Revised National Policy for Rural Development.

### **Women, youth and other special groups**

The special needs of women, youth, minorities and other special groups should be incorporated under the Community-Based Natural Resources Management Policy and other approaches. It is particularly necessary to improve the legal rights of women to property and other productive resources and to introduce targeted input subsidies for poor female farmers.

## **HIV/AIDS scourge and related issues**

The recommended action includes formulating and implementing strategies for prevention focusing on rural areas; stepping up public education on HIV/AIDS; care for those infected in the rural areas; and include the infected and affected under the social safety nets.

## **Environment and natural resources**

The recommended action includes reviewing the implementation of the 1990 government white paper on National Policy for Natural Resources Conservation and Development; increasing the effectiveness of use and management of natural resources; and increasing the education of, and participation of all Batswana in improving and taking care of the environment.

# INDUSTRIAL DEVELOPMENT POLICY

## Observation

The manufacturing sector in Botswana is quite small. This is partly explained by the focus of Botswana as a labour reserve for South African mines during the colonial period, and the dominance of mining in the economy.

While diversification of the industrial base represents one of the cornerstones of the Industrial Development Policy, it also aims at supporting and encouraging the establishment of a substantial core of highly productive and competitive export-oriented industries, as opposed to the previous strategy of import substitution. The essential principles of the policy are as follows:

- Encouragement of highly productive and efficient export industries based, to the extent possible, on local natural resources, and adopting innovative technologies to better penetrate export markets
- Promotion and expansion of efficient support services and component manufacturers, many of which will be small and medium size businesses, and
- Assistance will continue to be provided to small-scale rural entrepreneurs and, where appropriate, local communities and non-governmental organisations will be utilised to develop business activities and opportunities in rural areas.

## Position

Development involves the increased role of industry in the economy. A starting point of the industrialisation programme in Botswana ought to be a shift from exporting raw materials to exporting finished and semi-finished goods (beneficiating raw materials). This will help improve Botswana's terms of trade. BFTU therefore supports efforts to diversify the economy and increase the role of industry. The government should provide incentives for the development of new areas of comparative advantage.

Building national competitiveness requires of necessity specialisation and focus. It is important to identify the rising and falling industries so as to target policy at those sub-sectors that have a promising future. Like what Mauritius is doing, there is need to target certain sectors. In the case of Mauritius, these include electronic sector, jewellery, watches and information technology.

Due to her small size, Botswana will do well to target sub-sectors that have a proven or demonstrable competitiveness. It is also important to note that competitiveness is not created in a single firm alone. Each firm is a part of a 'cluster' of activities made up of firms along the value chain, which includes supporting organisations (such as research

and development, finance, skills, infrastructure). It has been demonstrated that strong clusters ensure sustainable competitive advantage.

Tripartite sub-sectoral work groups should be established to examine in detail the adoption of an industrial strategy for that sector, the value chain relevant for each activity. This value chain will cover:

- a) the input supply chain,
- b) the comparative advantages of various types of production units (large scale, medium and small-scale, and micro-enterprises in terms of minimising costs, maximising returns, maximising employment generation, minimising imports and maximising exports),
- c) the needs in terms of distribution and marketing, and
- d) the buyer infrastructure.

The value chain therefore spans the provision of inputs, production of output, distribution, marketing and selling to the final buyer. The idea is to promote the participation of the non-formal sector in the value chain and its related clusters. This implies the adoption of a two-track strategy, one focusing on the technological requirements of large scale firms which are capital intensive, and another focusing on the development of labour intensive SMMEs. This will ensure that both conditions for sustained growth with equity are achieved. By promoting sub-contracting between the two, the two tracks will become complementary, and will be mutually reinforcing, creating a virtuous cycle. Examples where this can be achieved include textiles, clothing, furniture and crafts.

The strategy will address the following determinants of competitiveness, namely:

- Human Resource Development, incorporating:
  - Industrial/entrepreneurial skills;
  - Managerial skills;
  - Labour legislation; and
  - Productivity improvements;
- Building Technological Capabilities, involving:
  - Proprietary technology;
  - Access to information; and
  - Technological transfer;
- Product design, including:
  - Quality control;
  - Packaging;
  - Marketing;
  - After-sales service;
  - General customer care; and
  - Timeliness;

- Access to Finance:
  - Its availability and;
  - Easy access;
- Infrastructure, including:
  - Telecommunications;
  - Transport;
  - Energy;
  - Water; and
- Incentives, including:
  - Supply side support;
  - Infrastructural support and
  - Fiscal incentives.

# TRADE

## Observation

Regionally, Botswana is a member of the Southern African Customs Union (SACU). The main aims of SACU are to advance the economic development of member countries, diversify their economies and afford all parties equitable benefits arising from intra-Union and international trade. Under the SACU agreement, members apply common customs duties, including tariffs and excise duties, sales anti-dumping, countervailing and safeguard duties to goods imported to the common customs area from third countries outside the union. Second Botswana is a member of the Southern African Development Community (SADC). One of the main objectives of the SADC Protocol on Trade Cooperation is to create a free trade area in the SADC region by the year 2008. Third, Botswana also signed bilateral trade agreements between Botswana and other countries, most importantly Botswana/Zimbabwe Trade Agreement.

Internationally, Botswana is benefiting from the Cotonou Agreement a successor to the Lome IV Convention, which allows products from African, Caribbean and Pacific (ACP) countries to enter the European Union (EU) market free of customs duties, or at preferential rates of duty. This Agreement is not compatible with some of the World Trade Organisation (WTO) provisions. Furthermore, Botswana also benefits from African Growth and Opportunity Act (AGOA). The main objective of the Act is to improve trade and economic cooperation between the USA and eligible Sub-Saharan African (SSA) countries. The AGOA allows duty and quota free access for most products from SSA to the USA market. It also provides support for USA investors who want to locate in SSA countries.

## Position

International trade benefits most workers: because workers are also consumers, it brings them immediate gains through cheaper imports, and it enables most workers to become more productive as the goods they produce increase in value. It allows workers to shop for consumption goods where they are cheapest and allows employers to buy the equipment and technologies that best complement their workers skills. More important, the global market frees workers from the constraints imposed by domestic demand. This is of special importance for those seeking to move into the higher productivity activities that are key to development. On the other hand, trade brings mutual gains to all countries, but it can also have important distributional effects within national boundaries, benefiting some workers, whose products become more in demand, and hurting others who lose out to new competitors.

The government must ensure a gradually managed liberalisation of the economy that allows for the protection of vulnerable industries. This protection must be transparent, time bound and within the limits of WTO regulations.

Government must promote an export culture, market intelligence and trade facilitation. Non-traditional exports should be promoted (including handicrafts and sculptors).

Government should involve other social partners in preparations for and negotiations of bilateral, regional and international trade agreements. Botswana should generate a pool of trained trade negotiators from all sectors of the economy to ensure the protection of the country's strategic interests in trade negotiations.

Government should also strengthen its co-operation with other countries in the region and beyond, in order to safeguard the interests of developing countries in trade agreements and negotiations.

Existing trade promotion institutions should be strengthened to facilitate exports from Botswana.

BFTU believes that the principle of Special and Differential treatment, which recognises the different levels of development amongst nations, should be maintained to protect the interests of developing countries in global trade. This therefore calls for caution and gradualism in the liberalisation of developing country economies.

# TRANSPORT

## Observation

Botswana needs a good and well-maintained transport network (road, rail, air and water). Over 70 per cent of all journeys are made by road; most of those journeys are essentially from the rural areas to the urban and vice versa. The other significant journeys are those from neighbouring countries to and from South Africa through Botswana. The Botswana's transport network is a significant national asset and plays a key role in the economic well being of the country and the region. Botswana's well-developed transport network system plays a major role in hauling the regional and nation's freight serving inter-capital markets and many important economic regions. Transport is essential to the nation's economy because it forms an integral part of the distribution process for national freight and a range of regional produce and bulk export commodities. Without transport we cannot have access to resources, markets, and economic growth can stagnate and our quest for poverty reduction cannot be sustained. Conversely, inappropriately designed transport strategies and programs can result in transport networks and services that aggravate the condition of the poor, harm the environment, ignore the changing needs of users, and exceed the capacity of public finances.

Since independence in 1966 transport infrastructure rights of way, track, terminal and associated traffic management were primarily provided by the public sector, for all modes of transport (rail, road, air and inland water) at all levels (international, national, regional and local both urban and rural). In transportation provision of service such as railways is the public sector monopoly, while in air (currently in the process of being privatised) is our national flag carrier and is fully owned by government as a public enterprise. In contrast, in trucking, bus, taxis and inland waterways (transporting tourist) transport, the private sector is predominant, although in other developing countries and some developed (before deregulation) countries public (state-owned) enterprises for transport dominate in the transport market. However, our government have and continue to play a critical role by determining charges for use of public infrastructure and by regulating the type, quality and price of private sector services.

## Position

To address the need for investment in Botswana's transport network, an integrated land transport policy needs to be developed by the Government. The role of each mode and its contribution to Botswana's transport needs must be properly assessed and appropriate levels of funding allocated to each mode to ensure that the nation's transport system operates as efficiently and economically as possible. Botswana Federation of Trade Unions request Government to establish a National Transport Commission to provide:

- a) advise to the Government on a national transport plan; and
- b) recommendations to the Government on the allocation of funds for rail, air and road projects on the strict basis of the highest benefits costs ratios, which address all relevant externalities, such as accidents, congestion, pollution, greenhouse gas emissions and noise.

Further, the BFTU gives higher priority to land transport infrastructure investment within total budget outlays than is presently the case. Comprehensive evaluation criteria would see some rail projects considered as road projects because of their benefits to the road network in terms of reducing congestion, pollution, road accidents etc by getting traffic (passenger or freight) off roads onto rail. In other words, the positive social benefits that are attributed to road projects are equally attributable to rail projects. All in all with the guidance of the National Transport Commission, Botswana should be developed into a regional transport hub.

Botswana Federation of Trade Unions proposes that taxes and charges in the transport sector, as a matter of policy should be guided by the following principles:

**1)Rationality** requires that taxes and charges be applied on the basis of economic efficiency.

- a)Charges should reflect the additional social opportunity cost of resource use for each service when the costs and beneficiaries can be sensibly identified. Failure to charge according to this principle risks cross-subsidisation between transport services and a consequent misallocation of resources.
- b)Negative externalities such as noise or pollution should be reduced to optimal levels by taxes levied to reflect (public) costs to society.
- c)Taxation of intermediate inputs should be avoided. While petrol for use in passenger vehicles is not generally considered to be an intermediate input, diesel for freight or farm vehicles would be. But this principle is not fully consistent with the imposition of fuel excise to raise revenue, and differential application of fuel taxes would reduce the simplicity of the system.

**2)Transmodal consistency** requires that the application of rational taxation and charging principles be applied equally as far as practicable to all modes of transport. If the community decides to tax negative externalities, then the tax should be applied on the same basis in each mode. If noise is taxed at P 10.00 per decibel above some specified nuisance level, then it should be applied equally, although the total collected will not be the same for each mode.

- 3) Transparency** requires that potential users of infrastructure or services have sufficient information to understand the basis on which a tax or charge is levied, and to ascertain what they are paying before they use services. In general, simple taxing and charging systems are preferred to those that are complex.
- 4) A holistic perspective** is required, because the transport sector cannot be isolated from the rest of the economy for taxation purposes. Despite the economic distortions involved in levying excise on fuel, tobacco and alcohol, for example, it is a relatively efficient revenue-raising approach because of the low elasticities of demand involved. By analogy, subsidies (negative taxes) to the transport sector can also generate distortions elsewhere in the economy.
- 5) Equity** is best judged from the perspective of the provider of transport services. Taxes and charges should be levied on operators on the basis of identical principles. Industry-wide comparisons (such as total taxes and charges paid by road or rail) will yield few, if any, insights because the different structures and functions of each mode mean that differences are both inevitable and rational. Income tax, rather than differentials in taxes or charges in the transport sector, should be used to ensure equity or access.

# PRIVATISATION

## Observation

The objectives of privatisation and concessioning in Botswana are given as follows:

- Promoting competition, improving efficiency and increasing productivity of enterprises;
- Increasing direct citizen participation in the ownership of national assets;
- Accelerating the rate of economic growth by stimulating entrepreneurship and investment;
- Withdrawing from commercial activities which no longer need to be undertaken by the public sector;
- Reducing the size of the public sector;
- Relieving the financial and administrative burden of government in undertaking and maintaining a constantly expanding network of services and investments in infrastructure;
- Broadening and deepening the capital markets.

The exercise will follow the following principles:

- Privatisation will be undertaken for the benefit of all, not for the privileged few;
- Privatisation should make the country's utilities and industries more efficient and competitive;
- Privatisation will be selective and, where implemented, the process will be transparent and equitable;
- The privatisation of major assets will be conducted in a way that will stimulate the development of local financial and capital markets;
- Privatisation through small-scale sales or lease of assets, and through contracting out, will be conducted in a way that will present opportunities for the development of citizen-owned businesses;
- Different modalities of privatisation will be considered as appropriate for improving the efficiency of different enterprises or units;
- An appropriate regulatory and supervisory authority will be created, where privatisation is expected to result in privately owned monopolies;
- When privatisation occurs, measures will be taken to safeguard employee interests;
- Government will drive the privatisation process.

## Position

Privatisation has been dogged by controversy wherever it has been undertaken. Due in the main to the controversy surrounding it, the process has been implemented under

various names such as 'prioritisation' in Austria, 'industrial transition' in Bolivia, 'de-statitization' in Brazil, 'popular capitalism' in Chile, 'economic democratisation' in Costa Rica, 'disincorporacion' in Mexico, 'restructuring' in Tunisia, 'disinvestment' in Pakistan, 'people-ization' in Sri Lanka and de-nationalisation' in the UK.

Its results have been mixed, with successes in some areas and failures in others (e.g. British Rail). Lessons from experience suggest caution and working on a case-by-case basis.

Given the central role of PEEPA in the privatisation process, it is important that the Board of PEEPA should not only be technically-based, but should also incorporate key stakeholders such as trade unions, representatives of consumer groups among others. This will ensure that wider criteria (including social imperatives) are taken on board. In addition, when considering a particular case, all stakeholders to that PE should be involved. Experiences from elsewhere should be carefully studied before final decisions are made.

BFTU believes that all PEs could be classified as follows:

Category 1(a): Enterprises to be retained because of their social functions.

Category 1(b): Enterprises to be retained because of their promotional functions.

Category 2: Enterprises to remain wholly owned by Government for strategic reasons.

Category 3: Enterprises carrying out commercial functions.

Those parastatals in categories 1 and 2 may only undergo commercialisation, while those in category 3 are the potential candidates for privatisation. It is therefore necessary to proceed on a case-by-case basis.

Where privatization is inevitable, retrenched workers should receive adequate compensation, negotiated through the union covering that PE. The employees of such PEs should be empowered through Employee Share Ownership Plans (ESOPs) to acquire shares in these enterprises. The relevant legislation for the establishment of ESOPs, and the requisite incentives should be put in place.

The critical work will be at the point of developing the action plan, taking into account the desirability and feasibility of privatization. It is therefore important to ensure that stakeholders are intensively involved at this stage. Where possible, study visits should be undertaken to confirm or disconfirm the desirability or feasibility of privatisation of the concerned PE.

# THE LABOUR MARKET AND EMPLOYMENT CREATION

## Observation

There is also concern that not enough new private sector engines of growth are being developed to not only provide the stimulus for additional job creation needed for further reduce unemployment, but also to help diversify the economy away from the minerals led economy.

Unemployment rate is too high, since the lack of jobs and job-related incomes is the major cause of poverty in Botswana. But unemployment gives rise to other social problems as well, including crime, ill health, intergenerational transmission of poverty and various intangible maladies such as alienation from society, loss of self-esteem and feeling of powerlessness. The high unemployment rate is also a major contributing factor to income inequality in Botswana, which is high according to international comparisons. Thus measures to accelerate employment growth are still needed.

## Position

BFTU believes in the promotion of full employment, freely chosen, gainful, durable and secure jobs. An active labour market policy and programmes should replace the current passive labour market policy. To make growth labour-intensive, BFTU takes the view that government should encourage the development of SMMEs and provide tax incentives for employment beyond an agreed level. The integration of the non-formal sector into the mainstream of the economy should also form a basis for a labour-intensive development strategy.

In addition, it should introduce a traditional apprenticeship system that is based in the non-formal sector and introduce broad-based learnership programmes whereby youths are attached to companies and organisations in order to obtain hands-on experience.

This active labour market approach will also include the following:

- a computer-based labour market information system;
- an efficient and effective job placement, career guidance and vocational counselling system in the public and private sectors;
- workplace, job and social adaptation to enable the disadvantaged groups such as the disabled and women to participate in the labour market;
- training, retraining and redeployment of workers;
- the promotion of lifelong learning to adapt to changing conditions at the local, regional and international levels;

- increased role of vocational and training institutions;
- public works programmes in both urban and rural settings;
- Strengthening the capacity for policy analysis, formulation, implementation, monitoring and evaluation; and
- Mainstreaming the informal sector.

It is necessary to study other experiences, especially in the region, with national social security schemes so as to learn from the good and bad practices. Botswana needs to establish its own national social security scheme. In this area, the ILO has vast experience, which should be tapped. In addition, existing social safety nets should be strengthened.

## **Skills for Development**

Increasing the skills and capabilities for workers is the key to economic success in an increasing integrated and competitive global economy. Investing in people can boost the living standards of households by expanding opportunities, raising productivity, attracting capital investment, and increasing earning power. Better health, nutrition, and education also value in their own right, enabling people to lead more fulfilling lives. The importance of investing in human capital, especially education, for economic growth and household welfare is recognised worldwide.

So why has economic growth remained elusive in Botswana, despite rising levels of schooling and other forms of human capital? There are two reasons to this: First, human capital is poorly used and second, human capital investment is of wrong type (for example University graduates without jobs) or of poor quality. Expenditures on human resources often fail to provide the quality, quantity or type of human capital needed by the economy if no proper planning is in place. Under-utilisation of the education and skills of workers is mostly a problem of lack of labour demand due to inappropriate development strategies.

## **Supporting Investment in people**

Households willing to invest in their members good health and education, because the benefits, which include the economic benefits of higher lifetime earnings usually far exceed the cost. Yet often households under-invest in human capital. When they do, governments have an essential role in supporting these investments in people. Government also should intervene when families are willing to invest in human resources but cannot, because lenders are unwilling to extend credit against expected future earnings. Finally, the value of society of human capital investment can exceed its value to individual families; as more educated society is better able to adopt new technologies, and shared schooling experiences contribute to nation building. To capture these social benefits, government can change the incentives household face,

by targeting subsidies at the poor or, as in the case of primary education providing the service for free.

Special efforts are often needed to off-set the tendency for girls to receive less education than boys. Beyond the benefits it offer women in the labour market, education is linked to lower fertility, lower maternal mortality, and better health, nutrition, and education of children. These may not be fully realised without strong public intervention. The goals of combating discrimination, reducing poverty, and promoting equity therefore justify government action to promote the accumulation of human capital, especially among the poor.

## **Training as an investment**

Productive learning does not end with school. Training is an investment from the perspective of both workers and employers. Firms have an incentive to invest in their employees' training because they frequently need workers with certain skills. Neither side is completely sure that it will be able to appropriate fully the returns to its investment: Workers may quit and transfer the gains to another employer, or may lose their jobs and find the skills they have acquired not transferable. Employers and employees have to find ways to work around this problem, so that both sides can still gain: employers provide job security to reduce turnover; workers may agree to training contracts whereby they repay the employer if they leave before the employers investment has been recouped; and workers and their employers can share the productivity gains associated with training.

When the levels of skills in the labour market is low, as is the case in Botswana today, firms may invest too little in training despite prospective returns that would justify the investment, for fear that their workers, once trained, will find other employment. How great a problem this is remains unknown. Where returns to training have been high, firms still invest in training despite employee turnover.

Lack of training may also result from labour market regulations – including high minimum wages and rules governing job ladders within firms – that prevent firms from paying lower wages to trainees or restrict the placement of trained workers.

Lack of information about what skills are in demand and the presence of scale economies in training are other grounds for government involvement. These constraints might be thought particularly relevant within the informal sector, but on-the-job training is common there, especially in the form of traditional apprenticeship schemes.

Training in the informal sector may be sufficient for perpetuating current activities, but lack of knowledge about marketing, new technologies, and general business skills may constrain the expansion of informal sector firms. Training services targeted at small enterprises and aimed at remedying these deficiencies have shown some promise.

# THE INFORMAL ECONOMY

## Observation

It should be noted that Botswana also has a traditional system of savings in the form of jewels, cloth, cattle and cereals; this has been largely maintained in both rural and urban areas. One of the major problems faced by the informal sector is the inability to save and use savings and acquired assets as loan guarantees because of limited opportunities for involvement in income-generating activities and because of social controls over the disposal of property. A major obstacle is the paucity of the people in this sector in the modern economic and income-generating sector. Consequently, most of the people in this sector lack money to deposit in credit financing institutions such as banks or Cooperative Union. Much of their personal economic assets constitute a kind of their “captive” wealth in the form of food crops, few herds or small ruminants which are not commercialised to produce monetary wealth that can be saved in a bank, for conversion as loan-securing guarantees. The lack of landed property by this section of people also deprives them of potential collateral.

Another major issue is the unavailability of an adequate number of banking and financial institutions in the rural areas, which would provide the small individual, credit which rural farmers and small-scale entrepreneurs need very much. The banking sector focus more on the needs of big business than small-scale requirements. As in the other cases, the distant physical location of such institutions in the urban areas (with only one to two branches in big villages) renders them inaccessible to the people in the informal sector, who inhibitions are aggravated by the parochial nature of their lives and their inability to understand the esoteric language of high finance. The stiff conditionalities associated with loans, such as short repayments periods, tend also to put off SMMEs in their quest for financial resources from the formal banking system.

Compounding these factors is the fact that the membership laws of Cooperatives and Thrift and Credit Societies in Botswana tend to favour men over women; thus disqualifying women from access to credit. Therefore, although such societies are normally nearer to the rural communities than banks, women cannot avail themselves of their credit facilities.

The Government policy in the development of the informal sector is to facilitate the development of a vibrant and efficient SMME sector to address in particular, the unemployment problem and to facilitate rural industrialisation. Most importantly, such efforts will be pursued to facilitate the increased participation of Botswana in business. A manufacturing sector survey carried out in 2001 indicated that Botswana owned the majority of small and micro businesses in the manufacturing sector. Special attention therefore will be devoted towards supporting small and micro enterprises through well

designed policies and programmes and thus facilitate citizen empowerment, through entrepreneurship.

Increasing linkages between SMMEs and large enterprises will expand the SMME sector. Linkage opportunities exist in the manufacturing of components and parts as well as in the provision of such services that support manufacturing. The Ministry of Trade and Industry (MTI) will package and publish information on locally available supplies to enable large corporations and firms to procure their requirements locally. SMME suppliers, however, must be reliable and sustainable so that there are no disruptions in the supply chains that could adversely affect large-scale productions. Furthermore, as domestic supplies are usually costly, the training programmes that MTI provides must be aimed at assisting SMME suppliers cost, properly and sell their products at competitive prices.

Diversification of the rural economy will also be pursued through the exploitation of linkages between various sectors of the economy. Adding value to agricultural products and further processing of minerals and semi-precious stones can provide additional job and income opportunities for the rural communities.

framework for Government action in support of the sector. The Act will be benchmarked against best international practices and legislation.

As a means to drive the SMMEs initiatives the Government will establish the Local Enterprise Agency (LEA) to act as a one-stop-shop for local businesses, encompassing the training and mentoring support, currently provided through the IFS, facilitating access to finance and offering technology support for product development. The training programmes offered under LEA will be specifically designed to inculcate an entrepreneurial culture that will create citizen businesses that can be competitive in both domestic and international markets.

## **Position**

BFTU encourages Government that, policy measures should target the mainstreaming of the informal economy into the rest of the economy through capacity building (access to capital, training, research and provision of information). The sector should benefit from policies to promote SMMEs, such as the provision of incubation facilities (e.g. factory shells), provision of designated and protected selling points such as flea markets among others.

## Informal Sector Workers

Informal sector workers in the rural and urban areas face a much greater risk of income loss than those in the formal sector. But they are also the group for whom it is most difficult to provide greater security through public intervention. Income loss is mostly associated with loss of employment, which can occur either because no jobs are available or because of incapacity to work as a result of physical disability, sickness, or old age. The vast majority of workers depend upon informal arrangement to provide insurance against these risks.

Employers-workers relations in the informal sector are governed by social customs and traditions. For wage earners the informal employment arrangement often includes an element of insurance and risk sharing, with employers agreeing to pay workers a fixed wage while they remain employed, regardless of seasonal or other fluctuations in demand. It is also common for employers to provide loans to workers or who face unexpected expenses, or to support older workers or those unable to work for health reasons. This type of support is never formally agreed upon in advance. But informal commitments by employers are an important part of socially acceptable codes of conduct, especially in rural areas.

Private transfers play an important insurance function in addition to reducing income inequality; they provide old age support and ameliorate the effects of disability, illness, and unemployment. In Botswana, especially in rural areas, older generations rely on the young to supplement their income. Indeed, ensuring support in old age is one of the reasons for having children.

Public works programmes (Namolo leuba) can complement private efforts to help the unemployed poor, provided the recipients are willing to work for low wages. The low wages act as a self-targeting mechanism, because only the truly needy will accept them. These schemes are particularly appropriate during recessions, when other job opportunities are unavailable. They are used in Botswana for rural areas during slack season and can have a secondary benefit of building or maintaining important infrastructure assets needed by the community. The level of wages in such programs is important in determining their success at targeting the needy. High wages may attract better-off workers and, given limited budgets lead to fewer jobs being created for the truly destitute. Most public works programs have two objectives; providing relief to labourers in distress and creating a public asset.

# EDUCATION AND HUMAN RESOURCE DEVELOPMENT

## Observation

Botswana has achieved a marked improvement in the quality of educational facilities provided to its citizens, but the pace of educational change has lagged behind the pace of national development. The challenge is now to improve the quality of education. Education has not been adequately geared to the needs of the country, and to the job market. The challenge is to place greater emphasis on the technical and practical subjects, and business skills - the skills that are most needed. Botswana must set the highest possible standards for vocational and technical training as well as for academic excellence.

There is still a large contingent of expatriate teachers in Botswana's schools, and a number of schools with untrained teachers. A challenge to our education system is to produce more teachers, particularly in the areas currently taught by expatriates. Greater care must be taken in the recruitment of expatriate teachers when they are required to ensure that only those who can communicate clearly in English are employed.

Many schools across the country are not adequately equipped, particularly primary schools. This has resulted in a lack of science equipment or libraries, double shifts and schools without electricity. There is a challenge to build Senior Secondary Schools to match the number of Community Junior Secondary Schools, so that the goal of universal secondary level education can be met.

The automatic promotion of students from one year to the next regardless of educational attainments has meant that many students have not been reaching the intended standards. There is a challenge to meet the needs of this group. Although more girls enter primary education than boys, the number of girls decreases sharply at the senior secondary, tertiary and technical education levels. This causes women to be disadvantaged in their employment opportunities, and to be under-represented in the key decision making positions.

There has been a high rate of failure and school dropout especially in the remote and small settlements. This has resulted from poor supply of equipment and infrastructure to these areas, a hostile attitude by teachers to students from these areas, and long travelling distances. This is a major challenge to meet the goal of education equity across the country.

Though the new policy on education addresses many of these issues, and there is a pressing need for its implementation.

With regard to Human Resource Development, Government has recognised the importance and significant role of human capital as a key element in achieving economic development to be able to address unemployment and poverty. The principal thrust of human resource development will be the creation of a strong human resource base with the right knowledge, skills, attitude and values, which will enhance productivity and competitiveness. It is, therefore, imperative that manpower planning and development will focus on developing appropriately trained labour for the market. To this end, the Ministry of Finance and Development Planning has started the production of National Manpower Plans. These plans are expected to guide education and training in order to meet the needs of the economy.

## **Position**

Education is a basic human right and therefore universal primary and secondary education should remain the goal of policy. To achieve this goal, primary education must be free and compulsory. The girl child should not be disadvantaged in the provision of education at all levels. It is therefore important that government continues to play an active role in universalising primary and secondary education.

With the prevailing high levels of unemployment, it is necessary to re-orient the education system so that it provides relevant practical training. Business and practical courses should counter-balance the academic focus of the present curriculum. In this regard, BFTU calls for a closer working relationship between the Ministries of Education and Labour, to ensure that the education system is geared towards meeting the practical needs of the country. This co-operation should also be extended to other stakeholders, to ensure that demand drives the supply of skills.

It is important to expand the provision of vocational skills to empower school – leavers to take charge of their lives and create their own jobs. Skills training should also be upgraded in order to meet the challenges of increased competition that comes with globalisation. More flexible forms of training should be encouraged in order to adjust to the ever-changing conditions. In this regard, Botswana should also introduce a mandatory training levy of at least 1% of the wage bill of firms to fund skills training. Employers providing skills training should be able to obtain rebates on accredited courses. The ILO has vast experience on this issue and should therefore be approached to assist in developing the training levy, which should be established under the auspices of the Botswana Training Authority (BOTA). The South African Skills Development Act of 1998 should be examined as a good example.

Learnerships / internships should be promoted to give youths practical skills and experience. These should be developed on the basis of ‘best practices’ from the region

and beyond. ILO has recently analysed interventions to support youth employment at continental and global levels and Botswana could draw lessons from this project.

Botswana should build on its sound macroeconomic fundamentals to establish one of the best education systems in the region based on 'best practices.'

# HEALTH

## Observation

Most of the health facilities are still faced with problems of staff shortages, both in numbers and skills to enable them to carry out the intended health care services at an acceptable quality. The country is not producing sufficient doctors and nurses resulting in health facilities in many areas being understaffed. Several problems are being encountered in achieving planned training targets. These are among others, problems related with:

- Placement in the external training institutions, more especially within the region
- Length of training for most health professionals
- Unattractive pay structures and unclear paths that make trainees to stay abroad after completions of their studies
- High turnover of lecturers in our local training institutions.

## Position

BFTU upholds that the right to good health is a human right. No meaningful sustainable development can occur when the population does not enjoy the highest attainable health. In this regard, a healthy nation is an asset for the nation and a basis for sustainable development. Since the nation's greatest asset is its human resource, it is important that government and society invests in achieving the highest attainable health.

The government should continue with infrastructural development in the health care sector. In addition, the country should establish a medical school at the University of Botswana. Working conditions in the sector should be improved to competitive levels to arrest the brain drain.

Specific programmes targeting the health care needs of women (national cervical and breast cancer education, screening and treatment policy, and in-service training for health workers) should be strengthened and further developed.

A multi-sectoral programme on sexual and reproductive health, including HIV/AIDS prevention, prevention and treatment of unsafe abortions, and sensitising male responsibility in reproductive health issues, should be adopted.

Traditional and modern medicine must be integrated and regulated in a manner that allows for the maximum co-operation and complementary development of the two areas of health care provision.

# HIV/AIDS POLICY

## Observation

HIV peaks among women 20 to 29 years of age and in men 30 to 39 years of age, with the highest prevalence rate among those of single marital status. Women are also more affected, as the HIV sero-prevalence rates among pregnant women stands at 50 percent among the age groups 25-29 and 47 percent on ages 30-34. The prevalence rate in the 15 – 19 age group – which reflects the most recent infections – ranges from 20.0 to 28.6 percent, depending on the area. A decreasing rate in this group would be one of the first indicators that HIV infection is declining, but the current figures show the opposite case.

The private sector, the national economy as well as workers and their families feel the effects of HIV/AIDS. The epidemic strikes hard at the most vulnerable groups in society including the poorest of the poor, women and children, exacerbating existing problems of inadequate social protection, gender inequalities, and child labour.

The epidemic affects the workplace in many ways:

- Discrimination against people with HIV threatens fundamental principles and rights at work, and undermines efforts for prevention and care
- The disease cuts the supply of labour and reduces income for many workers
- Valuable skills and experience are being lost
- Productivity is falling in business and in agriculture, and labour costs are rising
- Investment is being undermined and tax revenue is reduced as more pressure is put on more public services
- The double burden on women gets heavier as they have to earn a livelihood and provide care to sick family members and extended families.

## Position

Recognising the enormous potential of employers' and workers' organisation, in partnership with government, to contribute to the fight against the spread of HIV/AIDS and to support the needs of workers living with HIV/AIDS. This policy framework constitutes the basis of BFTU's HIV/AIDS programme. As a Trade Union, BFTU recognises that HIV/AIDS poses a major challenge to our society and our response as a follows:

- To raise awareness of the economic and social impact of AIDS in the workplace
- To help government, employers and workers support national efforts to prevent the spread and reduce the impact of HIV/AIDS

- To fight discrimination and stigma attached to HIV/AIDS, as well as to fight the culture of denial, and thereby preventing the spread of the virus
- To provide advisory services to government, employers' and workers' organisation on integrating workplace issues in national AIDS plans, on revising labour laws to address HIV/AIDS, and on the development of workplace policies and programmes on HIV/AIDS
- To develop education and training programme to support the implementation of the BFTU code (see Appendix I), exchange experience and strengthen capacity of workers' organisation and the social partners to respond to HIV/AIDS
- To formulate and implement social and labour policies and programmes that mitigates the effects of AIDS.
- To run campaigns to raise awareness of TB, ARV therapy, PMTCT programmes in the workplace, and make information available to the workers
- To ensure that all collective bargaining demands must carry a requirement for employers to provide practical support for HIV/AIDS programme, including the provision of finance, facilities for shop stewards training and time off of workers

Collective agreements must address commitments from employers to apply non-discriminatory policies for HIV positive workers, in accordance with BFTU code and the ILO code.

- BFTU support the National Strategic Framework 2003-2009 prepared by government, and will prepare its own Strategic Plan in line with the above, to help stop the spread of the virus and to provide care and support for workers who are infected.
- To engage in advocacy and training on HIV/AIDS at the workplace
- To collaborate with concerned organisations in order to avoid duplication of efforts.
- To undertake research and surveys to determine the implications of HIV/AIDS at the workplace. Document and disseminate all useful information on national experiences including examples of good practices on HIV/AIDS at the workplace.

# HOUSING

## Observation

The population of Botswana has been growing steadily. In 1991 the population was 1 327 000, which grew to 1 700 000 by 2001 census. This growth represents an average population growth of 2.5 per cent per annum. However, it is now believed that the rate of growth may be slowing. There has been considerable rural to urban migration over the last 30 years, with expanding economic opportunities, the emergence of new towns, and effects of drought. These have put pressure on the housing sector in the urban and peri-urban centres in Botswana. To overcome the shortage of affordable, suitable and sustainable housing, the Government has through the Housing Policy recommended the following:

- To change the emphasis of Government from home provision to facilitation in the various settlement in partnership with other stakeholders
- To channel more Government resources (and emphasis) to low and middle lower income housing in both urban and rural areas
- To promote housing as an instrument for economic empowerment and poverty alleviation, and
- To foster a partnership with the Private Sector and all major employers in home development and facilitating home ownership

## Position

Housing / shelter is a fundamental human right that all Batswana should enjoy and have access to good quality basic shelter in both urban and rural areas as proposed by Vision 2016.

Despite the fact that shelter is a critical issue for the workers and the poor, the policy on poverty reduction and alleviation has until recently neglected the housing needs of the poor. Government should ensure that housing is a focus of all poverty alleviation and reduction policies. The availability of serviced land in urban areas has failed to keep pace with population growth. This has increased land prices and created hardship for the poor. More land must be zoned, acquired and serviced for urban development in all cities and townships. Much more land must be made available and serviced in the peri-urban areas surrounding the city of Gaborone and other urban centres. This requires fundamental changes in the approach to the problem as well as planning and land management.

Though the BFTU supports fully the policy measures suggested by Government, there is lack of institutional capacity to implement the recommendation. For instance they are no mechanisms in place to ensure that, the private sector participate fully in the

provision of housing and servicing of land. They are no measure to promote housing as an economic empowerment and poverty alleviation strategy.

The introduction of VAT in the housing sector has also served as a disincentive for home ownership, and the BFTU position is that Government should end taxation on essential commodities such as housing, basic foods, medication etc.

Government should establish an agency to regulate the Botswana Housing Corporation rentals, and to ensure that the playing field in the housing sector is level for the private sector to participate in home ownership, provision and land servicing.

The key issue to improve the functioning of the housing market in Botswana, needs reducing government interventions in their day-to-day operation. Improvement is needed on many dimensions and it can normally only be brought about gradually.

Four main lines of action normally deserve priority, as listed and illustrated, below:

**i) Increasing liquidity of real estate, to accelerate demand-driven land use change**

- Clarification and recording of property rights, to generate security of tenure, provide a base for investments and borrowing, and enable efficient transfers of property from one owner or use to another. In rural areas and peri-urban areas which are still dependent on the informal sector for much housing provision and development, high priority attaches to accelerating procedures for adjudication of land invasions and similar informal acquisitions, and for assignment of property rights. There is need to replace the various existing types of title, providing only restricted rights, with a full ownership title recorded in a single, open registry containing full information about liens, mortgages, easements, etc.
- Converting existing land use controls to a transparent system sensitive to demand signals. Detailed, time-consuming site and building controls need to be replaced by broader zoning regulations that provide for extensive public consultation in their conception and initial application, and facilitate gradual change in response to changing needs, but insist on transparency to avoid manipulations. Zoning classifications need to be realistic in regard to population pressures and market possibilities, and minimally restrictive, so as to avoid the subsidies often given to the better-off when the use of land is limited by law to low-density residential occupation.
- Broadening and deepening financial markets' support for housing. This is an appropriate object of banking and taxation policy, but it is important to ensure that measures taken do not inadvertently privilege detached suburban housing and that the benefits reach, in first priority, the groups who would otherwise barely be able to own/rent appropriate accommodation.

## ii) Avoiding distortion of land use through excessive regulations and poor pricing/ taxing practices

- **Legally required standards for building and site development need to be adjusted to income levels, and then firmly enforced.** In parts of Botswana in the local authorities, required plot widths are too wide, block lengths too short and street widths too generous. In others, well-chosen standards are ignored by developers, with the result that development becomes haphazard and expensive to serve.
- **Avoiding market distortion resulting from excessive inter-jurisdictional competition.** In areas, such as land and housing, where efficiency of supply depends on an integrated market spanning the whole of a metropolitan area, central governments should set standards to limit local government interventions through granting of special favours (such as tax remissions or exceptional relaxations of regulations) to attract investors away from other jurisdictions in the area.
- **Sales and leases of lands owned or developed by public authorities should always be at full market value, and equally public utilities should set connection charges reflecting actual costs rather than systemwide averages.** The Government in the sale of plots for both residential and industrial have sold land at prices at best reflecting historical costs, thus undercutting what the private sector would have otherwise been able to do, depleting their own financial resources, and hence severely limiting the land that could be developed/redeveloped.

## iii) Ensuring inclusion of infrastructure cost into land price through transparent impact fees or in-kind obligations:

- **Promoters of new subdivisions must pay for the expansions of infrastructure and public services that their projects require rather than leave these as a charge on the broader community.** Developers should be required to cover the costs of neighbourhood infrastructure and whatever expansions of public facilities are needed to maintain service levels in fields such as fire and police stations, storm-water infrastructure, schools, roads and bus-stops.

## iv) Acquiring primary rights of way or easements therefore:

- **Clarity for all parties about the broad future shape of the city/town.** The public authorities need to acquire rights of way, or define precise easements, for the intended future extensions of main arteries. Without such transparency in regard to the future spatial macrostructure, it is difficult for either the land market or actual land-use patterns to develop rationally.

The central thrust of all these measures is to increase supply of housing and working space by creating a firm but fair framework for all participants in the market.

# WOMEN AND GENDER

## Observation

Women contribution to the development of the country largely remains invisible, especially at the household level. Their role is therefore largely not rewarded and appreciated. The participation of women in economic activities is constrained by cultural norms, their productive and reproductive roles and laws that fail to empower them through access to means of production. Cultural norms treat them as minors, subservient to the husband, which has made it difficult for them to access resources in their own right.

Despite these constraints, the Government attempts to address these was on the integration of gender issues in the national development process with particular focus on the critical areas of concern to Botswana as outlined in the National Gender Programme. These areas are poverty, economic empowerment, power and decision-making, education and training, health, the girl-child and gender based violence including human rights.

Another general observation is that, the productivity of women in agriculture in Botswana is low due to a number of constraints: the persistence of an essentially family-oriented mode of production and subsistence; rudimentary technology and lack of information and knowledge concerning new technology and techniques; absence of meaningful consultation and intervention methods adopted by government; a labour force of which is believed to be over 50 per cent illiterate, production organisation requiring heavy inputs of labour; and a heavy dependence on climatic conditions.

As a result of the prevailing circumstances and the national and communal attitudes towards them, it is generally found that women themselves sometimes develop certain negative attitudes, which have not always helped their situation. Among these are the following:

- Lack of confidence in themselves and in their abilities;
- Lack of awareness of the value of acquired knowledge, experience and expertise;
- Lack of inclination for entrepreneurship, consequent both on the widespread lack of confidence in their abilities in this area and the conviction that whatever gains are realised may automatically be claimed by their husbands;
- Lack of interest in their citizenship rights including the right to vote and to be elected to office at whatever level because their multifarious concerns as workers, home managers and mothers leave them little or no time for exercising these rights; an over concern for the welfare of their family and kinsfolk often also contributes significantly to such a situation;
- Blind acceptance of socio-religious conventions and traditional customs even when

these work against them, borne out of long subservience as minor partners in the community;

- Tendency to submissiveness, usually also as a result of the above; this is especially true in rural areas where there is limited education and literacy to help change the mentalities of women;
- Over-concern for the welfare of their family and kinsfolk, as indicated above, often leads also to divisiveness among women when it comes to working together as a group. It is an obvious fact that if women could work together they would have the solidarity and empowerment to enable them achieve their goals;
- When, in spite of everything, women do find themselves in decision-making positions, they tend to take a traditional male point of view in development matters that concern women rather than a female point of view. One reason for this may be a desire to prove themselves as capable as men.

Botswana has signed the following international conventions as a commitment in the area of gender:

- The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)
- The African Charter on Human and Peoples Rights of Women in Africa (ACHPR)
- SADC Declaration on gender and development
- The Convention on the Rights of a Child.
- The Beijing Declaration and Platform for Action
- The Commonwealth Plan of Action on Gender and Development
- The Prevention and Eradication of Violence Against Women.

## **Position**

The BFTU believes that Botswana's development will be substantially enhanced through the pursuit of gender-sensitive policies and programmes. Understanding the different impacts of policies and interventions on the two sexes will help maximise the full potential of the Botswana people. An audit of the gender-sensitivity of laws, policies and programmes should be undertaken as a matter of urgency.

Government should ratify Conventions promoting issues of gender (such as ILO Convention 183 on maternity leave). At the moment, women on maternity leave are only paid 25% of their salary, which is one of the lowest in the region. This should be reviewed as a matter of urgency to ensure standardisation with other experiences.

Clear targets should be established as benchmarks to measure the progress achieved in mainstreaming gender in the development process, in line with international Conventions. Amongst the International Development Goals (IDGs) set, the one that specifically relates to gender enjoins governments to:

- Promote gender equality and empower women: eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education not later than 2015;

Botswana should therefore take stock of progress to date in terms of meeting the targets set at the global, regional and indeed local levels with respect to achieving gender equality. As a UNDP report put it, “Words alone are not sufficient to change policies affecting women. It must be supported with evidence, statistics and data. Decision makers need numbers by which to measure women’s needs and compare their status with those of men. Advocacy not supported by evidence bears limited impact,” (UNDP, 1998: A Matter of People,” Lagos Nigeria, page 130).

Various actions for increasing productivity and output of women in Agriculture are as follows:

- a) Land: There is need for change in land tenure systems. A serious constrain on women’s agricultural production is their lack of access to land. Though government policies and land distribution methods need to be reformed, it is recognised that changing land allocation patterns is a long-term proposal since cultural attitudes are difficult to change and women’s roles in national decision-making on lands issues are limited. In the short-run, increased participation of women in village committees and land boards involved in relevant governmental and non-governmental development projects and programmes can affect decisions on land allocation issues.
- b) Appropriate technology: reducing their workload in other areas can increase Women’s agricultural production. Thus, labour-saving technologies like grain mills, fuel-saving cooking stoves, and piped water would drastically reduce the amount of time require to process and prepare daily meals. If some of the burden of these household chores were removed, women would have more time to devote to agricultural activities, health and nutrition. Agricultural technologies such as hoes, ploughs, and carts, would not only relieve women’s burden, but also increase labour returns and enable them to plant more crops. Where there is out-migration of men to urban areas on a significant scale, it is even more urgent that certain activities are mechanised in order to reduce the stress on women and to leave more time for educational and related activities.
- c) Secure storage facilities would help reduce the substantial proportion of crops lost each year to spoilage, insects and animals.
- d) Extension services to women: women need access to information about improved seed varieties, better agricultural practices, marketing strategies, appropriate technologies and labour-saving devices. The thrust of extension services may need to be redesigned to include, for example, information on specific women’s crops.
- e) Women’s Organisation: Women’s organisation could play a significant role in addressing women’s needs for extension services, credit, agricultural research, access to land, and access to appropriate technologies. Unfortunately, many of these

organisations are constrained by poor management and limited resources. There is, therefore, a definite need for the strengthening of these organisations. Training in group management, leadership, project appraisal, basic financial accounting, literacy and numeracy is needed.

# YOUTH AND CULTURE

## Observation

The future prosperity of this country depends on the full and active participation of the youth in entrepreneurial activities. In this regard the following ministries - MoE, MLHA, MCST and MTI will work closely to continue to promote the development of an entrepreneurial spirit and culture among the youth. This will be achieved through the adoption and applications of a pertinent curriculum on entrepreneurship. The MTI will also further promote on-the-job training for the youth as they enter the labour force so that they can acquire the necessary management and technical skills and thus break the no-experience-no-job cycle.

The National Cultural Policy provides a strategy for building our national identity and pride. It also addresses national cultural issues with a view to meeting aspirations of Botswana citizens. This will include clear strategies for the collection and preservation of Botswana's rich and diverse oral and written traditions and arts, and the identification and development of national archaeological and heritage sites and other national monuments. It is also necessary to develop arts and cultural museums and historical libraries in all regions of the country. All forms of cultural expression, such as the arts and music, must be given full encouragement through the provision of more resources.

## Position

Policies and programmes should be sensitive to the needs of youths and these should be mainstreamed in all development policies. Specially targeted programmes of training (eg. learnerships and traditional apprenticeships) should focus on this group. They should also be targeted in terms of the development of SMMEs and access to credit lines so that they can play a more meaningful role in the development of the country.

Botswana Federation of Trade Unions should work with the Government on 'Policies and Programmes to Combat Youth Unemployment' and some of the programmes suggested are as follows:

- training and capital based assistance for new self-employment and enterprise creation;
- training or apprenticeship and capital based assistance for employment in existing enterprises;
- active labour market policies, including placement and subsidised employment schemes;

- direct job generation through public employment and infrastructure investment projects.
- Easier access to credit, land, technology and extension services, involving for instance the provision of banks and banking facilities, revision of property laws, national technology policy for grassroots implementation
- Organisation of youth bureaux, national ministries, commissions and departments and other bodies for the promotion of the interest of the youth
- Literacy campaigns with a special emphasis on the youth
- Increased information flow on the rural areas and information feedback
- Encouragement of the participation of the youth in rural (village) committees, trade unions, peasant associations and other such organisations, so as to pursue their own interests and contribute more effectively to national development
- Encouragement of the participation of the youth in cooperative societies, farming associations, self-help associations, credit and savings unions and other such groups for the purpose of furthering farm and business interest and increasing profitability
- Ensuring the full participation of girls in the higher reaches of education and training, so that they can be qualified to function at the highest policy-making levels
- Appointment of the youth to position of responsibility
- Sensitisation programmes to ensure national awareness of the situation of the youth
- Greater encouragement to international and bilateral agencies, NGOs and other such bodies to participate in national programmes aimed at enhancing the status of the youth in the economy.

The BFTU recognises and applauds the work being done by the Botswana National Youth Council (BNYC). In particular, BFTU congratulates BNYC for launching its Youth Charter. The labour movement will do its part to fulfil the aspirations of the youths, as outlined in the Youth Charter.

# SPORTS AND RECREATION

## Observation

Sports and recreation have many tangible benefits, and a significant impact on other areas of life. In contrast, lack of access to sports and recreational facilities exposes youths in particular to risky behaviour (crime, drugs, HIV/AIDS, etc). There is need to increase the participation rates in sporting activities in Botswana. The National Sports Policy has been developed in order to achieve the following goals:

- To identify appropriate needs and opportunities for all Batswana to be involved in sport and physical recreation in order to enable them realize their full potential
- To identify strategies for development of sport and recreation within the context of Botswana's cultural and socio-economic set-up
- To outline structures of sport and recreation system that will promote access and participation in sport by all, including the rural population, women and people with disabilities
- To promote awareness on general fitness, health, recreational and leisure activities of the individual Botswana citizen, regardless of age, sex, occupation and status
- To identify strategies that aim to develop young sport-persons in and out of school and throughout a system of progression over time to become outstanding international sport persons
- To provide opportunities for persons with talent to excel in their chosen sport disciplines as a means of self-fulfilment and promotion of national image
- To propose various possibilities and strategies for improving resource provision for sport and recreation by Government, parastatal, private sector and Non-Governmental Organisation
- To spell out the role of different stakeholders in sport administration and management
- To integrate and synthesize the world of work with sport and recreation.

Sports in Botswana must be professionalised, so that talented individuals are given the opportunity to earn a living from it. Government should increase expenditure on sports, and provide facilities to develop the youth. International coaches should be hired to improve performance. Botswana must establish a sports and fitness improvement programme to suit the needs of both the youth and adults.

## Position

Our culture is an important aspect of our development: it defines who we are and brings about a sense of identity and togetherness. It gives us our dignity as a nation.

It is important therefore for Botswana to develop national ethos around which people can identify themselves as Batswana. Such ethos is critical for survival under globalisation. Public awareness programmes around the positive aspects of our culture should be organised and promoted by all stakeholders. The media, both print and electronic should be mobilised to educate the people on our culture.

The Government in partnership with the private sector must play an active role in promotion of sports. This will help keep Batswana in a good physical and mental state of health. Sport provides entertainment, is a potential source of employment, especially amongst youths, and can earn foreign currency. Above all, it can bring pride to a nation.

It is therefore necessary for government, in conjunction with other stakeholders, to develop sport academies in various disciplines. Lessons can be learnt from countries that have successfully promoted sport.

# THE ENVIRONMENT

## Observation

The natural resources a country has are critical for its development and sustenance. Such resources include minerals, forests, rivers, animals, land and the climate. The efficient management of such resources is critical for the present and future generations. In this regard, over-utilisation and exploitation of natural resources and the environment undermines the future development prospects of the country.

Botswana has world acclaimed tourist attractions such as the Okavango Delta, the Chobe and Moremi game reserves. However, the Okavango Delta is a fragile ecosystem, a challenge that has resulted in the establishment of the Okavango Research Station by the University of Botswana. The management of the Delta is therefore critical if the ecosystem is to be preserved.

## Position

The BFTU places emphasis on sustainable development, which implies present generations can meet their needs without sacrificing the opportunities for future generations to meet their needs. In this regard, the National Conservation Strategy's secretariat should be made more proactive and effective. Research findings should be used to protect the resource base of the country and its environment.

Proper management of the environment cannot be effective with high levels of poverty. The management of the environment and the control of natural resources should be shifted to the level of the community. This will empower local communities to benefit directly from the resources where they live. This should also be extended to the preservation and exploitation of wild life, as suggested in the Wildlife Conservation Policy of 1986. In this regard, capacity must be built in local communities to manage and benefit from the ecosystem. Zimbabwe has established a good practice community-based management system through its Campfire programme where communities are empowered to manage and benefit directly from the ecosystem in their areas.

It is therefore necessary to build the capacity at local levels for the purposes of policy formulation, strategic planning, environmental management and implementation. There is need to support multi-sectoral conservation projects: community-based natural resource management proposals. In addition, support must be provided for environmental enhancement activities such as firebreaks maintenance and environmental rehabilitation programmes.

All development policies and programmes should be subjected to strategic environmental and impact assessments in order to incorporate measures to mitigate impact and environmental economic instruments that serve as an incentive / disincentive to raise the effective use and management of natural resources. Botswana must realise their role in the management of the environment and must take an active interest in its preservation. We owe it to ourselves and to future generations to ensure that natural resources, a national heritage, are efficiently and effectively utilised in a renewable and sustainable manner.

Botswana should meet obligations emanating from the various Conventions it has acceded to on the environment and its protection. The country must build capacity in the form of technological skill development, adaptation of available technologies, financial assistance to develop / improve meteorological observation stations or carry out outreach research. Botswana must also follow up on the World Summit on Sustainable Development held in Johannesburg, South Africa in August 2002. It is important to draw lessons for application from best practices from elsewhere.

# GLOBALISATION AND REGIONAL INTEGRATION

## Observation

Globalisation is based on a neo-liberal agenda that believes in the efficacy of unfettered market forces. It is driven by corporate capital and is largely serving its interests at the expense of the interests of people. It is characterised by the uneven distribution of benefits, growing inequality within and between nations and increased volatility of capital markets.

The ILO has found that globalisation adversely affects the seven securities, which, workers are interested in, namely:

- a) **Labour market security** – the opportunity to participate in the labour market;
- b) **Employment Security** - workers are protected against any arbitrary loss of employment;
- c) **Job Security** - protection against any arbitrary transfer between sets of work tasks and loss of job-based rights;
- d) **Work security** - covers working conditions and health & safety protection at work;
- e) **Skill reproduction security** - refers to access to skill acquisition and retraining to ensure skills do not become out-dated;
- f) **Income security** - refers to protection against arbitrary reduction of income and upholding equity;
- g) **Representation Security** - refers to the availability of the capacity to bargain and influence the employment environment.

Globalisation has been accompanied by increased insecure types of employment, mainly through the phenomenon of casualisation. Increased competition, especially for foreign direct investment, has resulted in the undermining of human and trade union rights, especially the right to organise and negotiate. Thus, apart from thousands of workers losing their jobs because of market liberalisation, the spectre of the working poor has also developed. Many workers are employed in tenuous jobs and thousands are now working in the unprotected informal sector.

The liberalisation of trade through the SADC Trade Protocol and the establishment of the COMESA Free Trade Area dominate regional integration.

## Position

Alternative forms of globalisation that are people-oriented should be explored (a better world is possible). This alternative is generally referred to as globalisation from below. It is therefore important that globalisation is based on the following principles:

- ethics - less violation of human rights;
- equity - less disparities between nations;
- inclusion - less marginalisation of people and nations;
- human security - less instability of societies and less vulnerability of people;
- sustainability - less environmental destruction; and
- development - less poverty and deprivation (UNDP, 1999: **Human Development Report 1999**, Oxford University Press, page 2).

On regional integration, it is necessary to build a stronger, better co-ordinated and united regional economy. A mechanism for compensating those countries that lose out from regional trade should be established as a way of promoting equity and regional stability.

International labour standards should be promoted through the ratification of the seven core ILO Conventions, establishment of regional labour standards such as the SADC's Social Charter, and ensuring good corporate governance.

Trade unions and other civil society groups must work closely with government in negotiating regional and global trade agreements such as the Southern African Customs Union (SACU), SADC Trade Protocol, COMESA Free Trade Area, the New Partnership for Africa's Growth and Development (NEPAD), Cotonou and the World Trade Organisation (WTO). There is urgent need for capacity building in the area of trade and investment and global processes to ensure that civil society can play a more effective role in shaping the global economy and counter-balance the influence of global corporations.

# THE NEW PARTNERSHIP FOR AFRICA'S DEVELOPMENT (NEPAD)

## Observation

NEPAD has been defined in various ways: as a blueprint for Africa's recovery, a project of the OAU / AU, a long-term vision of an African-owned and African-led development programme, a holistic, comprehensive and integrated strategic framework for the socio-economic development of Africa, an African solution to Africa's problems, an agenda for the renewal of the continent, the African Renaissance project, Africa's Marshall Plan, among others.

## What is NEPAD about?

NEPAD argues for the strengthening of mechanisms for conflict prevention, management and resolution at the sub-regional and continental levels; promoting and protecting democracy and human rights on the continent by developing clear standards of accountability, transparency and participatory governance; restoring and maintaining macroeconomic stability; revitalising and extending the provision of education, technical training and health services, with high priority on addressing the HIV/AIDS pandemic, malaria and other communicable diseases; promoting the role of women in social and economic development; building the capacity of African states; and promoting the development of infrastructure, agriculture and its diversification into agro-industries and manufacturing.

## Position

**The following is the BFTU's critique of NEPAD.**

### **a) No stakeholder participation: is informed by a top-down approach**

Although it acknowledges that it will be successful "...only if it is owned by the African peoples united in their diversity," (paragraph 51, page 13) and makes an appeal to the African people for support, the major weakness of NEPAD is the lack of stakeholder participation in its design.

While some sections of the document allude to the importance of popular participation, others try to justify the top-down approach taken, contending that: "...We believe that while African leaders derive their mandates from their people, it is their role to articulate these plans and lead the processes of implementation on behalf of their people," (paragraph 47). Thus, NEPAD reduces the role of civil society as follows: "We are, therefore, asking the African peoples to take up the

challenge of mobilising in support of the implementation of this initiative by setting up, at all levels, structures for organisation, mobilisation and action,” (paragraph 56). The role of civil society is reduced to one of merely supporting the initiative.

By choosing this top-down approach, NEPAD contravenes the African Charter on Popular Participation adopted by the African Heads of State in Arusha, Tanzania, in 1990. Moreover, the concept of ‘Partnership’, a cornerstone of NEPAD, is outward rather than inward oriented. The new partnership is with the Northern development partners, and not African civil society. NEPAD states clearly that the programme is “...a call for a new relationship between Africa and the international community, especially the highly industrialised countries, to overcome the development chasm that has widened over centuries of unequal relations,” (paragraph 8).

## **b) Promotes free markets and free trade**

NEPAD seeks to integrate Africa into the global world on the basis of free markets and free trade. NEPAD enjoins African countries to implement ‘...far reaching reforms and programmes,’ (paragraph 23, page 6), without elaborating on what these entail. In development discourse, such a reference refers to SAPs. This is confirmed in the following paragraph (24) which argues that the SAPs implemented in the 1980s provided only a partial solution: “...they promoted reforms that tended to remove serious price distortions, but gave inadequate attention to the provision of social services,” (paragraph 24). The analytical part of NEPAD observed that the current phase of globalisation undermines African recovery and development, and yet the proposed solution is steeped in further integrating Africa into a faulty world economy, without addressing its inequalities and injustices (such as the absence of fair and just global rules, divergences in global market power etc).

NEPAD also seeks to complement existing poverty reduction efforts by the IMF and World Bank and the enhanced debt relief programme initiated by the two institutions. It fails to interrogate these initiatives, which do have their own limitations, and are market-based. In fact, these are given precedence, as NEPAD concedes ground, “...Countries would engage with existing debt relief mechanisms – the HIPC and the Paris Club – before seeking recourse through the New Partnership for Africa’s Development,” (paragraph 149).

## **c) Is Dependent on External Resources**

In its statement of the problem, NEPAD had highlighted the role of aid in creating a dependency syndrome in Africa, arguing instead for a new global relationship (partnership) based on shared responsibility and mutual interest. It calls for a new approach, with Africa determining its own destiny, while the rest of the world complementing her efforts. The document also boasts about the abundance of resources in Africa (capital, technology and human skills), contending what is

missing is bold and imaginative leadership that is committed to sustainable human development and poverty eradication and a new global partnership. It strongly asserts that "...Africans must not be wards of benevolent guardians; rather, they must be the architects of their own sustained upliftment," (paragraph 27).

In spite of its rhetoric about self-reliance, African-ownership and control, NEPAD depends largely on external funding (an estimated US\$64 billion per year). A building plank of the initiative "...seeks to increase private capital flows to Africa, as an essential component of a sustainable long-term approach to filling the resource gap," (paragraph 150). It promises to address the perception of Africa as a high-risk investment destination by reducing the risk of investing in the continent. From past experience, it is clear that this will entail kow-towing to the dictates of powerful multinational companies. In the past, creating an enabling environment for investment entails, in part, diluting labour standards.

NEPAD is too optimistic in terms of the availability of external resources (aid, private investment and debt relief). Lessons from experience suggest caution in expecting benevolent inflows of 'unconditional' resources. Too much hope is placed in the basket of 'new global partnership'. If it falls, as it has done in the past, all the eggs will break, and with it the hope will go. In essence, NEPAD forgets the old adage that 'he who pays the piper, calls the tune.'

But does private investment flow into areas where good governance is practised, and where macroeconomic policies tally with conventional wisdom? Surprise, surprise, private capital has not necessarily followed the dictates of conventional wisdom. The top ten recipients of gross capital flows for 2000 were, in order of importance, Panama, Philippines, Angola, Mauritania, Moldavia, Latvia, Slovak Republic, Papua New Guinea, Ecuador and Estonia. The flows relate more to the availability of a natural resource yielding a high rate of return than governance levels or the implementation of conventional macroeconomic policies.

#### **d) Undermines the Role of Women**

Gender issues are not mainstreamed in NEPAD, in spite of a few references (commitments) to upgrading the role of women in social and economic development. The route it chose (market-driven development) will undermine the role of women and entrench their vulnerability and marginal status rather than enhance it.

#### **e) Lacks a Labour Market Approach, and Especially an Employment Strategy**

NEPAD does not articulate a strategy to deal with unemployment and underemployment, yet unemployment is one of the main causes of poverty.

In addition, NEPAD ought to have built on the established tripartite consultative framework that is already well developed on the continent. For instance, the OAU and SADC Employment and Labour Sectors are the only tripartite frameworks in the two organisations. If domestic partnerships are important, then institutions for social dialogue ought to enjoy pride of place in NEPAD. The document emphasises the rights of private capital, without outlining its responsibilities. At least it ought to have incorporated the issue of Social and Labour Standards, codes of conduct for FDI etc.

#### **f) Lacks Political Cohesion and Leadership**

The political / governance initiative is not well developed – details are as yet to be worked out. However, we know that deviant governments will be subjected to peer reviews, which themselves are not yet developed. President Mbeki recently suggested that the peer review would be voluntary, making it a paper tiger.

More fundamentally, questions are being asked regarding the mandate of NEPAD's leadership. Some African Presidents have questioned the mandate of the implementing committee, drawing as it does from the initiators. For instance, the former President of Kenya, Daniel Arap Moi argued that none of the East African leaders is in the implementing committee.

# VISION 2016

## Observation

To understand better some aspects of the development strategy of Botswana from 1996 to 2016, Vision 2016 was undertaken to get the perspectives of Botswana themselves on how they want to see Botswana in 2016 in the World stage. For instance, lack of education, freedom and dignity, poor health, HIV/AIDS, housing, transport accidents and exclusion from participation and control by Botswana in the national economy were often mentioned in varying ways. To address the above mentioned problems the Government has adopted Vision 2016 (Towards prosperity for all) to radically transform the lives of Botswana, across the broad spectrum of the social, economic, entrepreneurial, political, spiritual and cultural levels. These are based on seven pillars, which are:

### **i. Building an Educated, Informed Nation**

By the year 2016, Botswana will have a system of quality education that is able to adapt to the changing needs of the country as the world around us changes. Botswana will have entered the information age on an equal footing with other nations. The country will have sought and acquired the best available information technology. All schools will have access to a computer, and to computer-based communications such as the Internet.

### **ii. Building a Prosperous, Productive and Innovative Nation**

Botswana will have diversified its economy, with mining, agriculture, industry, manufacturing, services and tourism all making a substantial contribution. Botswana will have a vibrant and energetic economy that is able to meet the competitive demands of its 21<sup>st</sup> century, and attract investors. Economic growth and development in Botswana will be sustainable. Renewable resources will be used at a rate that is in balance with their regeneration capacity.

### **iii. Building a Compassionate and Caring Nation**

By the year 2016, Botswana will have a more equitable income distribution that ensures that participation of as many people as possible in its economic success. There will be policies and measures that increase the participation of poorer households in productive and income earning activities. Botswana will be a compassionate and caring society, offering support and opportunity to those who are poor, and including all people in the benefits of growth.

#### **iv. Building a Safe and Secure Nation**

By the year 2016, serious and violent crime and illegal possession of firearms will be eliminated, as will the distribution and use of addictive drugs. The growth of white-collar crime will be halted so that all stakeholders can have confidence that their assets and investments are safe. The high incidence of deaths and serious injuries arising from the irresponsible use of vehicles, inadequate fencing of animals or poor road marking will be substantially reduced by the year 2016. Botswana will have well-planned systems in place to counter the effects of natural disaster such as drought, outbreaks of animals diseases, floods or fire.

#### **v. Building an Open, Democratic and Accountable Nation**

The Botswana of the future will be a community-oriented democracy, with strong decentralised institutions. Botswana will build upon its history of democratic development. The continued involvement of all political parties in the reform process will ensure a lasting and durable democracy. These traditions will mature over the next twenty years, and become nearer to the people. The democratic process will be continually deepened and enriched in accordance with the general evolution of the society and wishes of Batswana.

#### **vi. Building a Moral and Tolerant Nation**

The ability of a society to accept change is strengthened by the personal morality of its people. The Botswana of the future will have citizens who are law abiding, strong in religious and spiritual values, and who possess high ethical standards. No citizen of the future Botswana will be disadvantaged as a result of gender, age, religion or creed, colour, national or ethnic origin, location, language or political opinions.

#### **vii. Building a United and Proud Nation**

By the year 2016, Botswana will be a united and proud nation, sharing common goals based on a common heritage, national pride and a desire for stability. This will be demonstrated by increased use of the flag and other national symbols that signify racial harmony. The family will be the central institution for the support and development of people in Botswana, and for the transmission of social and moral values. The strength of the family will have been reinforced in response to the rapid social changes that are sweeping the country, the region, and the world.

### **Position**

To deal with the numerous problems identified in the Vision 2016 whose solution can only enhance the status of Batswana, various possible lines of action are proposed.

## **i) Ascertaining contributions of Batswana in our National Development Programmes**

Attitudinal constraints and socio-cultural conditions pose significant challenges for Botswana. Improving the status of Batswana is a critical first step towards integrating their concerns into national development plans.

A vision strategy for the enhancement of Batswana status and roles cannot be effective without appropriate indicators to evaluate performance and impact. Questions such as

“How would Batswana beneficiaries know how positive is their output and impact on development ?” are relevant in designing such indicators. It is not just quantitative indicators which are required but also qualitative indicators. This is because Batswana can score high on quantitative growth indicators without this leading to development and a transformation of their communities in general or the quality of life at individual level.

In addition, the indicators should be comprehensive and should also reflect concerns, such as the following:

- Relevance to the needs of Batswana
- Scope and range of economic activities
- Multiplicity of roles and functions performed
- Influence of socio-cultural norms and values
- Sensitivity to the prevailing division of labour
- Potential for adequate role-enhancing resources mobilisation and utilisation (appropriate technology, extension services, land, credit, health facilities and education, literacy and upgrading of management skills, etc)
- Impact on the capacities and capabilities of Batswana
- Degree of progress achieved to improve the quality of life, health, earning possibilities, level of education, etc
- Contribution to social transformation
- Sustainability for replication or continuity

These indicators could assist in estimating the social and economic contributions of Batswana in the development. They would also be useful for diagnostic assessments and for designing interventions to improve their situations.

## **ii) Sustained Advocacy of Vision 2016 concerns**

As part of the process for the implementation of Vision 2016, there is need for advocacy for the purpose of achieving high levels of individual, community and

national awareness of the problems confronted in enhancing the status of Botswana and the solutions adopted. Its basic aim is to enlist support and to neutralise the forces of opposition, which, as in other areas, are always bent on preserving the status quo. As a corollary, information is necessary about relevant plans and programmes their achievements, and reasons for success and failure. Advocacy can also be furthered if there is regular and systematic monitoring and evaluation both for the purpose of stock taking and for shaping future actions.

### **iii) Disaggregated data**

Disaggregated baseline data should provide necessary information on, inter alia, labour, migration, household activities, production levels, productivity levels, and the role of women in the rural sector. More generally, statistics should be collected and published regularly and on an on-going basis, reflecting changes in the status and conditions of Botswana. This way it is possible to identify areas and aspects in which further actions are required and to devise appropriate strategies for dealing with them.

### **iv) Human Resource Development**

In order to better meet the needs of Botswana through Vision 2016, efforts should be made to increase the number of Botswana among extension agents, researchers, policy planners and NGO personnel, just to mention a few. For this, special recruitment programmes may be required. Long-term and short-term training programmes should be planned for Botswana in order to enable them perform effectively. Innovative reinforcing and gender-focused skills-upgrading programmes should be incorporated into all rural development activities. There is need for material resources to strengthen the skills-training initiatives of international, regional, and local organisations. Planning of priority areas for skills upgrading of Botswana should have multi-faceted modules incorporating the diversity of their roles (domestic, health, tourism, population-oriented, entrepreneurial, food production and processing, environmental, family-support and community participation). A gender-balanced approach to training should aim at designing modules for men to encourage them to develop skills for supporting women's programmes with complementary inputs.

# THE GOVERNMENT AS NUMBER ONE EMPLOYER

## Observation

Botswana Government spent over P 4 billion on wages to the civil servants, and these in the long-run will not be sustainable, hence a need for public service reform. Countries around the globe are now moving towards open markets and less regulation, and many are also reconsidering the role of the state in the economy. Although the government presence is necessary to support market-oriented, labour demanding development, its role must be more of a facilitator than a player. The present size of the government's workforce has grown significantly beyond manageable levels. Whereas, very small civil service in countries in the East Asian economies has dedicate and efficient, the civil service in Botswana is often regarded as poorly motivated and unproductive.

Poor provision of essential public goods and services is widespread in Government and public employees are often so unproductive. Most of the cause of these problems lie in the connection between the special character of public service, which makes monitoring hard and output difficult to measure, and the history of ill-chosen and short-sighted personnel policies adopted by Government. Demoralised school teachers do not provide quality education. And some bureaucrats are more interested in receiving commissions on procurement contracts than in ensuring the efficient execution of vital infrastructure projects.

Measuring the quality and quantity of public service provision is difficult, as is evaluating workers on the basis of their personal achievements. In such areas as health and education, public service providers are encumbered by multiple objectives – ensuring equity, addressing poverty – that their private counterparts may not face. And, as in other “street-level” bureaucracies – the police force, courts, agricultural extension agents – direct, continuous supervision is impossible because these workers interact with the public on a daily, one-to-one basis. Therefore it is hard to measure and reward each worker's contribution. The problem is compounded by the fact that public workers have enormous opportunities for rent-seeking behaviour and shirking of responsibilities.

Poor government wage and employment policies exacerbated these problems. Low pay reduced the loyalty and dedication of many civil servants and lowered the incentive for talented and honest to apply for, or remain in, public sector jobs. Low pay also led many public workers to try to exploit their positions for financial gain, while over-staffing made it even harder to monitor effort. Lack of complementary inputs and supplies provided an excuse for poor performance. Poor working conditions in the public sector have led the best and brightest members of the labour force in Botswana to look for jobs

in the private sector, or even to leave the country. But the quality of civil servants may be declining as well. A root cause is the inability of public employment structures to adequately reward the most highly skilled workers.

## **Position**

### **Improving the quality and accountability of public workers**

Improving the performance of government workers although difficult, is not impossible, as the well-functioning bureaucracies of some East Asian and industrial countries prove. The quantity and pay of civil servants are not therefore, the only variables that affect the quality of public services. Government need to ensure that they select the right people, reward them for hard work, and hold them fully accountable for their actions, and that the quality of civil servants' work is subjected, whenever possible, to the discipline of the marketplace.

One way of ensuring that the civil service attracts the best employees is to combine good salaries with an objective, merit-based selection procedure, such as a system of entrance examinations and interviews.

Public sector workers also need to be rewarded for their achievements and held accountable for their failures. One powerful way of motivating public sector workers involves linking promotion to performance – this runs directly counter to the tradition of civil service promotions being unrelated to merit. Promotion within the officer cadre in Botswana is based solely on seniority.

Bureaucracies in the successful East Asian countries have introduced merit as a basis for determining promotion, linking incentives for individual performance with encouragement for teamwork. Promotion of officers in Korean civil service is based on a formula that assigns weight to both length of service and individual merit. The judgement of merit is partly subjective and partly objective and includes test scores from training courses, performance assessments by supervisors, and records of awards for outstanding jobs performance or other public service. In addition, assemblies, group meetings, sports and competitions among units are used to strengthen teamwork.

### **Public Service Employment Reforms**

There is need for public employment reform in Botswana with efforts to right-size (down-size) the civil service. Government avoid reforming the civil service for fear of disrupting the system of patronage, which is sometimes necessary for their political survivals. The organisation and functioning of bureaucracies are usually closely related to the generation and distribution of the economic privileges required for politicians to stay in power. However, implementing these reforms, which often imply rightsizing

the public workforce, is difficult because political and economic needs often conflict. Success requires a high degree of political commitment, which seems lacking in the present Government.



