



Mid-Term Review of NDP 10

NDP 10 Towards 2016



Ministry of Finance and Development Planning

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ABBREVIATIONS AND ACRONYMS

ABEP	Adult Basic Education Programme
ADB	African Development Bank
ASSP	Agricultural Services Support Programme
ART	Anti-Retroviral Treatment
BASAs	Bilateral Air Service Agreements
BAC	Botswana Accountancy College
BCA	Botswana College of Agriculture
BCWIS	Botswana Core Welfare Indicators Survey
BDF	Botswana Defence Force
BEC	Botswana Examination Council
BEDIA	Botswana Investment Export Development Authority
BEWR	Botswana Energy and Water Regulator
BGCIS	Government Printing and Government Information and Communication Systems
BHC	Botswana Housing Corporation
BIAC	Botswana Institute of Administration and Commerce
BIDPA	Botswana Institute for Development Policy Analysis
BIH	Botswana Innovation Hub
BITC	Botswana Investment and Trade Centre
BIUST	Botswana International University of Science and Technology
BMC	Botswana Meat Commission
BNPC	Botswana National Productivity Centre
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
BOCRA	Botswana Regulatory Communication Authority
BOCODOL	Botswana College of Open Distance Learning
BoFiNet	Botswana Fibre Networks
BOTA	Botswana Training Authority
Bots-Mod	Botswana Macroeconomic Model
BURS	Botswana Unified Revenue Services

BPC	Botswana Power Corporation
BPS	Botswana Police Service
BPSC	Botswana Public Service College
BTA	Botswana Telecommunication Authority
BTC	Botswana Telecommunication Corporation
BTEP	Botswana Technical Education Programme
CAAT	College of Applied Arts and Technology
CHBC	Community Home Based Care
CITF	Construction Industry Trust Fund
COHRED	Council on Health Research for Development
CPA	Commonwealth Parliamentary Association
CPF	Country Programme Framework
CTO	Central Transport Organisation
CRA	Communication Regulatory Authority
DBES	Department of Buildings and Electrical Services
DCEC	Directorate on Corruption and Economic Crime
DOSET	Department of Out of School Education and Training
DPIFs	Botswana Productivity Improvement Forums
DPSM	Directorate of Public Service Management
DTC	Diamond Trading Centre
EASSy	East African Submarine System
EDD	Economic Diversification Drive
EFA	Education for All
EIA	Environmental Impact Assessment
ETSSP	Education and Training Strategic Sector Plan
EU	European Union
FDI	Foreign Direct Investment
FMD	Foot and Mouth Disease
FTMMS	Fleet Tracking, Management and Maintenance System
Gabcon	Gaborone Container Terminal
GBV	Gender Biased Violence

GCR	Global Competitive Report
GDN	Government Data Network
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
IDM	Institute of Development Management
HAART	Highly Active Anti-Retroviral Therapy
HCT	HIV Counselling and Testing
HIMS	Health Information Management Systems
HRDAC	Human Resource Development Advisory Council
IAEA	International Atomic Energy Agency
ICT	Information Communication Technology
IEC	Independent Electoral Commission
IFAD	International Fund for African Development
IFSC	International Financial Service Centre
IHS	Institute of Health Sciences
ILO	International Labour Organisation
IKS	Indigenous Knowledge Systems
IPU	International Parliamentary Union Forum
ISPAAD	Integrated Support Programme for Arable Agricultural Development
IWRM	Integrated Water Resource Management
JICA (130)	Japan International Cooperation Agency
KSBB	Kgalagadi Sand Building Blocks
KRAs	Key Result Areas
LIMID	Livestock Management and Infrastructural Development
MAP	Multi Access Programme
MARP	Most At Risk Populations
MDG	Millennium Development Goal
MEAS	Multilateral Environmental Agreements
MIC	Microsoft Innovation Centre
MISA	Media Institute of Southern Africa
MIST	Ministry of Infrastructure, Science and Technology

MLG	Ministry of Local Government
MLH	Ministry of Lands and Housing
MMEWR	Ministry of Minerals, Energy and Water Resources
MNWMPR	Botswana National Water Master Plan Review
MOA	Ministry of Agriculture
MOESD	Ministry of Education and Skills Development
MOFAIC	Ministry of Foreign Affairs and International Cooperation
MTC	Ministry of Transport and Communication
MTR	Mid-Term Review
MTTC	Madirelo Training and Testing Centre
MTUs	Ministerial Technical Units
NBSAP	National Biodiversity and Action Plan
NCC	National Craft Certificate
NAMPAAD	National Master Plan for Agriculture and Dairy Development
NDP 10	National Development Plan 10
NEF	National Environmental Plan
NESC	National Electricity Standard Cost
NFTRC	National Food Technology Research Centre
NGPF	National Gender Programme Framework
NHSSA	National Health Accounts Report
NHRDS	National Human Resource Development Strategy
NOP	National Operating Plan
NSSD	National Strategy for Sustainable Development
ODS	Ozone Depleting Substances
OHS	Occupational Health and Safety
OVC	Orphan and Vulnerable Children
PAP	Pan African Parliament
PDL	Poverty Datum Line
PMOs	Project Management Offices
PMTCT	Prevention of Mother to Child Transmission
PPP	Private Public Partnership

PTC	Primary Teacher Certificate
RADP	Remote Area Development Programme
RADs	Remote Area Dwellers
RAIN	Rationalisation and Integration Programme
RASA	Remote Area Service Allowance
RSTI	Research Science Technology Innovation Policy
SADC PF	SADC Parliamentary
SDP	Skills Development Policy
SHHA	Self Help Housing Agency
SIDA	Swedish International Cooperation Agency
SMC	Safe Male Circumcision
SMS	Short Message System
SNC	Second National Communication
SPEDU	Selebi-Pikwe Diversification Unit
STEP	Skills Transformation in Support of e-Government Programme
TEC	Tertiary Education Council
TORs	Terms of References
TSA	Tourism Satellite Account
TTI	Transfusion-transmissible infections
TVET	Technical and Vocational Education and Training
TWG	Thematic Working Group
UNFCC	United Nations Framework Convention on Climate Change
VA	Vehicle Availability
VCT	Voluntary Counselling and Testing
VOR	Vehicles off Road
VTF	Vocational Training Fund
WACS	West Africa Cable System
WHO	World Health Organisation
WMAs	Wildlife Management Areas
YES	Youth Empowerment Scheme

EXECUTIVE SUMMARY

Background

1 The commencement of NDP 10 implementation was under very uncertain circumstances due to the Global Financial and Economic Crisis of 2008/09. However, the Botswana economy performed much better than had been projected during the first three years of the Plan. This is given the fact that, while NDP 10 had projected that for the first three years of the Plan the economy would contract at an average rate of 1.2 percent per annum, it actually grew at an average of 3.6 percent. Similarly, total Government spending, both Development and Recurrent were significantly greater than the original NDP 10 projections. Consequently, the actual Cumulative Budget Deficit for the first three years of the Plan stood at P16.2 billion instead of the original projection of P28.7 billion.

2 This Mid-Term Review of NDP 10 is organised by major themes. The critical issues are identified; the macroeconomic outlook is described; and policy and strategy to achieve objectives are outlined. Major issues are grouped together in four Thematic Working Groups (TWGs): Economy and Employment (Chapter 5); Social Upliftment (Chapter 6); Sustainable Environment (Chapter 7); and Governance, Safety and Security (Chapter 8); and Conclusion (Chapter 9).

Most Critical issues

3 As the economy has become larger and more complex, average economic growth rates over the Plan periods have declined. The average growth rate for the first three years for NDP 10 was lower than the NDP 9 rate. The reversal of this trend requires accelerated economic growth rate strategies. Economic diversification is also required to place the economy in a better position to absorb unforeseeable global economic shocks.

4 In line with the Vision 2016 objective of Prosperity for all, Employment creation and eradication of abject poverty remain critical objectives for the second phase of the Plan. If the Private sector is to drive the accelerated diversified growth of the Botswana economy, macroeconomic stability and strong global competitiveness of Botswana goods are absolute necessities. Good governance and high factor productivity are also major channels through which a conducive environment for the Private sector can be created. To the extent prosperity for all applies to current as well as future generations, the sustainable use of the environment remains important to the Botswana economy. Robust disaster management strategies are also critically needed to manage drought and animal

diseases outbreaks as well as unfavourable global business cycles. All these are critical issues that the second phase of NDP 10 implementation will concern itself with.

Macroeconomic Outlook for the Remaining Plan Period

5 Macroeconomic projection results reveal that the Botswana economy will grow at 6.0 percent, 5.8 percent, 5.7 percent and 6.0 percent for the years 2012/13, 2013/14, 2014/15 and 2015/16, respectively. The highest attainable rate is way below the required 7.5 percent growth in order for Vision 2016 objective of “Prosperity for all” to be achieved. These projections also reveal that the share of the Non-mining excluding Government value added will dominate GDP at 74.7 percent, 76.3 percent and 77.8 percent in 2013/14, 2014/15 and 2015/16, respectively. The Mining sector’s share of GDP will decrease from 15.1 percent in 2009/10 to 11.6 percent in 2015/16. Government contribution to GDP will decrease from 13.8 percent in 2009/10 to 10.6 percent by the end of the Plan. These results demonstrate the envisaged dominance that the Private sector will play in the Botswana economy, going forward. These projected figures further show that the Government Budget Cumulative Deficit will, at the end of NDP 10, stand at P12.7 billion instead of the initially projected P31.9 billion.

Strategy and Policy Going Forward

6 A Private sector friendly policy environment will be needed to achieve accelerated diversified growth. This policy environment will take the form of: Macroeconomic stability to minimise risks for the private sector investment; Macroeconomic Policy coherence to draw synergies between policies; Macroeconomic and Microeconomic congruence to link the policy environment with the real sector to produce real growth in the economy. These strategies and plans are set out in Chapter 4.

Thematic Areas

7 The process through which the above six most critical issues would be planned and executed was coordinated by four thematic working groups, namely the Economy and Employment, Social Upliftment, Sustainable Environment; and Governance, Safety and Security. Each one of these groups looked at the main issues arising from its thematic area, progress made in the three and a half year implementation of NDP 10 as well as challenges faced. The process concludes by charting the way forward in addressing these six critical areas. Following below is a summary of issues and implementation strategies for each thematic area.

Economy and Employment

8 The Economy and Employment TWG identified six national strategic factors to drive growth: economic diversification; ease of doing business; infrastructure; information, communication and technology; competitive and productive human resources; and employment.

9 The main issues of concern in this area were Botswana's downward slide in global ranking in both ease of doing business and competitive human resources. Both these issues tend to limit investment and thus economic growth. Similarly, inadequacy of production specific infrastructure limits production and hence economic growth. Both these outcomes have a negative bearing on employment creation and poverty eradication.

10 To address these issues, it is planned that the second phase of NDP 10 will undertake a comprehensive review to establish means and ways of optimally coordinating and delivering infrastructure. A comprehensive Education and Training Strategic Sector Plan will also be drawn. An Employment Strategy, with clear goals and targets set, will be drawn. The thrust of the Plan is to improve efficiency in all factors of production in a manner that will unlock the economy's growth potential.

Social Upliftment

11 Emerging issues in this thematic area include learning from the initial experience with the Poverty Eradication Programme. On the health front, optimal utilisation of Primary hospitals and District hospitals, in the face of a general increase in health costs and limited health data availability are identified.

12 To address these, the second phase of NDP 10 will introduce: a strong Health Information Management System; a balanced and proper use of available health facilities. There will also be emphasis on the up scaling of life skills and graduation from poverty eradication programmes.

Sustainable Environment

13 Greater public awareness of important issues is required. These include: causes and impacts of habitat destruction and over-consumption of natural resources; encroachment into Agricultural land use areas; management of water; and climate change.

14 In the remaining years of NDP 10 a Biodiversity Strategy and Action Plan and Community Based Natural Resource Management Programme will be implemented. Botswana's national interests on shared water resources will be safeguarded, and a comprehensive list of policies and legislation relating to water will be compiled. The Mines and Minerals Act will be amended to address mine closures, rehabilitations and illegal mining. Water reuse, recycling and harvesting will be encouraged.

Governance, Safety and Security

15 A major issue of concern has been that despite concerted efforts by Government, service delivery by the Public Service has not yet reached satisfactory levels. The Global Competitiveness Report of 2011 has unfavourably rated Botswana's work ethics. On the legal front, the Vision 2016 goal of need for a law reform structure within Botswana has not yet been achieved. Scarcity of resources and lack of capacity to improve accessibility to justice and to promote efficiency and speed in the disposal of cases still remains a major challenge. There has also been a notable decrease in representation of women in political decision making from 11 percent in the 1999-2004 Parliament, to 8 percent in the current one.

16 During the second phase of NDP 10 implementation, the Governance, Safety and Security thematic area will develop strategies and interventions that will address these issues.

Conclusion

17 The second phase of NDP 10 implementation will therefore aim at achieving accelerated economic growth through strengthening of national resource allocation as well as increasing policy effectiveness. Through improvements in the doing business environment, the Private Sector is expected to be the main engine of economic growth. Issues of sustainable use of natural resources, environment, safety and security, and good Governance will continue to play a major role in driving the economy forward.

CHAPTER 1: INTRODUCTION

18 The Mid-Term Review (MTR) of National Development Plan 10 (NDP 10) identifies and analyses the critical issues that will affect Botswana's economic and social development path during the remaining period of NDP10. The performance of the economy and implementation of Government's plans and policies during the first three and half years of the Plan period is assessed. A forecast on the development of the economy from now to the end of the Plan period is made.

19 NDP 10 commenced under very adverse circumstances caused by the Global Financial and Economic Crisis of 2008/09. In 2008, mining output decreased by 8 percent in real terms, and by a further 46 percent in the following calendar year. For the economy as a whole, in 2009, real output dropped by 7.9 percent. Despite this, as NDP 10 was set in motion, it was expected that the non-mineral sector would grow by half its previous rate in the first two years of the Plan after which it would recover to its pre-recession growth rate of 7 per cent. It was, therefore, projected that over-all, the growth momentum from the non-mineral sector, combined with economic recovery of the minerals sector, would together generate an overall Plan period growth of 3.1 percent as compared to 3.5 percent for NDP 9.

20 Overall, during the first three financial years of NDP 10, the economy has recovered at a slightly better rate than was expected at the time the Plan was launched. Table 1.1 shows the projected and actual real growth rates by financial year. The first three years of the Plan witnessed a modest GDP growth rate in real terms averaging 3.6 per cent. The remaining four years of NDP 10 are expected to average a growth rate slightly over 5.8 percent

Table 1.1: NDP 10 base case projections compared with actuals: GDP growth rates (constant 2006 prices)

Financial Year	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
NDP 10 Projected growth (%)	-16.5	3.2	9.7	11.1	5.1	7.9	2.6
Actual growth (%)	-4.1	8.1	7.5	6.0	5.8	5.7	6.0

Source: Actual calendar year GDP from Statistics Botswana, converted to FY by Ministry of Finance and Development Planning.

21 One of the major objectives of NDP 10 was to achieve the Vision 2016 economic target set in 1996 that by the year 2016 Botswana would have trebled its

real per-capita income. So far, as Table 1.2 reveals, the economy is falling short of Vision 2016's target.

Table 1.2: Real GDP per capita, 1996, 2006, and 2011

Year	GDP Constant 2006 Prices	Population	GDP per capita 2006 Prices	GDP per Capita in 1996 prices
	(P, millions)	(millions)	(Pula)	(Pula)
1996	37,650	1.527	24,650	10,551
2006	59,107	1.851	31,933	13,668
2011	71,801	2.038	35,227	15,078

Source: Statistics Botswana

22 If GDP per capita continues to grow at the average rate achieved from 1996 to 2011 of 2.4 percent per annum, then as Table 1.3 shows, the real GDP per capita in 2016 will only be about 1.6 times the level of 1996. If the average growth rate of GDP per capita for the years 2012 to 2016 is increased to 7 percent, then the 2016 income per capita would be double that of 1996. But the target of triple the level of 1996 by 2016 is probably unachievable.

Table 1.3: Real GDP per capita in 2016 (in constant 1996 prices) at Various Growth Rates from 2011:

Growth rate from 2011	2.4%	6.0%	7.0%	16.0%
2016	16,983	20,178	21,102	31,653
multiple of 1996 =	1.6	1.9	2.0	3.0

Source: Calculated by MFDP

23 A major policy implication emerging from the experience since 1996 is that the Botswana economy needs to substantially increase the productivity of capital and labour, and the overall competitiveness of domestic value added. A further major lesson from more recent experience is the need to develop the capacity to manage economic shocks, especially those that are of global dimensions and consequently beyond our control. Such a capacity can be built through the judicious management of national resources by building up financial reserves that can be utilised during these periods of economic shocks. In light of these lessons, the selection and

implementation of high economic impact projects that have high economic returns is essential. For this to happen, all planned projects must be subjected to rigorous economic appraisals which ensure that only projects with the highest social returns are selected, and implemented on time and on budget.

24 Regarding the resources available for the Plan, Total Government Revenues (in constant prices) were planned to be to P73.5 billion for the first three years and P213.7 billion for the whole Plan period. As can be read from Table 1.4, Total Government Spending was projected to reach a cumulative total of P105.8 billion for the first three years of the Plan with the cumulative total for the entire period reaching P245.7 billion.

25 Planned Recurrent expenditure would add to P77.7 billion in the first three years, while the figure for the entire Plan period would be P185.7 billion with the Development Budget reaching P28.1 billion in the first three years and P60 billion for the entire period. The Cumulative Budget deficit was projected to reach P28.7 billion by the end of the third year and culminate at P31.9 billion at the end of the Plan. Table 1.4, nevertheless, depicts a picture in which Revenue, Expenditure and Cumulative Deficit figures turned out to be much better than initially projected.

26 NDP 10's policy thrust is to reduce the dominance of Government spending in the economy so that the Private sector could take over the lead in generating Botswana's economic growth. A key policy challenge is how the Private sector can assume that role without it being heavily dependent on Government spending. The remaining phase of NDP 10 implementation will address this. To ensure that it is feasible for the Private sector to expand, Government will reduce the ratio of total Government spending to GDP.

Table 1.4: A comparison of Planned and Actual Levels of some key economic variables in the Plan (P, billions in current prices)

	<i>Total for first three years</i>		<i>Total for first four years</i>		<i>Total for whole plan period</i>	
	NDP 10 Projections	Actual	NDP10 Projections	MTR Projection	NDP 10 Projections	MTR Projections
Total Gov. Revenues & Grants	73.5	100.4	103.4	142.3	213.7	272.9
Development Expenditure	28.1	34.3	36.6	43.7	60.0	73.5
Recurrent Expenditure	77.7	81.7	104.2	113.4	185.7	211.9
Total Expenditure & Net Lending	105.8	116.6	140.8	157.6	245.7	285.4
Cumulative Deficit	28.7	16.2	34.2	15.3	31.9	12.7

Source: Ministry of Finance and Development Planning (NDP 10 & projections)

27 The rest of this document is organised as follows: the following three chapters (2-4) focus on issues of macroeconomic policy and development strategy. Chapters 5-8 concentrate on issues coming from the four Thematic Areas of: Economy and Employment; Social Upliftment; Governance, Safety and Security; and Sustainable Environment. These are areas of high level strategic nature that focus on the alignment to development strategies, policies and programmes with national priorities.

CHAPTER 2: THE MOST CRITICAL ISSUES FOR MID-TERM OF NDP 10

2.1 *Introduction*

28 During the period 1996 through 2011, Botswana's economy grew at 4.4 percent per annum in real terms. There have been several periods when the economy grew at a faster rate for a few years, such as in the late 1990s, as well as in the years before the world-wide recession of 2009. The economy is now recovering from that downturn.

29 In the remaining years of NDP 10, the immediate task is to sustain our economic recovery in the face of a global economic recovery that is no longer as buoyant as it was initially, while implementing policies and projects that will accelerate economic growth and diversification. These will enhance employment creation, alleviate poverty, and combat life threatening diseases. The economy's ability to manage disasters and economic shocks will also be enhanced.

30 Accelerating economic growth and diversification can be better achieved under conditions of macroeconomic stability and fiscal discipline, as well as strong competitiveness in both the domestic and global markets. Increased labour productivity and skills, together with good governance, are also critical to the attainment of these objectives. In order to attain "prosperity for all" and sustainable economic growth, proper management and utilization of environmental resources must be taken into account by considering and managing the impact of global warming and climate change as well the prevention and control of pollution.

31 For the remaining years of NDP 10, three-pronged strategy seeks to:

- Create a Private sector enabling and supportive policy environment;
- Stimulate increased domestic and foreign private investment; and
- Enhance competitiveness in both goods and services markets.

2.2 *Strategies for Addressing Critical Issues for NDP 10 Phase II*

2.2.1 *Accelerating Economic Growth*

32 Economic growth is attained when the quantum of goods and services produced by the economy and available to the population for consumption and investment increases. It is directly related to the level of national welfare enjoyed in the economy. When this quantum increases faster than the population, national

welfare is likely to increase. When the economic growth decreases for a prolonged period of time, improvement in national welfare also suffers. It is for this reason that the subject of economic growth lies central to the national development planning process of Botswana, particularly in the context of “prosperity for all”. The rate at which the economy is growing is, therefore, a critical issue for Botswana.

33 While the NDP 9 rate of economic growth was relatively higher than that of NDP 8, and the recovery from the global recession that hit as NDP 10 was launched has been robust in most non-mining sectors, the remaining three years of NDP 10, will be challenging. This MTR identifies strategies and programmes that sustain the rapid post-recession growth rates. In addition to the strategy review in Chapter 4, the section on Economy and Employment, discusses these issues in a much more detailed manner.

2.2.2 Economic Diversification

34 The most important reason why the Botswana economy should be diversified is that its dependence on one major source of growth makes the economy more vulnerable to economic shocks in that sector. Botswana’s high dependence on diamonds in the face of the global financial and economic crisis was a major challenge to the economy’s ability to manage economic shocks. Table 2.1, whose figures are in calendar years, illustrates the importance of having an alternative source of economic livelihood. Due to the global financial and economic crisis, the mining sector contracted by 46.2 percent in 2009, while the non-mining sector grew at 4.9 percent, with the net effect on overall GDP of minus 7.9 percent. In the subsequent years of 2010 and 2011, real mining GDP recovered only partially, and is still well below the pre-recession levels, while growth in the rest of the economy resumed at rates which yield overall GDP growth similar to the rates leading up to the global financial crisis. The policy challenge, however, still remains that the non-mining sector depends, in part, on Government spending which is, in turn, dependent on the mineral revenues. A robust diversification strategy that is not dependent on Government spending is hence needed. Chapter 4 sets out the means by which economic diversification will be achieved.

Table 2.1: GDP at Constant 2006 Prices, Calendar Year, (Pula, millions, and %)

	Mining		Non-Mining		Total GDP	
	GDP	Growth Rate	GDP	Growth Rate	GDP	Growth Rate
1996	11,466	-6.0%	26,184	12.0%	37,650	5.8%
1997	11,945	4.2%	28,748	9.8%	40,693	8.1%
1998	11,292	-5.5%	29,654	3.2%	40,947	0.6%
1999	12,095	7.1%	32,888	10.9%	44,983	9.9%
2000	13,896	14.9%	31,902	-3.0%	45,797	1.8%
2001	14,252	2.6%	31,511	-1.2%	45,763	-0.1%
2002	15,901	11.6%	32,664	3.7%	48,565	6.1%
2003	16,955	6.6%	33,824	3.6%	50,779	4.6%
2004	16,705	-1.5%	35,417	4.7%	52,122	2.6%
2005	18,088	8.3%	36,513	3.1%	54,601	4.8%
2006	19,019	5.1%	40,088	9.8%	59,107	8.3%
2007	18,114	-4.8%	46,244	15.4%	64,358	8.9%
2008	16,661	-8.0%	50,078	8.3%	66,739	3.7%
2009	8,966	-46.2%	52,515	4.9%	61,481	-7.9%
2010	11,005	22.7%	55,471	5.6%	66,476	8.1%
2011	10,761	-2.2%	61,040	10.0%	71,801	8.0%

Source: Statistics Botswana

2.2.3 *Employment Creation and Poverty Eradication*

35 The best way to improve citizens' economic welfare is to directly involve them in the process of production through employment. This direct involvement ensures that wealth which is created by an economic activity is directly distributed to the participants in that activity without requiring on-going social support.

36 Even though economic growth is a prerequisite for increased welfare, growth can occur without being accompanied by improved welfare of all. The principal link between economic growth and poverty eradication is employment creation. The Vision 2016 objective of "prosperity for all" can thus be best achieved through employment creation. That makes employment creation a critical planning issue to be addressed by the second phase of NDP 10.

37 Available data show that total formal sector employment increased from 315 791 in 2008 to 323 803 in 2009 and to 335 156 in 2011 yielding an average annual growth rate of 2.2 percent. Measured unemployment rate decreased from 19.5 percent in 2008 to 17 percent in 2009 and then marginally increased to 17.8 percent in 2009/10. What is more of a challenge to the Botswana economy is that the unemployed mostly consist of the youth. The increasing number of unemployed graduate youth has compounded this problem. To address this problem, a number of youth targeted policies and programmes, such as the Internship Programme, Youth Development Fund, Young Farmers Fund and Youth Empowerment Scheme, have been established. Efforts will be continued to ensure that the economy generates job opportunities for those seeking employment by according priority to those projects with high job creation potential and ability to stimulate economic growth.

38 There has been some relative success in eradication of abject poverty as compared to employment creation. The proportion of individuals who were below Botswana's Poverty Datum Line (PDL) decreased from 30.6 percent in 2002/3 to 20.7 percent in 2009/10. The proportion of those below US\$ 1.25 per day decreased from 23.4 percent in 2002/3 to 6.5 percent during the same period. This relative success is attributed to Government's direct involvement in abject poverty eradication. In addition to the sustainability issue, the major policy question is that of how the Botswana economy can increase employment creation and hence reduce the need for government to be directly involved in eradication of abject poverty. This is a critical policy question that the remaining period of the Plan addresses in Chapter 5.

2.2.4 *Macroeconomic Stability and Increased Global Competitiveness.*

39 A major source of economic growth is high quality investment in the face of uncertainty. Entrepreneurs only avail substantial magnitudes of their own equity for investment when risk is minimal and when their knowledge about the probable outcome of their investment is almost certain. Uncertainty for an investor is caused by high and fluctuating rates of inflation, varying real exchange rates as well as interest rates. Adverse changes in these economic variables can negatively affect producers' costs of production and selling prices, thus reducing their products' competitiveness both in the domestic and global markets.

40 Macroeconomic stability refers to a situation where these factors are stable in a manner that encourages investors to make their savings available for production through investment. In addition, the policy environment also has a bearing on investors' willingness to make their savings available for use. When investors can easily access the production inputs and facilities that they need for their production, they become more willing to invest.

41 While the macroeconomic environment in Botswana has generally been considered stable, the economy's inflation rate has been higher and productivity growth slower than that of its trading partners, and in the absence of an offsetting exchange rate change policy administration, this would reduce the competitiveness of domestic products both at home and foreign markets. While the crawling peg approach to managing exchange rates has generally been effective in offsetting inflation and productivity differentials, it cannot deal with movements of exchange rates between major trading partners which float against each other; and does not have the capability to quickly adjust in response to major international shocks.

42 On the fiscal policy front, while total government expenditure has been prudently managed in line with revenues, there still remains a challenge with the selection of high return projects that are commensurate with the economy's implementation capacity. All these are aspects of the policy environment that need attention going forward, so that the Botswana economy can grow faster, are taken up in Chapter 4.

43 The microeconomic or sectoral environment has as strong a bearing on economic growth as the macroeconomic environment does. Its effect on the economy takes root mainly through input markets which in turn affect the competitiveness of an economy's products in both domestic and global markets. The worst imbalances are in the labour market and the serviced land market. The acute shortage of skilled labour in the domestic economy, combined with the stringent work permit system

and labour law practices that make it difficult to recruit foreign labour, remains a constraint to investment.

44 Access to serviced land by domestic and foreign investors has also proved to be a challenge. These two, together with other policy restrictions such as the speed of acquiring business licences, have limited Foreign Direct Investment inflows into the country, thus reducing economic growth and the competitiveness of Botswana products. The second phase of NDP 10 will address these challenges.

2.2.5 *Governance and Factor Productivity*

45 Even though Botswana is ranked very highly on issues of Governance, it remains alert to the fact that corruption, excessive red-tape and bureaucratic environments can, in addition to high direct costs, discourage investment as well as reduce the economy's products competitiveness and economic growth. Poor work ethics and low productivity have similar effects on competitiveness and economic growth. Chapter 5 addresses factor productivity issues while Chapter 8 discusses the envisaged role that good governance and international visibility will play in Botswana's international trade and economic growth in the second phase of NDP 10.

2.2.6 *Sustainable Use of Environment*

46 Even though NDP 10 targets and objectives are specified up to the year 2016, "Prosperity for all" in Botswana should be specified for time in perpetuity. This is because NDP 10 is as concerned with the welfare of current generations as it is with future generations. It is for that reason that the envisaged depletion of diamonds deposits had a major impact on NDP 10's strategy and policy thrust. Furthermore, sustainability requires that as we plan for current growth we should factor in that growth's impact on the environment. Mines produce valuable ores, but at the same time can produce a negative impact on the environment which would need to be rehabilitated in the end, an aspect that would have a negative impact on future generations' welfare if not correctly dealt with. Ensuring successful rehabilitation is a major policy issue that the second phase of the Plan addresses in Chapter 7.

47 The discourse on climate change and global warming is gaining momentum and it will have a significant influence on Botswana's future prosperity. Botswana intends and plans to be part of this discourse so that it can influence the outcome of these discussions during the second phase of the Plan.

2.2.7 *Disaster Management*

48 Previous National Development Plans focused mainly on drought and floods and animal diseases for disaster management. The recent Global Financial and

Economic crisis experience demonstrated that Botswana's capacity and preparedness for managing serious economic shocks needs to be factored into the country's Disaster Management Strategy. The strategy chapter addresses this issue.

49 In conclusion the most critical issues for the second phase of NDP 10 remain the same as they were in the first phase and they will be addressed as initially planned.

CHAPTER 3: MACROECONOMIC REVIEW AND OUTLOOK

3.1 *Introduction*

50 The strategic focus of NDP 10 has been private-sector-led growth. However the shock of the global recession, which contracted the mining sector by over one-third in the first year of the Plan, has left the mining sector smaller in real terms than before. This led Government to cushion the economy from the full impact of that decline, with real growth of Government value added averaging 7.4 percent during the first three years of the Plan. The non-mining sectors as a whole grew at an average rate of 7.1 percent.

51 The main drivers of the non-mining sector growth were: Construction; Transport and Communications; Trade, Hotels and Restaurants; Social and Personal Services; and to a lesser extent Banks, Insurance and Business Services. These sectors recorded growth rates above 7 percent in the first three years of NDP 10.

52 On the fiscal policy front, Government revenues dropped by 1.4 percent in the first year of the Plan, but then grew significantly in the next two years. Total Government expenditure and net lending increased in the first year of NDP 10 to help cushion the economy, but was scaled back to a level about 2 percent lower for the second two years. The budget deficit, which was 12.3 percent of GDP in the first year of NDP 10, was reduced sharply in the second year; by the third year the budget was practically balanced, and a modest surplus was realised in 2012/13. At the end of the fourth year of the Plan, the cumulative Budget deficit is expected to drop to P15.3 billion.

53 On the monetary side of the macroeconomic environment, the inflation rate has been dropping, settling at about 7.4 percent at the end of 2012, while the core inflation rate which excludes administered prices has been running near the upper end of the Bank of Botswana's medium term inflation objective range of 3-6 percent.

54 Some of the spending to help stabilise the economy in the face of reduced foreign earnings reduced the foreign exchange reserves. At end of December 2012, foreign exchange reserves stood at P57.7 billion compared to P68.6 billion at the end of 2008, just before NDP 10 commenced. The end 2012 foreign exchange level is equivalent to 13 months of imports cover of goods and services which is still adequate for the growth of the economy.

3.2 Projections for the Second Half of NDP 10

55 Macroeconomic projections for the last three years of the Plan, based on detailed data for key sectors of the economy, indicate that real growth of the economy as a whole is likely to remain reasonably strong at nearly 6 percent *per annum*.

56 The approach used in these projections is mainly driven by the assumed GDP growth rate that will be achieved by the economy. The rate of mineral sector growth also plays a major role in these projections. Assumptions related to how Government total spending will behave also drive the projections. With total Government Spending determined, a policy decision on Development Budget automatically determines the recurrent expenditure level figures.

57 Table 3.1 below projects an overall GDP growth rate hovering close to 6 per cent. This is led by the non-mining private/parastatal sector which is projected to increase its share of real GDP from 71.1 percent at the beginning of the Plan to nearly 78 percent by the final year. For this to happen, the share of Government value added must decline from under 14 percent at the beginning of the Plan to 10.6 percent in the final year. To the extent that this result will be achieved, this will be resounding success of Botswana's Private Sector Crowding in Strategy. The key policy question that still remains is whether this seemingly success is not heavily dependent on Government spending.

Table 3.1: Sectoral GDP, Share of GDP, and GDP Growth
(P, millions, constant 2006 prices)

	Actual			Projection			
	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Mining Value Added	9,476	10,944	10,600	10,117	10,181	10,416	10,635
Growth Rate	35.70%	15.50%	-3.15%	-4.55%	0.63%	2.30%	2.10%
Share of GDP	15.1%	16.1%	14.5%	13.1%	12.4%	12.0%	11.6%
Government Value Added	8,642	9,143	10,344	10,848	10,496	10,051	9,669
Growth Rate	3.45%	5.80%	13.13%	4.87%	-3.24%	-4.24%	-3.80%
Share of GDP	13.8%	13.5%	14.2%	14.0%	12.8%	11.6%	10.6%
Non Mining excluding Govt. VA	44,612	47,720	51,949	56,333	61,141	65,979	71,322
Growth Rate	5.38%	7.0%	8.9%	8.4%	8.5%	7.9%	8.1%
Share of GDP	71.1%	70.4%	71.3%	72.9%	74.7%	76.3%	77.8%
Total GDP	62,730	67,807	72,893	77,298	81,818	86,446	91,626
Growth Rate	-4.1%	8.1%	7.5%	6.0%	5.8%	5.7%	6.0%

Source: Ministry of Finance and Development Planning Projections

3.3 Government Budget

58 Table 3.2 depicts a picture where the Government budget sustained heavy deficits in the early part of the Plan which have now disappeared, starting 2012/13 where a surplus is expected and projected to continue for the rest of the Plan.

Table 3.2: Government Budget Position (current prices Pula, million)

	FY	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
GDP					Projections			
	GDP, current prices, FY	76,861	98,613	112,699	122,500	132,730	144,934	161,674
	growth rate	3.3%	28.3%	14.3%	8.7%	8.4%	9.2%	11.6%
					Revised	Budget		
Budget	Revenues & Grants	30,023	31,909	38,486	41,911	44,022	42,691	43,816
	Recurrent Expenditure	25,732	27,089	28,836	31,772	32,194	32,953	33,317
	Development Expenditure	13,006	11,372	9,956	9,357	11,103	9,129	9,548
	Net lending	752	-44	-124	-54	-55	-70	-76
	Total Expenditure & Net Lending	39,489	38,417	38,667	41,076	43,242	41,957	42,734
	Balance	-9,466	-6,508	-181	835	779	734	1,082
Shares of GDP	Revenues & Grants	39.1%	32.4%	34.1%	34.2%	33.2%	29.5%	27.1%
	Recurrent Expenditure	33.5%	27.5%	25.6%	25.9%	24.3%	22.7%	20.6%
	Development Expenditure	16.9%	11.5%	8.8%	7.6%	8.4%	6.3%	5.9%
	Total Expenditure & Net Lending	51.4%	39.0%	34.3%	33.5%	32.6%	28.9%	26.4%
	Balance	-12.3%	-6.6%	-0.2%	0.7%	0.6%	0.5%	0.7%

Source: Ministry of Finance and Development Planning

59 These projections indicate that the Plan will end in 2016 with a national accumulated deficit of P12.7 billion. While this situation is favourable when compared to the original cumulative deficit projection of P31.9 billion, this is significant and it points to the economy's need to start generating budget surpluses that can be used to pay off part of this national debt.

CHAPTER 4: STRATEGY AND POLICY

4.1 *Introduction*

60 The review of a National Development Plan midway through its life normally aims at determining whether or not the implementation process is achieving the intended objectives and targets. The Plan is then revised to orient it in the desired course for the remaining part of the implementation period. The review of its policy thrust is, therefore, an integral part of this process.

61 There are a number of reasons that make this review particularly important for NDP 10. First and more importantly, the implementation of National Development Plan (NDP) 10 commenced under circumstances that were characterised by high uncertainty caused by the Global Financial and Economic crisis. The aftershocks of the crisis may require a revision of the initial strategy that the Plan was based on. Second, NDP 10 came at a time when there was a realisation that the most profitable diamond deposits are diminishing which might lead to much less profitable underground diamond mining (as opposed to opencast), and the potential exhaustion of profitable ore deposits. The consequent reduction of Government mineral revenues necessitates the preparation for a reduced role of Government spending as the key engine of growth, and the assumption of that role by the non-diamond mining private sector. This strategy needs to be checked to ensure that the private sector can successfully play that role. Third is the fact that the end of NDP 10 coincides with the end of Vision 2016. As Chapter 2 of this Review makes clear, the updated GDP data going back through the mid-1990s show the growth of the economy falling far short of the ambitious target set in Vision 2016 of tripling real income per capita between 1996 and 2016. The review is the last opportunity to adjust the Plan and the associated policies, with a view to coming as close as possible to the targets set out in Vision 2016.

62 The critical issues for Botswana's development process have been outlined in Chapter 2. What follows below is an outline of how these critical issues need to be addressed.

4.2 *Strategies for Addressing the Critical Issues for NDP 10 Phase II*

4.2.1 *Accelerating Economic Growth*

63 Prosperity for all can only be achieved when there is rapid economic growth. Vision 2016 placed this growth rate at 8 percent per annum from 1996 to 2016,

which NDP10 revised to 7.5 percent. The key policy challenge is how the Botswana economy can be made to recover as much as possible the shortfall in growth, particularly in light of the base case projected average rate of 5.7 percent. Higher growth rates will be achieved when the productivity of economic activity in both the public and private sectors increases at faster rates. For Government, projects and programmes implemented must be of high economic impact, and if these are to be done without increasing tax rates, they should be self-liquidating. An emphasis on backward and forward linkages will help expenditure injections by the Government in generating more economic growth. Particular attention will be paid to ensuring that Mega projects generate an impetus to the development and growth of downstream projects. This will be achieved through the provision of production specific infrastructure in order to boost the growth capacity of the economy.

64 A policy environment that is Private sector friendly and highly supportive of production processes will accelerate economic growth. Promotion of Private Public Partnership (PPP) projects will boost investment in the economy and relieve Government of the burden of being directly involved in the productive processes of the economy. Out sourcing of those activities that are best supplied by the private sector, and placing emphasis on Citizen Economic Empowerment (CEE), will increase efficiency and productivity in the system thereby enabling wealth creation to occur. However, in order for prosperity for all to be achieved the privatisation and outsourcing and citizen economic empowerment processes should avoid and be free of rent extraction. Emphasis will continue to be placed on Rural Development to ensure that Botswana's objective of Social Justice is achieved.

65 In reciprocation to the provision of a conducive private sector friendly environment, Private sector investment should bring capital, managerial skills, and technological knowhow if rapid economic growth is to be achieved. In attracting Foreign Direct Investment, effort must be made to ensure that it brings into the economy all these benefits.

4.2.2 The Selection of Production Activities that Produce Rapid Growth

66 There are three categories of goods and services that Botswana can produce and consume. First, is the category of goods and services that can be produced relatively cheaply – in other words, in which the economy possesses a comparative advantage. For rapid economic growth to be achieved, maximum labour and capital should be put into the production of such goods and services. Much of the output of such sectors will be sold to the highest priced global markets. Government's role in this is to support such areas through its private sector friendly policy environment and the provision of production specific infrastructure.

67 The second category is that of goods and services which are cheaper to produce and consume locally when transportation costs are factored in. For this category, the economy should endeavour to satisfy its local demand for such goods and services through domestic production and very little importation. Employment generated through the production of such goods and services will also increase the employment of the available labour force. To the extent that comparative advantage is not static but dynamic, this category is also a training ground for the future export sector which will develop when it will have gained production efficiency, and is able to compete globally. Investment in acquiring appropriate technology and labour skills, supported by capital markets and an encouraging policy environment can change the comparative advantage situation over time.

68 The last category of goods is that which is cheaper to import rather than produce domestically even when transport costs are factored in. Such goods and services will be imported and will not be produced domestically. The only exception will be for those goods that are of strategic importance to the economy. Low economic growth is, at times, caused by diverting available resources to the production of goods that could otherwise be sourced cheaper elsewhere. Moving resources out of such activities will enable the economy to better deploy them into areas of higher returns. Sectors that are currently receiving heavy support while failing to produce at lower costs than in the import sector, will be identified and, if they are not of any other strategic importance, support to such sectors will be withdrawn. That way the last three and a half years of the Plan will place emphasis on wealth creation that generates growth and discourage wealth dissipation.

4.2.3 Turning Production Inputs into Sources of Rapid Economic Growth

69 By definition, economic growth means the increased production of goods and services. This increase occurs in two ways: an increase in the employment of factors of production namely, labour, capital, natural resources (mainly land), and entrepreneurship; and an increase in the productivity of those factors. For the first, markets that provide these inputs play important roles. Admittedly, as a developing country, Botswana faces what is normally referred to as an incomplete factor market problem. Simply put, the Botswana labour market is not perfect, and the same applies to the capital market and land markets. For this reason, Government policy regarding these factor markets becomes relevant and important. Therefore, for the remaining part of the Plan, Government policy will endeavour to mitigate the gaps that exist in these factor markets and avoid worsening them.

a) *Labour Markets*

70 Government is aware that Botswana faces a serious shortage of skilled labour and that this shortage adversely affects production and economic growth. Phase II of NDP 10 implementation will continue to identify these bottle-necks as well as find means and ways of addressing them. In the short to medium term, policy intervention will ensure that the needed skills from outside the economy can be easily accessed. The issue of access to foreign skilled labour has been raised at different levels and the issue of labour permits has always remained high on the agenda. Efforts that government has so far made to address this problem will be continuously reviewed with the view to enhance them and make them more effective.

71 In the medium to long-term, skills training and the education system will be reviewed to provide a permanent solution. Chapter 5 on Economy and Employment articulates these issues in more detail.

b) *Capital markets*

72 The employment of capital in production involves both financial capital and physical capital which embodies the technology that is used in the production process. Both have a bearing on the levels of output and economic growth. Through policy intervention, Government will stimulate both foreign and domestic capital formation. Emphasis in that regard will be placed on improved access to appropriate technology, skills development, and employment creation. Foreign Direct Investment (FDI) and Domestic Investment that foster employment creation, skills development, improved technological knowhow and sectors that have strong forward and backward linkages with other sectors will all be promoted. Chapter 5, on the Economy and Employment, elaborates on required policy initiatives.

73 The Informal sector, as an important player in today's economic growth and poverty alleviation, does not have much access to these capital markets. Means and ways to assist them to participate more in these markets, will to be sought. This sector's access to credit is very limited which, in turn, limits its growth and potential contribution to overall economic growth. For the remaining part of NDP 10 implementation programme, Government will come up with policies that can assist to grow the economy. Examples of such policies will be the Informal Sector Policy as well as the Micro-Finance Policy. Such policies could look at ways and means of increasing access to finance. Similarly, policies that seek to assist and promote the easiness with which the poor can convert their land into mortgageable property to increase their access to finance will need to be augmented even further. In this respect, Government will formulate the National Entrepreneurship Policy, and more importantly, implement the recently completed Financial Sector Development Strategy which, among other things, seeks to address this problem by:

- Encouraging discussions with the Banking Industry to agree on objectives and informal targets for extending access to finance by the poor;
- Encourage the use of cell-phone banking, mobile money and e-money; and
- Putting concerted efforts on educating consumers with respect to borrowing and debt management.

c) *Natural Resources*

74 Access to serviced land is one area that has been a major obstacle to economic activity in Botswana. Available serviced land for business, industry and residence is limited and it thus constrains economic activity and growth. Access to rangeland, arable land and tourism land, although taking time, is being addressed through various means such as leasing and renting out. While access to mineral rights is well-defined in Botswana, a constant revisit of the arrangements with the view to improve them is important. This becomes particularly important when the degree of mineral beneficiation comes into play. To the extent that Agriculture and Tourism and Mining have the potential to drive economic growth, a conducive policy environment for access to land has to be created. How these can be harnessed to bring about rapid economic growth is discussed in chapter 5.

75 Sustainable development requires that policy should not only concern itself with access to these natural resources but it should also concern itself with their preservation. Chapter 7, which is on Sustainable Environment, addresses issues of Sustainable Management and Use of Natural resources, Management of Impact of Global Warming and Climate Change; and Pollution Prevention and Control.

d) *Entrepreneurships and Rapid Economic Growth*

76 Labour, capital and land (natural resources) are normally brought together by the entrepreneur to produce goods and services. The process of bringing these factors together entails innovative skills and ability to take risk. Good entrepreneurs understand how to get the most from the available resources, how to introduce new technologies that are suited to the local circumstances, and thus generate high returns while taking on an appropriate degree of risk. In this way, economic growth is realised. But poor quality entrepreneurship leads to low returns on the resources employed, resulting in low economic growth.

77 It is generally believed that good entrepreneurship resides in the Private sector and not in Government. Government's major role is not so much to produce a wide range of goods and services, but to provide an environment conducive for private investment, while concentrating on providing those public goods and services that it is clearly better at doing. The section following immediately below discusses how the

policy environment will be used to stimulate economic growth during the second phase of NDP 10 implementation.

4.2.4 The Creation of a Conducive Policy Environment for Rapid Economic Growth.

78 The rapid growth of Government spending that occurred during the National Development Plans that came before NDP 10 was propelled by diamond revenues. The envisaged increased cost in mining due to possible underground mining means that Government spending cannot continue to grow as rapidly, and therefore growth based on such spending is no longer feasible. Government's spending growth might also have out grown its implementation capacity, thus necessitating the increased role of the private sector. The thrust of NDP 10 policy is, therefore, to reduce the dominance of Government spending in stimulating economic growth. This has created conditions that enable the Private sector to assume the leadership role of the growth of the economy. Following below is a description of the environment that will enable the Private sector take over this leadership role.

4.2.5 Macroeconomic Stability

79 The role of risk management in the entrepreneur's decision to mobilise resources for economic growth has already been described. A stable macroeconomic environment encourages private sector investment. A key dimension of entrepreneurs' assessment of future risks is inflationary expectations. A highly inflationary situation will discourage the potential investors, while a stable one encourages investment. The overall macroeconomic balance – or more accurately, the degree of excess aggregate demand – is what determines inflation. It is the combination of fiscal policy and monetary policy that is normally used to manage aggregate demand in light of the potential supply that the economy is capable of producing.

80 The first phase of NDP 10 has shown that even though inflation has remained in single digits in Botswana, it has remained higher than that of the country's trading partners. This reflects a combination of faster aggregate demand growth and slower productivity growth than in the major trading partners, which, without offsetting exchange rate changes, does not favour Botswana's trade competitiveness.

81 Exchange rate policy is one other channel through which macroeconomic policy works. When the price of the Pula in the global markets is high, Botswana goods in these markets become expensive and their demand falls, causing entrepreneurs competing with foreign producers to reduce their investment and

employment in the country. This can reduce economic growth. The crawling peg has been successfully used to keep the Pula generally competitive since it was introduced in 2005. During the second half of NDP 10, the combination of fiscal policy, monetary policy and productivity enhancing programmes to strengthen macroeconomic stability will be continued.

82 Beyond the issue of fiscal policy's contribution to macroeconomic balance, fiscal policy has two aspects that are relevant to the incentives facing investors: these are the tax policy and the focus of Government spending on goods and services. During the second phase of NDP 10, Government will continue to balance its need to sustain a broad tax base with its desire to encourage Private sector investment. Tax collection systems will continue to be strengthened to ensure that tax owed is collected, and the tax base is not eroded. Failure to do so could result in tax rate increases that would hurt Private sector investment.

83 On the spending side, Government produces some goods and services itself, and purchases others from the private sector. Government provision of goods and services that can be more efficiently produced by the Private sector should not crowd out this sector's participation in the economy. Moreover, those services that Government does provide should be those things that the Private sector would not find it profitable to provide because the public at large is not prepared to pay the full cost.

84 Total Government spending as a share of GDP will progressively decrease over time. Within that spending, the division between development spending and recurrent expenditure must pay particular attention to the fact that the size of today's Development spending has a bearing on future levels of Recurrent spending. Finally, all Government spending must be cost-effective. When programmes and projects are not delivered cost-effectively, and when projects do not yield positive net returns to our society, productivity suffers and real income of the nation is reduced. Overall, the fiscal policy stance will be to reduce the cumulative budget deficit for the Plan period to the lowest possible levels, in order to rebuild reserves to cushion the economy from possible future economic shocks. Besides, the use of a deficit financing growth strategy when productivity levels are as low as they currently are, and implementation capacity is as constrained as it currently is and the economic base is as narrow as it currently is will be the fastest way of running the economy to the ground.

4.2.6 Macroeconomic Policy Coherence

85 In order to support the Private sector growth, Government will ensure that monetary policy and fiscal policy work in tandem with each other to ensure that gains from one policy framework are not neutralised by the losses from the other. Policy will, hence, seek to maximise the complementarities and minimise the divergence between the two policy environments.

4.2.7 Macro-Micro Policy Congruence

86 Macroeconomic stability is a necessary but not sufficient condition for accelerated economic growth. On its own, a good macroeconomic environment does not grow the economy. The mechanisms which utilise that conducive macroeconomic environment to make growth occur need special attention in the architecture of economic policy. Moreover, it is entirely possible that well intended macroeconomic policy can produce counter effects on the microeconomic environment. A common example in African economies is when, in order to counter excess demand, macroeconomic policy makes the holding treasury bills more attractive to the Banking Sector than making loans to the Private sector, thus limiting levels of investment at a national level. The second phase of NDP 10 will remain vigilant and ensure that such possibilities are minimised. The section on factors of production has already raised issues on the need to pay attention to constraints to the flow of these factors of production. Chapter 5 elaborates on the situation on the ground and offers policy options.

4.3 Economic Diversification

87 Economic Diversification will be achieved through the identification of economic activities in which Botswana has comparative/competitive advantage. Particular attention will be paid to those activities that have high backward and forward linkages with other domestic sectors. This emphasis will ensure that maximum multiplier effects of both Private sector investment and Government spending are achieved. For example, when the manufacturing sector in a country buys its raw materials from the domestic Agricultural sector, which in turn also buys its inputs from the Manufacturing sector, an increase in expenditure in one of the two sectors will generate more economic growth and employment than when the dependence is not mutual.

88 Investment into such sectors is more likely to occur when a micro-macroeconomic congruent environment is created to attract investment and when suitable physical infrastructure is provided as well as when investors who bring in capital, management skills and technology knowhow are attracted to invest into the

country. The provision of production specific infrastructure to such areas will ensure that the Private sector directs its investment into them. To stimulate rapid economic growth, the second phase of NDP 10 will have a bias toward production specific infrastructure as against social infrastructure.

4.4 Disaster Management

89 Eradicating poverty through employment creation and building up the economy's capacity to cope with both natural disasters and global economic shocks are two very important strategic issues concerning social upliftment.

90 Previous National Development Plans placed emphasis on such natural disasters as drought, floods and animal diseases, but did not factor in the impact of adverse global business cycles on Batswana's livelihood. The second phase of this Plan will address strategies that seek to prepare for such occurrences. The introduction of social security systems as well as building up of national reserves will be strategically addressed during NDP 10 second phase implementation.

91 Substantial Government funding for eradication of abject poverty has made this area more successful than employment creation. This success is commendable but remains fragile because future economic shocks which affect Government revenues may result in serious reversals. It is, therefore, important that resources going into all poverty eradication programmes, including social safety net programmes, should, to the extent possible, have an employment creation component in them. All poverty eradication programmes and social safety nets will thus be required to have employment creation components and dimensions that foster the drawing of synergies with similar projects. All such programmes will be linked to produce a significant impact on both abject poverty eradication and employment creation.

92 In addition to building Government's reserves, the impact of adverse business cycles on social upliftment will be addressed through the exploration of the establishment of social security funds and social insurance funds. Such funds would reduce dependence on direct government participation in poverty reduction.

4.5 Sustainable Development

93 Economic growth needs not only be rapid but it should also be sustainable. Sustainability depends on the attention that the growth process pays to the environment. Chapter 7, whose theme is Sustainable Environment, outlines how sustainable management and utilization of natural resources, managing the impact of

global warming and climatic change, and pollution prevention and control will be addressed in the second phase of the Plan.

4.6 *Economic Growth and Governance*

94 The creation of an environment that promotes Private sector investment is critical to both economic diversification and rapid economic growth. To the entrepreneurs, issues of governance and security are critical factors for taking investment decisions as they directly impact on their costs. A corruption and crime prone environment would discourage investment.

95 At another level, international visibility is critical for building trade relations and economic collaboration. How Botswana positions itself for such strategic relations is critical for economic growth and diversification. Chapter 8 on Governance, Safety and Security articulates these strategies in full.

96 In conclusion, the strategy for accelerated economic growth, during the second phase of NDP 10, will pay balanced attention to factor markets, product markets and policy environment issues. On factor markets, emphasis will be placed on facilitating labour and land availability to the Private sector. Product market issues will entail the selection of areas which can be used for export production; products which will be suitable for import; and those suitable for import substitution. The policy environment will be made to be Private sector friendly both through macroeconomic policy and microeconomic policy.

97 Where government is involved in investment, emphasis will be placed on those projects that have a high economic impact and are self-liquidating. This often involves a high multiplier effect that is generated through backward and forward linkages with other productive sectors. Project selection will be based on rigorous project appraisal and consideration of available overall implementation capacity.

CHAPTER 5: ECONOMY AND EMPLOYMENT

5.1: Introduction

98 The MTR has identified six critical areas that Phase 2 of NDP 10 implementation should address. In this regard, the Economy and Employment thematic group identified five national strategic factors that need to be addressed in order for these six critical areas to be successfully addressed. These factors are: Economic Diversification; Doing Business and Global Competitiveness; Infrastructure; Information, Communication and Technology (ICT); and Competitive Human Resource. These are briefly elaborated on in turn below.

Economic Diversification

99 As alluded to in earlier parts of this review, economic diversification is both a means and an end to accelerated economic growth, and as such, it continues to be one of the key strategic areas of focus for the Botswana economy during the National Development Plan (NDP) 10. In this regard, Government adopted the Economic Diversification Drive (EDD) in April 2010 in an effort to reduce reliance on the mining sector. The short term strategy is based on Government interventions such as local procurement, while the medium to long-term strategy envisages diversification of the economy through the development of sustainable and globally competitive enterprises that need little or no Government protection and support. Priority sectors/subsectors for implementation under EDD include: primary production (e.g. grains, livestock development, and horticulture); agro-processing (dairy, horticulture, meat, leather, etc.); coal, diamond and other minerals beneficiation; recycled material products - paper, plastic and others; arts and crafts; construction/building materials; textiles and clothing; renewable energy; banking, finance and insurance; services/support sectors - ICT, transport and logistics, hotels, skills development, entertainment, and restaurants. It must be emphasised that Private Sector participation in economic diversification is very critical.

Doing Business and Global Competitiveness

100 Despite Botswana's concerted efforts to improve the doing business environment and competitiveness of the economy, its rankings in the 2011/2012 Global Competitiveness Report for doing business have declined. The country was ranked 50th, 52nd and 54th in 2010, 2011 and 2012, respectively in the annual Doing Business Report and 66th, 76th, 80th, in the same years, respectively in the Global Competitiveness Report. In order to arrest this turn of events, a Cabinet Committee on Doing Business and Global Competitiveness consisting of Ministers of Trade and Industry (as the chair), Finance and Development Planning, Labour and Home

Affairs, Lands and Housing, Local Government and that of Minerals, Energy and Water Resources was constituted to oversee the work of the National Doing Business and Global Competitiveness Committee. The Committee's mandate is to coordinate reforms necessary to improve the ease of doing business and improve Botswana's global competitiveness.

Infrastructure

101 Infrastructure is critical to both the productive processes in the economy as well as trade facilitation. Economic performance of sectors such as Mining, Agriculture, Tourism and others is dependent on the quality and amount of available infrastructure. Quality of transport infrastructure, as well as telecommunication, has a direct bearing on trade facilitation. It also provides a platform on which other sectors like Tourism, Mining, Agriculture and others, can grow and develop. Furthermore, through sectors such as the Construction Industry, infrastructural development provides an environment where local business capacity and manpower skills can thrive and develop. This, in turn, can drive economic diversification and boost the economy's regional and international competitiveness. Over years, Government has, focussed more on the provision of basic social infrastructure than on production-specific infrastructure, particularly those for the agricultural sector. However, recent efforts such as construction of dams and the Zambezi Integrated Agro-Commercial Development Project will not only improve productivity, but will also enhance efficiency as well as promote the sector's commercialisation process.

102 In addition to the provision of appropriate infrastructure, production areas can be clustered according to their agro-ecological areas to increase the sector's productivity. As part of NDP 10 reform initiatives, the clustering exercise aims at identifying those agricultural commodities that can be produced most efficiently in specific areas. These specific areas are then supported with such relevant resources, as personnel, technical knowhow and others. Farmers will also be encouraged to focus mainly on those products (crops or livestock) that are suitable for the area.

Information, Communication and Technology (ICT)

103 The National Information and Communications Technology Policy (Maitlamo) provides Botswana with a clear and compelling roadmap that will drive social, economic, cultural and political transformation through the effective use of Information and Communications Technology (ICT). Maitlamo consists of seven pillars covering the effective application of ICT in the following areas: e-Government, Connecting Botswana, Connecting Communities, e-Legislation, e-Education, e-Health and e-Commerce. Some initiatives under the seven pillars, which provide the necessary environment for the effective participation of stakeholders in the development of this economy, were started during the first half of the NDP10

whilst some will be commenced in the second half of the Plan. The implementation of Maitlamo continues to play a pivotal role in the development and diversification of this economy.

Competitive Human Resource

104 Government has been committed to the provision of accessible and equitable, quality education for every child since the adoption of the World Declaration for 'Education for All' in 1990. The same policy objective was adopted by the Revised National Policy on Education of 1994. Considerable progress has been made throughout the years, especially in the provision of universal access to the 10 years basic education programme. This has been maintained for the first half of NDP10. The quality of the education system has also continued to be moderately rated, even though the country's position in the global ranking gradually dropped from position 40 in 2009/10 to position 58 in 2011/12.

105 Despite the country's investment in education and training, labour productivity and competitiveness have not significantly responded to these efforts. As a result, the country's global rating in labour productivity and competitiveness has remained low.

106 The strategy is also aimed at dealing with mismatch between graduates skills set and the demands of the economy, which contributes to the challenge of unemployment particularly amongst the youth. In August 2009, the Human Resource Development Advisory Council was established to drive implementation of this strategy¹.

Employment and Productivity

107 Botswana continues to face challenges of high and persistent levels of unemployment, particularly amongst the youth. A major constraint in employing Botswana has been lack of relevant industry skills. An employment strategy with clear goals and targets which will address labour-absorptive capacity and skills requirements of the economy is underway.

5.2 *Doing Business*

108 Doing business can be discussed under the subcategories of, Starting a Business; Trading Across Borders; and Global Competitiveness. In what follows below are illustrative examples drawn from agriculture and tourism sectors.

¹ Key Issue: Quality and Relevance / alignment of skills to the needs of the market. Major intervention for this issue is the NHRDS.

5.2.1 Achievements during the First Half of the Plan

Starting a Business

109 The following were achieved:

- The Trade Act (Amendment) Bill 2010 was approved by Parliament in December 2010. The main objective of the act was to put in place a simplified and efficient licensing system in the economy;
- The Companies Act was amended in 2011 to allow applicants to register companies without the assistance of company secretaries, thereby reducing business start-up costs;
- A window to allow both name search and online name registrations was created. In addition the name search and user tests were finalised and the system is now in use at the offices of the Registrar of Companies and Intellectual Property; and
- An indefinite licensing system was introduced. In relation to this Local Authorities started undertaking routine inspections that make it possible for the business sector to pay its annual trade license fees, at least three (3) months before their expiry date.

110 Starting business achievements related to the Tourism sector were the following:

- The Tourism and Botswana Tourism Organisation Acts were reviewed. Furthermore, the regulatory framework of the tourism sector was improved and harmonized by aligning minimum licensing requirements in the Tourism Act of 2009 to grading requirements in the Botswana Tourism Organisation Act 2009; and
- Licensing of Bed and Breakfast (domestic guesthouses) was introduced to allow meaningful participation of Botswana in the tourism industry. Furthermore, activities such as mobile safaris, motor boats, tourist transfers, mekoro camp and caravan sites have been reserved for Botswana as they do not require high scale investment.

111 An Agricultural Hub was established to provide forward looking strategies for the Agricultural sector. The Hub was further mandated to facilitate mega projects (such as the Zambezi Integrated Agro-Commercial Development Project), create an enabling environment for commercial Private Sector led growth of this sector and play a catalytic role through identifying bottlenecks to the sector's development.

Trading Across Borders

112 Some of the Achievements on trading across include installing container scanners at the Tlokweng border and Gaborone container (Gabcon) terminal to ease congestion and queues. Further, the Botswana Unified Revenue Service (BURS) has introduced an integrated taxpayer management system to reduce queues. In addition, BURS has established a new and exclusive office for large tax payers

Global Competitiveness

113 To improve Botswana's competitiveness the following reforms were completed:

- Implementation of the point based system to allow requisite skilled expatriates to work in Botswana;
- Coming into effect of the Copyright and Neighbouring Rights Act, in 2008, provides for the protection of the rights of authors, artists and creators. The Act further provides for the establishment of the Copyright Office and the Copyright Society of Botswana;
- Enactment of the Competition Act which provides for the establishment of the Competition Authority which commenced operations in April 2011;
- Amendment of the Employment Act with changes involving increase in maternity allowance and sick leave. The payment of prorated severance benefits to employees whose contract of employment is terminated even before they attain five (5) years of service is provided for in the Act;
- Approval of the Botswana Investment and Trade Centre (BITC) Act by Parliament in July 2011. The Botswana Export Development and Investment Authority (BEDIA) Act was also repealed following the merger of BEDIA and International Financial Services Centre (IFSC). The Companies and Intellectual Property Authority Act 2011 was passed by Parliament in September 2011; and
- A merger of the old Immigration Act and the Employment of Non-Citizens Act.

114 In an effort to improve competitiveness of Botswana tourism, the improvement of skills has been identified as a priority area to change mind-set and customer service. Courses such as customer service, food and beverage, travel agency and house-keeping were offered to improve the skills of staff in the tourism industry as well as staff in the public service who serve as frontline officers. To this end, there has been an upward swing in the number of visitors to Botswana. In 2010 tourist

arrivals were about 2.1 million with an expenditure of P5.1 billion. Local tourism figures also increased. All these improvements are attributable to the Tourism sector's increased marketing efforts.

115 The number of applications for certifications to the Botswana Tourism Organisation has significantly increased. It reached 123 for general certification and 13 eco-certification during 2011/12. More gratifying is the fact that overall grading results indicate that there has been an increase in the number of facilities that acquired 1 – star status from 58 in the previous year to 72 in 2012. A marked improvement is also observed under 2 and 4 Star facilities with an increase of 8 facilities each. An increase in uptake by local operators on the recently introduced Eco Certification programme is a clear indication that Government's initiatives towards promoting eco-friendly practices are bearing fruit. Further, the development of standards for the other sectors of the tourism industry is nearing completion. This includes the standards of the Botswana Bureau of Standards; mobile safaris and camping grounds standards.

5.2.2 Problems/Constraints Encountered during the First Half of the Plan

Ease of Doing Business and Competitiveness

116 While the general business environment has gradually improved over time the economy still remains challenged in the following areas as indicated by its global ratings on Doing Business: Trading Across Borders (147), Dealing with Construction Permits (132), Getting Electricity (90) and Starting a Business (99)

117 The Tourism sector has had to contend with problems in the areas of legislation, human resource capacity and infrastructure. There remains a need to harmonise legislation pertaining to different sectors. While this harmonisation process has commenced and it is on-going, in the interim this has limited the tourism sector's growth. The existing limitation in human resource capacity and skills has also limited the sector's growth. It should, however, be acknowledged that several government schemes are currently in place to address this problem.

118 On infrastructure, even though Botswana has one of the best infrastructure systems in the region, it still lags behind in some of the Tourism specific infrastructure. The sector has particularly been constrained by the absence of an internet based billing system infrastructure. This particular problem has led to most tourist bookings for visiting Botswana to be handled from outside the country. This has had the net result of significant financial leakages to the Tourism sector.

119 During the first half of NDP 10 the Agriculture sector experienced a number of problems which negatively impacted on the ease of doing business in the sector. Some of these problems arose from bad weather, some arose from adverse global business dynamics and some arose from internal production systems challenges and constraints.

120 Botswana was adversely affected by disease outbreaks and some drought spells during the early part of the plan. Drought led to low crop yields as well as loss in beef production. Disease outbreaks limited the economy's capacity to produce and to export beef.

121 On the global business cycle front, the European Union's (EU) meat traceability requirement dictated that Botswana should use the bolus system as a unique cattle identifier. However, the system presented some challenges to the livestock sector with the consequence that the sector did not pass an EU audit in 2011. This resulted in the Botswana Meat Commission (BMC) export abattoirs being delisted from the register of establishments eligible for beef export to EU. Botswana's loss of access to this lucrative EU beef market resulted in reduced beef exports.

122 Internal production system challenges consisted of the failure of the sector to provide a regular supply of local produce. This tended to lead to oversupply of agricultural products during certain periods and serious shortages in some periods. This challenge is mainly attributable to lack of effective implementation of a coordinated cropping plan. Insufficient poultry slaughter capacity was yet another challenge that the production system faced. This lack of slaughter facility for small poultry producers resulted in lack of access to markets by small producers leading to several small poultry projects collapsing. Some of these challenges can be addressed through the provision of outreach to farmers. It should, however, be acknowledged that the Botswana government's effort in providing this extension has been hampered by the vastness of agricultural extension areas, high farmers to staff ratio and limited resources such as transport. This has resulted in limited adoption of appropriate production techniques which has resulted in low productivity of the sector.

5.2.3 Policies and Strategies for the Remainder of NDP 10

Ease of Doing Business and Competitiveness

123 In light of the declining competitiveness of Botswana's doing business environment, the Cabinet Committee on Doing Business and Global Competitiveness approved key strategies for the remaining half of NDP 10. These include the Introduction of a national single window to accelerate the clearing of imports and

exports and the development of legislation to allow electronic commercial transactions which would facilitate imports and exports online. Taxpayers were enabled to file and pay tax online as well as apply and pay for permits and licenses online. These will all have a positive effect on Trading Across Borders.

124 The Introduction of private inspections of commercial buildings was also approved. This was meant to expedite the issuance of building permits and inspection certificates. The decentralisation of the Town and Country Planning Board's functions to councils would reduce delays in the approval of planning and building permits. Pieces of legislation that would be enacted aiming at improving Starting a Business would include: the Communications and Transactions Bill; the Data Protection Bill and the Electronic Evidence Bill. In addition, the online company registration would be introduced. Further, a regulatory impact assessment mechanism with a view to minimising over regulation as compared to facilitation will be introduced. A study to link the minimum wage with productivity would be undertaken and a mindset campaign aimed at improving the work ethic of Botswana's labour force would be embarked on.

125 Key labour specific strategies that will be pursued in the remaining half of NDP 10 will be the:

- Reviewing of the Minimum Wage Policy to align it with productivity;
- Developing of a National Occupational Health and Safety (OHS) Policy and Programme to improve regulation of OHS services and reduce segmentation of OHS service provision;
- Reviewing the National HIV/AIDS and Employment Policy to align it with ILO Recommendation 200, which addresses HIV/AIDS issues in the work place;
- Establishing an autonomous body to deal with trade disputes; and
- Reviewing of the Trade Dispute Act of 2003 with a view to filling the gaps in the trade dispute resolution system in order to expedite mediation and arbitration. Further developments in the labour administration system, particularly unionisation in the public service, have necessitated the outsourcing of some labour administration services.

126 For the Tourism Industry, the following key strategies for the remaining half of NDP 10 will be implemented:

- Collaboration and Partnerships with Government, Private Sector, Non-Governmental Organizations and Communities to accelerate the tourism sector agenda ;

- Mapping and documentation of the tourism licensing system to improve the tourism sector;
- Broadening of the tourism base through support for cultural tourism activities such as festivals and the crafts industry to bring economic benefits to the areas concerned and improve the lives of the communities involved; and
- The review of the Tourism Policy to guide or give a balanced management approach which will achieve sustained tourism growth.

127 The agricultural sector remains relevant and presents a lot of opportunities and linkages through which other sectors such as the agro-industry can benefit. For the remainder of NDP 10, a number of strategies will be pursued as outlined below:

- Transforming the livestock traceability system from the use of the bolus to ear tags;
- Adopting a value chain approach to the development of the beef industry;
- Linking small stock farmers with the market by organizing market days with a view to improving logistics of selling small stock meat and to meet its demand;
- The Agricultural Hub will provide forward looking strategies for the Agricultural Sector. Through mega projects, the Hub has been mandated to facilitate mega projects such as the Zambezi Integrated Agro-Commercial Development Project. Through that role the Hub will create an enabling environment for commercial Private Sector led growth and also play a catalytic role by identifying bottlenecks to the sector's development and advising on how to rectify them. It will further identify new agricultural investment opportunities and promote foreign direct investment in agriculture;
- Small poultry producers will be assisted to build abattoirs and create a conducive environment by reducing monopolies; and
- Community grazing areas will be demarcated to facilitate good range management and adoption of good husbandry practices.

128 In order to achieve the long term objective of diversifying the economy cognizance will be given to the fact that Government is still the main actor in the economy since Private Sector's operations or businesses remain heavily dependent on it. Therefore, in order to develop the Private Sector, Government will aim to align the Privatisation Programme with the Government's economic diversification agenda under the Botswana Excellence Strategy as well as the National Vision. In addition, there will be a need to review the performance of the Informal Sector to determine its potential to diversify the economy.

129 Foreign and domestic investment will also be attracted to increase output in the economy and thereby create employment. All the efforts geared towards improving the ease of Doing Business will also have the effect of creating an environment that allows Private Sector activity to grow, attract investment and ensure continued economic growth. To this end, industry relevant skills will be developed through the establishment of Special Economic Zones to attract investment necessary for export development, economic diversification and employment creation. For example, a Leather Park will be established to facilitate the development of the Leather Industry in Botswana.

130 An incubation model that targets the unemployed and the youth who have no skills will also be implemented. Incubatees will be offered a choice of projects to try and eventually select the one that best fits them in terms of personal preference. In addition, enterprise capacity building and a market access programmes with a view to upgrading and improving the competitiveness of industries, will be designed and implemented. It is further planned that the Botswana Trade Commission will be established, to amongst others, undertake tariff administration, investigations and trade remedies and also counter anti-dumping activities.

131 Accelerated economic growth will be achieved through a number of options. The Botswana Innovation Hub (BIH) will serve as a unique platform and catalyser for technology driven and knowledge intensive businesses and institutions in order to develop and compete in the global market. This will assist in job creation and economic growth. The BIH will aim to enhance national competitiveness specifically in areas of Foreign Direct Investment and technology transfer, university and industry collaborations in research and development, and the capacity for innovation. As of December 2012, the BIH had approved and registered 17 entities that will operate in a dedicated Park. These include among others academic institutions such as University of Botswana, companies active in custom design and manufacturing of drilling rigs, specialised mining exploration technologies, diamond jewelry design and manufacturing and ICT applications and software.

132 In order for the Hub's impact to be felt in the economy there will be a need for the following:

- Implementation of the National Policy on Research, Science, Technology and Innovation;
- Forging of the Private Sector partnership to intensify development of the rest of the leasehold plots on the BIH Park to create jobs and downstream benefits;

- Finalization of the rationalization of the research organizations to improve efficiencies and quality of research institutions to attract high quality researchers and engineers;
- Establishing a superior ICT infrastructure in the Park for BIH tenants and create better conditions to facilitate DTC relocation project;
- BIH will, in collaboration with local and international institutions, continue its strategic focus on identifying and facilitating the location of science and technology based enterprises in the Hub that will contribute to economic diversification and technology transfer;
- The Botswana Innovation Hub will work with Ministry of Trade and Industry and other stakeholders to establish the BIH Park as a Special Economic Zone as was originally envisaged;
- The Clean Tech Centre of Expertise will be launched in 2013 through a partnership with BIH, Swedish International Development Cooperation Agency (SIDA), Lund University, and Krinova Science Park; and
- There will be piloting of improved technologies introduced under the National Master Plan for Arable Agriculture and Dairy Development (NAMPAADD).

133 The Mineral Sector will continue with its country-wide industrial mineral assessment programme as a vital means to enhance the diversification of the economy as well as empower citizens in small scale mining. The following will be necessary:

- Introduction of institutional reforms to transform DGS to a Research Institute;
- Facilitation of mineral projects financing for citizen owned companies;
- Government entertainment of negotiations for large projects in particular, including non-diamonds, to facilitate mineral investment and optimize economic benefits;
- Review of Minerals legislation (Mines and Mineral Act, Diamond Cutting Act, Precious and Semi- Precious Stones Protection Act) to minimize areas of negotiations on strategic initiatives. Development of a specific policy for beneficiation of other minerals will also be required; and
- Development of enabling environment and infrastructure for exportation of coal.

5.3 *Infrastructure*

134 The infrastructure category is reviewed under five subsectors of Water, Energy, Land, Public Buildings and Transport and these are discussed in turn below.

5.3.1 Achievements during the First Half of the Plan

135 The ***Water sub-sector*** has the completion of the construction of the multiple purpose dams of Thune and Lotsane as well as Dikgatlong dam as its major success. Furthermore, the comprehensive draft National Water Conservation Policy has been finalized. The following village water scheme projects were completed; Middlepits – Khawa, Zutshwa- Ngwatle, Lecheng-Matlhakola, Mahalapye–Bonwapitse and Mmopane- Metsimotlhabe. Water management under one authority has been achieved through the Water Sector Reforms initiative.

136 For the ***Energy sub-Sector***, during the first half of NDP 10, a draft Energy Policy which defines the long term vision and mission on development of the sector in terms of electricity generation and transmission infrastructure as well as storage and supply infrastructure for petroleum was completed. The policy focuses on the supply of adequate, affordable and reliable energy resource. Another achievement has been the introduction of National Electricity Standard Cost (NESC) to reduce and standardise connection costs to BWP 5, 000 for households.

137 ***The Land sub-sector*** has, since the beginning of NDP 10, serviced 9622 plots against the targeted 10368 and these have been at Tsholofelo extension, Jwaneng EU8, Lobatse Air Strip & Plantation, and Gerald Estates. Street-lights and guardrails were also installed in Gaborone Block 8 & 10. Tower lights were also installed at Selebi Phikwe (Botshabelo). Other significant achievements on the land sector have been the following:

- Detailed designs for Metsimotlhabe Block 4 and Palapye Dibokwe extension 11 as well as Shashe Mooke Bridge were completed. The construction phase for these projects is on-going. It is expected that 5290 plots shall be delivered through these projects by 2014/15;
- Provision of services by the Ministry of Lands and Housing to Tlokweng, Ramotswa, Serowe and Shakawe. This involved clearing and grubbing of access roads and provision of potable water in order to enable development plots rather than repossession. Detailed designs for Kasane (Nnyungwe), Malete (Seuwane) and Kgatleng (Pilane West and Bokaa East) are on-going and are expected to be completed during the 2013/14 financial year; and
- Ngwato Land Board has allocated 30 ranches; Ghanzi Land Board has allocated nine (9) ranches and eight (8) small agriculture holdings. Chobe Land Board, in partnership with MOA, evaluated 21 arable farms in Pandamatenga. Chobe Land Board has also allocated 14 ranches so far. All these allocations are expected to enhance productivity of the agricultural sector.

138 To-date, 414ha of industrial land has been reserved for Ministry of Trade and Industry for the establishment of a Special Economic Zone, while 41.9ha is reserved for Ministry of Agriculture in Francistown and Ghanzi for Urban Agriculture. Other reservations are; 4.6 ha for Ministry of Minerals, Energy & Water Resources for a Diamond Park; 3.5 ha for the Botswana Investment and Trade Centre (BITC) for industrial development and 74 industrial plots for SPEDU in Selebi Phikwe.

139 Progress made in the *Public Building sub-sector* in the provision of infrastructure is as follows:

- Construction of new Senior Secondary Schools at Mogoditshane, Mmadinare, Nata and Shakawe;
- The designs for four new Junior Secondary Schools (JSS) at Maun, Francistown, Ngware and Gantsi were completed. Expansion of two JSS one in Artesia, Makhubu the other in Selebi Phikwe, were done in 2010/11. Another two schools; Motlhasedi and Makgadikgadi started in January 2011 and are expected to be completed in September 2012, while Maunatlala will be expanded in 2012/13;
- The upgrading of Gaborone Technical College Augmentation, and Serowe College of Education as well as construction of Oodi College of Applied Arts and Technology, and Francistown College of Technical and Vocational Education (spill over projects from NDP 9), the Botswana College of Open and Distance Learning (BOCODOL) / Department of Out of School Education and Training (DOSET) Centre at Maun, new Tertiary Education Council Headquarters in Gaborone and the Botswana International University of Science and Technology (BIUST) Phase 1 facilities were also completed during NDP10. At the University of Botswana, construction of the Faculty of Health Sciences, multidisciplinary offices, classrooms and lecture theatres were completed by end of 2011/12. The Faculty of Engineering and Technology and Campus Indoor Sports Facilities are planned to be completed during the course of the financial year 2012/13;
- Maintenance of Junior Secondary Schools: fourteen (14) maintenance projects were carried over from 2008/09 to NDP 10. Ten (10) of those schools were completed while 4 were terminated and are to be re-tendered. The first NDP10 batch of 31 schools was started in 2010/11 and the projects were planned to be completed by August 2012. The third batch of 20 schools is planned for implementation in 2012/13;

- The maintenance of some Senior Secondary Schools, Colleges of Education and Technical Colleges is also currently on-going;
- Botswana Institute for Development Policy Analysis (BIDPA) was engaged to carry out a review of Construction Industry Regulatory Framework in 2012, to assess its strengths and weaknesses and recommend regulatory structures and processes to be implemented during the second half of NDP 10;
- The Engineers Registration Board Act was enacted and became operational in 2011. A provisional council was formed in 2011 and has started to set up structures;
- The Architects Registration Act was enacted and a provisional council has been established and draft amendments to the Act have been prepared to enable it to be operationalised;
- In an effort to enable local participation and manpower development the mega projects are now being split;
- The Government is continuing with construction of primary school facilities under the Primary School Backlog Programme as well as undertaking infrastructure maintenance under the recurrent budget and the Ipelegeng Programme. The annual budget provided is proving inadequate to cover all the projects that need routine maintenance;
- During NDP10, revenue offices and staff houses were built at Kanye, Mahalapye, Serowe and Maun. Kasane revenue office is complete and staff houses have been provided at Lobatse. Provision of revenue staff houses is on-going at Francistown and Selebi Phikwe. Porta-cabins have been procured for Shakawe and Gumare revenue offices to alleviate acute staff accommodation shortage in these locations;
- Primary civil works for Botswana Innovation Hub (BIH) inclusive of water, storm water drainage, electricity, and streets lights, on the 57 hectare plot, in Block 8 (Gaborone) have been completed. This has created serviced land which is ready for intensive development to further the BIH objectives; and
- An additional 36 hectare plot has been sourced and the Title Deed has been awarded as industrial zoned site to enable intensification of production activities arising from companies located in the Hub.

140 The *Transport sub-Sector* has seen the completion of a Draft National Integrated Transport Policy which will be implemented during the second half of NDP 10. The following prefeasibility studies have also been completed: rail

infrastructure that will link Botswana, Namibia, Zambia and South Africa; a railway line that connects Botswana, Mozambique and Zimbabwe; and the study on various options for the optimal utilization of the *Dry Port at Walvis Bay* facility. Other achievements have been the following:

- A study on privatization of the Central Transport Organisation's (CTO) fuel depots was successfully completed in March 2010. Also, a Fleet Tracking, Management and Maintenance System (FTMMS) that will be integrated with other relevant systems for efficiency and cost saving is being developed. The system will be completed during the remaining years of the Plan;
- On-going design works include the *Kazungula Bridge*; and road projects which include Western by-pass circle to Metsimotlhabe, Gaborone – Tlokweng, Nata – Kazungula, Kang – Hukuntsi, Sua Junction to Sua Pan, Mmatshumu Junction-Mmatshumu village and access roads along the Francistown-Ramokgwebana road. These projects are all expected to be completed by end of the Plan;
- Construction of internal roads were completed at Charleshill, Ramotswa, Maun, Thamaga, Masunga, Mochudi-Pilane, Lobatse (Peleng SHHA area), Gaborone (Old Naledi) and Francistown (Monarch SHHA area). The other internal roads are ongoing at Tlokweng and Gumare, and these will be completed during the 2013/2014 financial year. The link roads that have been completed are: A1 Road – Leshibitse; Nyerere -North Ring; Nata – Sepako - Manxotai, Mahalapye – Kudumatse, Maratadiba –Modipane, Morwa - Mmapole Bridge across Notwane River, Mosetse – Tutume and Bobonong– Tsetsebjwe. A total of 9,584km of roads were handed over by the Ministry of Local Government and Rural Development to the Ministry of Transport and Communications in April 2011. With this handing over, MLGRD will retain the responsibility over all rural and urban internal roads whilst MTC will oversee major roads;
- A comprehensive study to establish an infrastructural development strategy was completed in May 2009. The proposed strategy provides a phased implementation plan for infrastructure provision;
- Upgrading of major airports was carried out since the beginning of the Plan. One of our international airport; Francistown International Airport was opened for traffic during the first half of the Plan. Sir Seretse Khama International

Airport, Maun and Kasane Airports are being constructed and will be completed during the next half of the Plan; and

- As a result of the existence of the Open Skies Policy, Botswana has negotiated 21 Bilateral Air Service Agreements out of which eight (8) have been signed. Three (3) international airlines namely South African Airways, Air Namibia and Kenya Airways are now able to fly in and out of Botswana. Also, as the result of liberalisation of the Botswana skies, Air Botswana is operating direct flights from all the major airports in the country to neighbouring countries such as South Africa, Zimbabwe and Zambia.

5.3.2 Problems/Constraints Encountered During the First Half of the Plan

141 The *Water sub-sector* did not manage to implement all the planned infrastructure projects within time, budgets and to the required specifications. The major issues arising out of these challenges were mainly insufficient skilled personnel, limited experienced service providers and procurement challenges.

142 The *Energy sub-sector* has been confronted by the following challenges:

- Limited availability of electricity generation and transmission infrastructure especially for the North Western region of the country;
- Limited storage and rail transport capacity for supply of petroleum products.
- High electricity connection costs due to infrastructure capacity limitations;
- Utility tariffs not reflecting their true production cost resulting in continuous Government subsidies;
- Limited capacity for local funding of planned projects as a result of both the recent economic meltdown and under-pricing of energy supplies;
- Expensive capital investment on the renewable energy technologies;
- Manpower capacity constraints, hence poor project implementation capacity.
- Geographical position of the country (landlocked) and small market size;
- Poor governance framework in terms of the prevailing institutional and regulatory framework; and
- Deterioration of the “Morupule A” Power Plant.

143 Lack of basic *Agriculture sub-sector* specific infrastructure (roads, market facilities, power, water and telecommunications) in most agricultural production areas has been a major challenge limiting the productive capacity of the sector. It has emerged that most existing infrastructure are far from agricultural production areas.

As expected, where infrastructure such as telecommunication and electricity have been provided in agricultural production areas, farmers continue to bear the full cost of connecting the service.

144 The *Land sub-sector*, has had to contend with the major challenge of trying to keep pace with settlement growth around the country. Hence the ultimate demand for services and therefore budgetary provisions and the pace of delivery often fall short of the demand by the time the project is complete. Other challenges include: reduced estimated number of plots, merging of plots; variations; extensions of time and cost overruns; vandalism and stealing of electrical components and cables. Further, the processes of evicting squatters take time as it involves the Courts which is costly to the Land Boards.

145 For the *Public Building sub-sector* it is recognised that lack of coordination among infrastructure service providers is largely caused by fragmented mandates provided on infrastructure delivery across ministries, such as MIST, MLH, MLG, MOA, MMEWR, MTC and MOESD. Government has, therefore, not benefited from economies of scale, which could have otherwise been realised. Other challenges to the sub-sector are:

- Poor project management due to insufficient planning and skills which in turn reduce efficiency of project delivery. The end result is projects cost overruns, frequent scope changes and late completion of projects. To address these problems and improve on project implementation, a number of initiatives have been put in place. These include the verification designs produced in order to ensure that projects are completed on time and to specified requirements. Government has also put in place stringent measures to deal with defaulting contractors which include delisting, contract termination and payment of damages to Government by contractors;
- undesired split of resources due to the decentralization of DBES into several Ministerial Technical Units (MTUs) and lack of senior management and mentoring capacity at MTUs resulting in a decrease quality of work output; and
- The erosion of the local Private Sector's capacity caused by unfair competition from some state owned international construction companies.

146 The *Transport sub-sector*, like other areas of infrastructure development, faces challenges of poor project management due to insufficient planning with the

consequence of projects cost overruns, frequent scope changes and late completion of projects.

147 Another challenge faced by this sector is that Botswana continues to experience an increasing number of road accidents mainly caused by human error, un-roadworthy vehicles, unqualified drivers and over speeding. Limited office accommodation availability for the Department of Road Transport and Safety is yet another challenge. The end result is that the department fails to cope with the demands for its services from the public.

148 The sector has, over the years, witnessed a rapid increase in the size of the government fleet. This increase has not, however, been commensurate with manpower increases. Consequently, the current vehicle to mechanic ratio stands at around 25:1, against the international standard of 8:1. Limited working space availability and a declining maintenance budget have compounded on this problem. Thus, the Vehicle Off Road (VOR) rate has increased from an average of 10 percent at the end of NDP 9 to the present 15 percent. Further to this the economic down-turn also affected the subsector in that most planned projects could not be undertaken owing to re-prioritisation of national projects in the aftermath of financial global crisis. Some of these projects have had to be undertaken through loans to Government and donor funding, e.g., the One-Stop-Border-Post and Kazungula Bridge project.

5.3.3 Policies and Strategies for the Remainder of NDP 10

149 The prerequisites for success in the *Water sub-sector*, among others, is that before projects can be outsourced and implemented, the sector has to develop a technical conceptual design in-house which will serve as a basis for drafting Terms of Reference (TORs) by outlining what is specifically needed to be designed and implemented. It is in that regard that the sector will endeavour to build this capacity in order to systematically and efficiently manage contract creation, execution, and analysis for the purpose of maximizing financial and operational performance and minimizing risk. Project management will thus be recognized as a distinct discipline by the sector.

150 Progress will be achieved in the *Energy sub-sector* if the following are in place:

- Increased Access to Electricity;
- Security of supply of electricity and petroleum products;
- Sharing of assets in the form of combining electrical and IT / telephone cabling on common structures to reduce network costs;

- Promotion of Private Sector participation in the renewable sources of energy.
- Institutional Reforms in terms of Botswana Energy and Water Regulator and capacitating of the Project Management Office; and
- Development of Brown Fields and Green Fields power generation through the Independent Power Producers to meet future power demands.
- Improvement in security of low voltage lines in streetlights and power reticulation to stamp out vandalism of cable.

151 The *Agricultural sub-sector* will aim at the following in order for it to have a felt impact and significant contribution to economic growth:

- Provision of infrastructure through spot improvement on roads that service agricultural production areas; and
- Soliciting funding from the African Development Bank (AfDB) in collaboration with Ministry of Lands and Housing, Department of Water Affairs, Water Utilities Corporation and other relevant stakeholders to conduct a feasibility study on the use of recycled affluent water for irrigated agriculture. The study will be undertaken in the following villages: Serowe, Mahalapye, Gantsi, Tonota and Francistown;

152 Accelerated economic growth will be achieved in Botswana if the following are undertaken in respect of the *Land sub-sector*:

- Prioritisation of projects based on need and impact;
- Involvement of Private Sector participation in land servicing in order to increase the target of serviced land by the end of the Plan period;
- Auditing of land servicing processes and revising related contract documents; and
- Introduction of integrated farming activities on land allocated for agricultural purposes to enhance overall land productivity.

153 Public *Building sub-sector* is making efforts to improve on project coordination for efficiency and return on investment by taking advantage of economies of scale as well as adoption of best practices in the delivery of infrastructure. The Ministry of Infrastructure, Science and Technology (MIST) carried out an organisational performance review on delivery of infrastructure projects during the first half of NDP 10. The following strategies are scheduled for implementation during the remainder of NDP 10 to address some of the major

challenges related to coordination, capacity building and lack of appropriate regulatory framework in the Construction Industry:

- Development of a Facilities Management Policy and strategy together with the Enactment of an Immovable Asset Register and Facilities Management Act;
- Establishment of Project Management Offices (PMOs) in all ministries involved with infrastructure project development and link them to the central PMO to facilitate coordination;
- Exploration of the establishment of a state run infrastructure Construction Management Agency;
- Establishment of the following;
 - Contractors Registration Board
 - Construction Industry Regulatory Body
 - Quantity Surveyors' Registration Council
- Implemented the following Acts;
 - Engineers Registration Act
 - Architect Registration Act.
- The enactment of the Quantity Surveyors Act during the second half of the Plan;
- Establishment of a Central Facilities Management office to oversee and coordinate all maintenance and refurbishment of public buildings;
- Integration of the Ministerial Technical Units (MTUs) with Project Management Offices (PMOs) to facilitate forward planning and better coordination of projects;
- Pooling public funded entities budgets with complementary mandate to be based in the initial Park building to avoid duplication and provide apex shared facilities; and
- Forging of Private Sector partnership to intensify development of the rest of the leasehold plots on the BIH Park to create jobs and downstream benefits.

154 For the *Transport sub-sector*, on-going efforts like the implementation of the road safety strategy, vehicle flagging policy and stringent penalties to road traffic offenders will be continued to address the problem of increasing number of road accidents. One of the initiatives that will be undertaken to promote road safety strategy will be to establish the Maun Vehicle Testing Station Driver Testing grounds. The Molepolole and Mochudi Registration offices will be fast-tracked as these will significantly contribute to improved service delivery by the department.

155 CTO will also continue to engage private garages to repair government vehicles. Service Level Agreements with the private garages will be introduced and enforced to ensure value for money for all Government vehicles attended by private service providers. Another initiative is the refurbishment of some vehicular models and graders to prolong their lifespan. Quality Inspectorate Unit, whose main objective will be to conduct thorough inspections on vehicles prior to and after repairs for both in-house and sub-contracted vehicles will be formed during the remaining years of the Plan. CTO has further taken an initiative to form strategic partnerships with Brigades and Technical Colleges providing automotive courses to maintain and repair government fleet. The arrangement will result in mutual benefits for both CTO and the institutions as this will improve the Vehicle Availability (VA) rate for CTO at the same time equipping the trainees with the relevant skills for their practical lessons.

5.4 *Information and Communication Technology (ICT)*

5.4.1 *Achievements during the First Half of the Plan*

156 The e-Government strategy was developed during the first part of NDP10. The Strategy outlines a pragmatic roadmap to effectively provide Government services online in order to improve public service delivery and accelerate the uptake and usage of Information and Communications Technology (ICT) across all segments of society.

157 As part of the implementation of e-Government, there are some systems and services that have been implemented so far. These include e-passport, development of the government portal; *Short Message System* (SMS) notifications for school examination, renewal of drivers' licenses and vehicle registration; and the availability of downloadable business forms in the government portal and some ministries' websites.

158 Implementation of the International Connectivity initiative through investments in undersea cables has been successfully undertaken. The aim of this project is to provide Botswana with high quality bandwidth capacity for effective connection with the rest of the world. This capacity will facilitate the growth of business and increase efficiency.

159 Implementation of the East Africa Submarine System (EASSy) cable that connects Africa to Europe via the eastern coast of Africa was completed in 2010. On the other hand, the West Africa Cable System (WACS) initiative that connects the

west coast of Africa to the United Kingdom via Portugal was completed during the first half of 2012.

160 The arrival of EASSy and WACS capacity in Botswana has led to the reduction in internet prices. These prices will further reduce and translate into efficiency in the ICT sector and the economy at large.

161 Nteletsa 2 project which connected a total of 197 rural villages to the telecommunications network was completed during the first half of the Plan. This is part of the Rural Telecommunications Programme whose aim is to provide telecommunications services (data, internet and voice) to the rural and remote areas of the country.

162 Nteletsa-I Resuscitation which entails upgrading of Nteletsa I infrastructure to the Nteletsa II standard started in March 2011 was scheduled for completion by December 2012. Majority of the sites are already enjoying mobile network coverage under the initiative with 60 out of 85 villages having been upgraded to the Nteletsa II standard.

163 Botswana are currently enjoying access to telecommunications services through mobile devices, thanks to deployment of new Generation (3G, 4G etc.) technologies by some private telecoms service providers. These technologies have improved the quality and speed of services, and positioned Botswana to be competitive in telecommunications service industry within the region. Fibre networks have also been rolled out to customer premises in Gaborone, Francistown and Maun.

164 Phase 1 of the Botswana Telecommunications Corporation (BTC) separation and privatisation has been completed. This involved the establishment of the infrastructure company (Botswana Fibre Networks (BoFiNet)) that will operate and manage key telecommunications backbone infrastructure (Trans-Kalahari fibre network, Gaborone-Francistown fibre network etc.) that will provide equal access to all service providers in the country. Both BoFiNet and Botswana Telecommunications Corporation Ltd have registered as companies under the Companies Act.

165 Under the postal sector, six post offices were refurbished and developed throughout the country during the first half of the Plan. A world class Postal Sorting Centre was completed in Gaborone. The Centre has a capacity to sort 36000 letters per hour and has brought greater efficiency for sorting national and international

mail. This has led to improvement in mail delivery and increase in public access to postal products and services.

166 The postal services sector has also taken advantage of opportunities created by ICT to improve customer service and diversification of products and services. Botswana Post launched its ICT optimization and counter automation that enable all Botswana Post's offices to be connected on an on-line real time basis. This technology has enabled the post office to deliver a reliable, efficient and cost effective service to customers and business partners. Botswana Post is now able to deliver new e-services to Botswana citizens. This has enabled Post Offices to act as the Service Centres where most of Government services will be provided.

167 The implementation of the shared community user information centres (Kitsong Centres) has been carried out through a Public Private Partnerships (PPP). So far, a total of 248 Kitsong Centres have been delivered through this arrangement. A total of 196 of these centres are operated through a partnership arrangement between telecoms service operators, Village Development Committees (VDCs), youths in rural villages and 56 are run by Botswana Post. By April 2012, a total of 312 youths were trained in Business Management to enable them to effectively and efficiently run the Kitsong Centres.

168 The Government is in the process of providing computers and internet access to 78 libraries across the country through the Sesigo Project to enhance the accessibility of e-services to the rural areas. So far, 38 libraries have internet connectivity and provide free basic computer training and internet access to the public. More than 35 278 members of the public have been trained on the basic use of computers and have free access to the internet.

169 The Communications Regulatory Authority (CRA) Bill was approved by Parliament during the first phase of the NDP10 and has since been assented into an Act. The aim of the Act is to create a conducive environment for a converged Communications Regulatory Authority that will guide implementation of activities under the broadcasting, telecommunications, internet and postal sectors. The Botswana Postal Services and Broadcasting Acts were also amended as part of the CRA Act during the first half of the Plan.

170 The Botswana's legislative e-readiness survey has been conducted. All existing and non-existent legislation that are required to facilitate provision of services on-line have been identified and prioritised. Three of the identified prioritised legislations are being drafted by the Attorney General Chambers. These include e-Signature for recognition and acceptance of electronic signatures; e-Commerce for legal

recognition of doing business online, and Data Protection for protection of personal data.

5.4.2 Problems/Constraints Encountered during the First Half of the Plan

171 The current Government Data Network, Data Centre and Information Systems do not meet today's needs and the expectations due to its old age and declining reliability. Hence, this does not adequately support efficient public service delivery. Similarly, Government IT officers generally lack the requisite skills to maintain and support the ICT infrastructure leading to slow uptake of new ICT initiatives and insufficient maintenance to existing systems and/or infrastructure. The absence of broadband strategy that guides the deployment of infrastructure and services has also been a challenge. There is limited accessibility of ICT services in some parts of the country.

172 The cost of ICT services in Botswana is comparatively high by regional and international standards. Some of the factors which contribute to the high cost include anti-competitive structure in the backbone and wholesale market segments, non-sharing of infrastructure by service providers, and inadequate implementation of ICT Cost Model.

173 Although the roll-out and implementation of Kitsong Centres was successful, there are some challenges associated with the utilisation, maintenance and operation of some Centres. Kitsong Centres are platforms for bringing e-government services to rural communities and their non-sustainability will disrupt efforts to roll out e-Government.

5.4.3 Policies and Strategies for the Remainder of NDP 10

174 As discussed above, among others, ICT provides a much needed environment for the Botswana economy to prosper. Unfettered access and ease of flow of information through modern technology will attract big companies into this country and the end result will be job creation, income generation and asset base expansion. Hence, necessary resources in Human Resource capacity building and finance will have to be availed in the next half of the Plan in order to realise the full benefits of ICTs.

175 Implementation of the e-Government strategy will be collaboratively undertaken by various Government Agencies to automate business processes. Continuous strengthening/upgrading of the Government Web Portal, that serves as the primary service delivery channel for more than 300 identified on-line Government's services, will be done too. This will be achieved by re-designing and

strengthening of the governance structures necessary for the effective leveraging of ICT.

176 A number of on-going efforts will be consolidated to ensure consistency and effective service delivery through multiple delivery channels like Government Contact Centre, mobile phones, internet, Kitsong Centres and Integrated Government Service Centres and others.

177 The quality of Government's IT service will be improved by strengthening the Government Data Network and information systems, and purposefully designing and building Government Data Centre, implementation of IT Security framework and building Government's organisational capacity in IT.

178 The converged Botswana Communications Regulator Authority (BOCRA) will be established to address convergence of telecommunications, broadcasting, postal and internet sectors. The regulations of the concerned sectors will also be developed to support the enforcement of the Communications Regulatory Authority Act.

179 The rural postal strategy will be developed to address provision of postal services in rural and remote areas under BOCRA. The last phase of the BTC privatisation and separation will be completed. This will involve the asset separation between BoFiNet and BTC, establishment and licensing of BoFiNet, as well as listing of BTC Ltd in the stock market. The Broadband strategy, which is being developed, will also be implemented to improve connectivity to customer premises as well as deployment of broadband services. Further, the ICT Cost Model will be implemented and continuously monitored to address the high cost of ICT services with the ICT sector liberalised by introducing new classes of licenses to enhance competition. Setting of targets for mobile operators will be done to ensure that quality mobile services are delivered and network coverage is evenly deployed to the whole country leveraging on infrastructure sharing policy framework. Lastly merging of Botswana Post and Botswana Savings Bank will be finalised. This will go a long way in establishing the Postal Bank that will address the needs of unbanked members of our society.

5.5 Competitive and Productive Human Resources

5.5.1 Achievements during the First Half of the Plan

General Education Programme

180 Access to primary education, as measured by primary schools Net Enrolment Rate has been maintained at around 89 percent against the target range of 91 percent

to 94 percent for the first 3 years of NDP 10. At junior secondary school level, access is provided for every child who completes primary school. In order for government to continue implementing the 100 percent access policy in an efficient and effective manner, there was need for additional facilities to be provided for some schools. Out of the 15 Junior Secondary Schools that were identified for expansion, only 4 schools have been expanded so far while the fifth school is scheduled for 2012/13. This was attributed to budget constraints.

181 At Senior Secondary School level, the completion of four (4) new senior schools at Mogoditshane, Nata, Mmadinare and Shakawe contributed to an increase in access from 54 percent transition rate in 2010 to 63.7 percent in 2012. The target for NDP10 in terms of transition to senior schools is 100 percent with 70 percent of the students proceeding on the academic side, while 30 percent proceeds to vocational and technical institutions.

182 A decrease in drop – out rates has been recorded for both primary and secondary school level. However, school drop – out still remains an issue especially in remote areas. Dropout rate at primary school level decreased from 1.1 percent in 2008/09 to 0.6 percent in 2011/12 while at junior school level it decreased from 2.1 percent to 1.3 percent for the same period. This shows a significant improvement. However, the dropout rate is relatively higher in the following areas: Gantsi, North West and Kgalagadi, which in 2011/12 recorded 4.8 percent, 1.1 percent and 1.2 percent, respectively on primary school drop-out.

183 Regarding equity in educational provision, an Inclusive Education Policy was developed to enable access to high quality basic education to all, particularly to include the disadvantaged and those from vulnerable and marginalised groups. Following the approval of the Policy in February 2011, a draft Action Plan was developed to guide implementation of the Policy recommendations.

184 Out – of – School Education programmes (through BOCODOL and the Department of Out of School Education and Training (DOSET)) continue to provide opportunities to learners who for various reasons could not access education through the conventional way. DOSET has enrolled an average of 8,541 learners while BOCODOL consistently graduated an average of 2,500 students annually out of its JC and BGCSE programmes.

185 Low performance by learners at national examinations for both primary and secondary school level has consistently been observed for the period 2009 to 2011. Initiatives implemented in NDP10 to address this issue include: strengthening of inspectorate and quality assurance mechanisms, introduction of the ‘Adopt a School

Programme' in 2011/12, Education Mentors and national Parents Teachers Association in 2012. The Top Achievers' Sponsorship Programme was also introduced in 2010 to encourage learners to put more effort in their studies.

186 Periodic review of curricula is also being undertaken for continuous improvement of educational quality. The Senior Secondary School curriculum is currently being reviewed while at junior school level the revised curriculum was implemented starting from 2010.

187 In 2011, the Botswana Educational Television was officially launched and in October 2011, the television started broadcasting educational programmes to supplement and enrich curriculum implementation. While the programmes currently being broadcast are mainly focusing on secondary school curriculum, the plan is to eventually cover the whole education spectrum – from pre-primary to tertiary education including out-of-school education programmes. The long - term plan is to establish a dedicated educational channel.

Teacher Development and Management Programme

188 Professional development of teachers has been identified as critical area for improvement of educational quality. Progress has been made in upgrading Primary Teacher Certificate (PTC) holders to Diploma in Primary Teaching. A total of 987 teachers were enrolled between 2010/11 and 2012/13 (374 in 2010/11, 358 in 2011/12 and 255 in 2012/13). Another 76 PTC holders are being trained on school management. The intention of the programme is to eventually phase out PTC teachers.

189 The Ministry has also stepped up the upgrading of diploma holders for both primary and secondary schools to degree level to support some specific areas mainly; Guidance and Counselling, Maths and Science, Agriculture and Special Education.

190 Another key element affecting school performance and educational quality is teacher welfare and motivation. One of the major issues amongst the several factors contributing to teacher welfare is their living conditions. While the Revised National Policy in Education recommended that each teacher be provided with accommodation, out of about 25,000 teachers for both primary and secondary schools, over 9,000 (or 36 percent) are not provided with accommodation. The process of procuring a total of 102 houses from the Botswana Housing Corporation (BHC) to cater for teachers in Gaborone is on-going. The Ministry is also in the process of securing another 479 BHC houses in various regions.

Skills Development Programme

191 The process of taking over the brigades by Government started in May 2009 and was completed in August 2011. A total of 37 functional and 2 non-functional brigades were taken over.

192 The process of re-organizing Technical and Vocational Education and Training is in progress. An internal study to review TVET was completed in 2010. An external study, financed by the African Development Bank (AfDB) will be carried out in 2012/13. The purpose of the re-organization and rationalization is to transform TVET institutions and to align TVET programmes to the needs of the country and facilitate efficient utilization of the institutions. This transformation is also meant to revitalize vocational and technical education and training so that it can become a programme of choice for young people. Further to that, the National Qualification Authority also seeks to promote parallel training at Senior Secondary School level, i.e. the Academic side and the Vocational / Technical education side. The Vocational Training (Reimbursement) Regulation established in 2008 to improve access to vocational training at the workplace was implemented from the beginning of NDP10. To date a total of 26,250 employees have been trained through the Vocational Training Fund (VTF).

193 The merging of Construction Industry Trust Fund (CITF) and Madirelo Training and Testing Centre (MTTC) is on-going. The merger is expected to create a coherent and strategically focussed organisation for rapid production of industry aligned skills. In addition, construction of Madirelo catering and solar energy industry was completed and the overall objective of the project is to produce high quality artisans in the hospitality industry.

Tertiary Education Programme

194 Access to tertiary education measured through Gross Enrolment Rate of the 18-24 population has generally recorded a steady growth from the 2007/08 baseline figure of 11.4 percent to 15.7 percent in 2011/12. The University of Botswana, which currently accounts for about 40 percent of the tertiary education enrolment, has experienced further growth in terms of construction of facilities such as the Faculty of Health Sciences, Multidisciplinary Offices, Classrooms and lecture theatres which were completed by end of 2011/12. The Faculty of Engineering and Technology and Campus Indoor Sports facilities are planned to complete during the course of the year 2013. These developments will not only increase access but also create diversified capacity for tertiary education.

195 Construction of the Botswana International University of Science and Technology (BIUST) Phase 1 was completed in July 2012. However, the University has enrolled its first intake of 250 students at Oodi College of Applied Arts and Technology (Oodi CAAT) due to delayed completion of the facilities at Palapye. Plans are underway for relocation of the University to Palapye.

196 Upgrading and construction of technical education facilities being Oodi CAAT, Gaborone Technical College Augmentation and Francistown CTVE, which were spill over projects from NDP9, has provided additional access for tertiary education.

197 The Botswana College of Agriculture has established a new department of Food Science and Technology; introduced three new BSc programmes, namely, Food Science and Technology, Agricultural Extension and Agricultural Economics; and its student population increased from 1,000 to 1,200.

198 The Institute of Development Management (IDM) has introduced three new diploma qualifications in the fields of public health in response to the demand in the marketplace. A total of 1,701 full-time and part-time students were enrolled in the first part of NDP 10 (short-term training programmes, seminars and workshops excluded). In terms of infrastructure development, IDM has, during NDP10, secured a plot for the development of a Campus in Gaborone.

199 The proportion of learners accessing tertiary education through the Open and Distance Learning mode has gradually increased from 1.7 percent in 2007/08 to 4.3 percent in 2010/11. On the basis of the realised potential of Open and Distance Learning at tertiary level, Government approved the transformation of BOCODOL into an Open University in December 2011.

200 Accreditation of programmes for private institutions as well as monitoring and auditing of the teaching and learning processes for public institutions has been on-going.

National Human Resource Planning

201 Following approval of the National Human Resource Development Strategy by government in January 2009, the Human Resource Development Advisory Council (HRDAC) was established in August 2009 as an interim body with the responsibility to drive implementation of the NHRDS. In 2010, the HRDAC established a National and Sector Human Resource Development Planning Guideline.

202 The process of establishing the Human Resource Development Council (HRDC) is being undertaken through the rationalisation of the functions of the Botswana Training Authority (BOTA), Tertiary Education Council (TEC), Botswana Examination Council (BEC) and the Manpower Planning Unit/Labour Market Observatory (Ministry of Finance and Development Planning). The plan is to have the Council approved and start operating in 2013. The rationalisation is expected to create a coherent strategic focus in tertiary education and skills development.

203 In its quest to drive implementation of the NHRD strategy, the NHRDAC has started working on establishment of the Sectoral Planning Committees whose key responsibility will be to advise on skills/areas needed by the economy. Two sector committees, the Mining and Resource Committee and that of Tourism, have so far been established.

204 Re – tooling and re-skilling those already trained on programmes that are not required by the market continues. Government has started registering graduates who wish to join the re-tooling programme. On National Internship Programme, Government has achieved and maintained an average enrolment of 2500 interns in the four sectors of the economy, i.e. ,private, parastatal, public and NGO. The process of developing the National Credit Qualification Framework is in progress. The purpose of the framework is to address issues of relevance, quality, accreditation, articulation, coordination and management of skills development programmes.

Public Sector Development and Management

205 As the main provider of services, the public service greatly influences competitiveness in service delivery. The Botswana Institute of Administration and Commerce (BIAC) was transformed into the Botswana Public Service College (BPSC) to provide appropriate competencies and work specific programmes for public servants. These include programmes on supervision, management, leadership and customer service which embrace quality service delivery and customer care.

206 Attraction and retention guidelines such as scarce skills allowance have been developed and implemented. The Public Service Bargaining Council has also been registered and it is now operational. Further, Government has signed recognition agreements with some Public Sector Unions.

Productivity Improvement

207 On international rankings such as those by Global Competitiveness Report, Botswana's labour productivity and competitiveness continues to be placed low on the global rating. The Botswana National Productivity Centre (BNPC) has been driving productivity in the districts through District Productivity Improvement Forums (DPIF's). The institutionalization of *di-Pitso* remains an important feature for reinforcing and sustaining commitment to quality of *service delivery* to the public.

Research and Innovation Development Programme

208 The Research, Science, Technology and Innovation (RSTI) Policy was endorsed by Parliament and subsequently launched in August 2012 and its implementation is on-going. The rationalisation of research institutions is at an advanced stage and expected to be concluded by the end of this financial year. In their place a new research institute; Botswana Institute of Technology, Research and Innovation has been constituted and registered to start operating as soon as the Board of Directors is in place. The products of research from these organizations will continue to be used in the different sectors of the economy as relevant, such as the Kgalagadi Sand Building Block (KSBB) in poverty eradication programmes.

209 On international collaboration, Botswana is participating in the Square Kilometre Array Project with other African countries led by South Africa to develop the world's biggest telescope to collect data that will facilitate increased understanding of the universe. Botswana will be one of the data collection sites to feed to the core site in Cape Town, South Africa. As a participating country, we will derive scholarships in all astronomy related engineering studies/programmes and free to derive commercial value from the project.

210 The Indigenous Knowledge Systems (IKS) Policy is being developed. The objective of the policy is to preserve indigenous knowledge. So far the situational analysis has been concluded and the process of policy formulation is almost complete.

5.5.2 Problems/Constraints Encountered during the First Half of the Plan

211 An assessment of the recent trends in the Education Sector's performance done under the auspices of the ***General Education Programme*** identified the following challenges: i) sector performance is insufficient to meet the needs of a growing and diversifying economy, ii) the quality and relevance of education services is facing challenges in meeting the social and economic requirements, and iii) the overall cost effectiveness of the sector is comparatively weak. Other challenges were:

- Lack of access to pre-school especially in remote areas as provision of pre - school services has always been left to the Private Sector;
- A significant proportion missing from the education system (i.e. about 11 percent) of primary school-going age children;
- High level of drop-out especially in remote areas. Amongst the various reasons for school dropout, the most common are long distances from school, bullying, abuse, cultural factors and children's inability to withstand disciplinary action;
- Inadequate provision of academic facilities leading to congestion in some schools especially Junior Secondary Schools;
- Lack of ICT facilities in some schools, lack of electric power in some primary schools & low level of training in ICT for teachers which constrains delivery of IT based education; and
- Lack of assessment for Out of School Education Programmes.

212 Regarding the ***Skills Development Programme***, the Brigades and Vocational Training Centres are operating at 81.3 percent and 61.4 percent of their capacity, respectively. The major reason for the underutilization of vocational and technical education institutions is the shortage of qualified teaching staff worsened by high staff turn-over and failure to attract qualified personnel. For the Brigades, the most common reason why the institutions are operating below capacity is the poor condition of the facilities and lack of requisite equipment to run certain programmes that have the potential to diversify the economy. There is, therefore, a need to improve the vocational education curriculum as well as provision of resources to make vocational and technical education an appealing and viable option for learners under the Quality and Relevance of TVET programmes.

213 Problems in the ***Tertiary Education Programme*** sector include poor secondary school results which failed to produce a significant pool of tertiary eligible students. Inadequate facilities for some institutions (BCA, BAC, IDM) and poor conditions of some facilities, e.g., Colleges of Education are also challenges faced by the sector.

Lack of requisite resources and facilities in Teacher Training institutions is yet another challenge. On *National Human Resource Planning* the growing unemployment rate, especially among the youth is a serious challenge to the economy.

214 The *National Internship programme* is partly addressing the problem of graduate unemployment. However, the challenge is that some interns take up to two years before they are assigned. The acute mismatch between qualifications and available internship vacancies accentuates the problem.

215 *Productivity Improvement* is faced with inadequate data and information to support. This result in the inability to make fully informed decisions. Yet another problem is the low appreciation by stakeholders of the importance of updating the National Innovation Capabilities Database.

5.5.3 Policies and Strategies for the Remainder of NDP 10

216 Under the General Education Plan, there will be the development of a comprehensive Education and Training Strategic Sector Plan which will lead to a systems level reform to address the poor performance of the sector. The Education and Training Sector will also aim at achieving the following:

- Transformation of the system, in the form of review of policies and regulations;
- Review of the Botswana Examination Council Act to align it to the Human; Resource Development Council and Botswana Qualifications Authority Acts;
- Development of quality standards and indicators as a pre – requisites for enhancing quality in the provision of education;
- Introduction of the Standard – One Orientation programme as an interim measure aimed at improving children’s readiness for schooling and reducing drop-out rates for children who did not have the opportunity to attend pre-school;
- A long term solution towards the preparation of children for school which has always been left to the Private Sector. Plans are now underway to introduce reception classes in selected government schools;
- Introduction of mobile schools for children whose parents are seasonally mobile in search of better economic activities;
- In order for government to continue implementing the 100 percent access policy in an efficient and sustainable manner, additional facilities will be provided for the over-crowded schools;
- Provision of computer laboratories with internet connectivity;

- Establishment of a Centre for Severe and Multiple – Disability still remains a priority as it is aimed at providing services for this very complex group of children; and
- Development of assessment for Out of School Education Programmes.

217 The Skills Development Programme will review the curriculum for Technical and Vocational Education and Training (TVET) programmes including the Botswana Technical Education Programmes (BTEP) and National Craft Certificate (NCC). While there is adequate capacity for transition to vocational and technical institutions, there is need to improve on the vocational education curriculum as well as provision of adequate resources in order to improve on the quality and attractiveness of vocational education to learners.

218 The programme will develop guidelines for sponsorship of TVET learners. In 2008, Government introduced sponsorship for students in technical colleges to provide an opportunity for more learners to enrol with technical colleges. The statistics for 2008 indicated increased enrolment in the colleges but the lack of guidelines hampered the proper implementation of the initiative. This, therefore, necessitates the development of guidelines on sponsoring TVET learners.

219 There will be a need for the development of a Skills Development Policy to guide the development of skills in line with the country's overall human resources development policy. Lack of skills development policy to guide the development of skills in the country was identified as one of the major challenges for the sector. The process of developing a skills development policy has actually commenced.

220 A strategy for the transformation of brigades into Vocational Training Centres will be developed. Some of the brigades will be merged and converted to some other use.

221 The Tertiary Education Programme will develop a funding model to be used for allocation of funds to public tertiary education institutions. This will be complemented by the following in order for the model to have a felt impact:

- Cost sharing / participation of parents and Private Sector in tertiary education financing to reduce over dependence on the Government. Adoption of targeted sponsorship policy will increase access to tertiary education without necessarily increasing government's budget for sponsorship;

- Outsourcing of sponsorship and loan recovery functions. It is expected that this will facilitate the recovery of loan funds which will, in turn, increase the size of the fund and thus finance an increased number of students;
- Promotion of partnerships between local institutions and international reputable institutions to establish Botswana as an Education Hub. Strategic areas identified for establishment of regional institutions include Special Education and Curriculum Development; and
- Rationalization of Tertiary Education Institutions to ensure programme alignment and coherence. This is expected to improve efficiency and effectiveness in tertiary education provision. During the first half of NDP10, studies for rationalization of university level programmes and rationalization of public Colleges and Institutes of Health Sciences were undertaken by the TEC. The recommendations have since been submitted to Government. Key decisions already made during 2011/12 were BIUST to continue as initially planned and BOCODOL to be upgraded to an Open University. The decisions on Colleges of Education, IHSs and others such as BCA are still under review.

222 Under the National Human Resource Planning Programme the following key projects will be executed:

- Implementation of the National Human Resource Development Strategy which does not only seek to increase quality of education and training but also addresses the issue of skills miss-match;
- Improving access to TVET – facilitate full utilization of brigades and certificate offering technical college;
- Re – tooling and re-skilling those already trained on programmes that are not required by the market; and
- Intensive mentorship of unemployed graduates seeking funding for business enterprises.

223 The National Internship Programme will incorporate the Local Enterprise Authority's Rapid Incubation programme in the National Internship Programme to prepare unemployed graduates for the Private Sector and self-employment.

224 There will be a shift of focus from retailing productivity services and capacity building programmes, leading to mind-set change reforms for the entire country under the Productivity Improvement Programme. The development of a

comprehensive productivity database; sectoral productivity indices; Customer Satisfaction indices; and National Service Framework and provision of quality workforce information will all be part of this scheme.

5.6 Employment and Production

5.6.1 Achievements during the First Half of the Plan

225 Botswana, like most countries of the world, was affected by the 2008/09 Financial and Economic crisis. The mining sector, in particular, was most directly affected. Notwithstanding the effects of the economic recession, Government took a deliberate decision to avoid retrenchments and salary reductions in the public service, and even assisted some Private Sector companies in the mining and textiles sectors to maintain current jobs and incomes.

226 Formal Employment has been rising since the beginning of NDP 10. This is due to implementation of various Government schemes and programmes. The March 2011 Stats Brief indicate that formal sector employment grew from 317 883 in March 2009 when NDP 10 started to 335 226 in March 2011, excluding Ipelegeng. The main objective of Ipelegeng programme is to provide temporary employment and relief to the vulnerable citizens. When the programme started in 2008, it employed a cumulative total of 144 360 people by the end of 2008/2009 financial year. The number increased to 538 754 (cumulatively) by the end of 2011/2012 financial year.

227 Botswana has been able to form four (4) thematic working groups according to the four (4) pillars under the Decent Work Country Programme and these are: employment creation; social dialogue; promoting social protection; and safeguarding workers' rights.

228 For illustrative purposes the Economy and Employment TWG focused on the Agricultural sector to articulate production side issues. At the beginning of NDP 10, the ***Agricultural Sector's*** target was to increase off take rate in beef cattle from 10.5 percent in 2009/10 to 11.5 percent in 2011/12. In 2010/11, off take rate was at 5.6 percent having reduced from 7.6 percent the previous year. Low off take rates were also reported for small ruminants (sheep and goats). The target off take rate for 2011/12 was 7.5 percent and the actual was 4.5 percent. Although Botswana is largely self-sufficient in broiler meat, there is a need to increase broiler meat production to cater for increasing demand. The target was to increase production of broiler meat from 66 000 tons in 2009/10 to 68 200 tons in 2011/12. Current production is low and is at 63 100 tons which is lower than the production level at the start of the Plan period.

229 Field crops: over the past 3 years of the Plan period, domestic production of cereals, oil seeds and legumes has increased. In 2009/10, total production stood at 64 000 tons which is 29 percent of the domestic demand. In 2010/11, production was 82 000 tons which is 36 percent of the domestic demand. The target was to meet 20 percent and 25 percent of the domestic demand for 2009/10 and 2010/11, respectively. The increased production is attributed to the increased participation of farmers in arable production as a result of ISPAAD.

230 Horticulture production has increased from 31,000 tons in 2009/10, to 36000 tons in 2010/11 and to 41,000 in 2011/12. This constitutes 42 percent, 48 percent and 55 percent of the domestic demand for 2009/10, 2010/11 and 2011/12, respectively. The target was to produce 55 percent of the demand by 2011/12. Growth of horticulture is attributed to the increase in funding by financial institutions and development of new production areas.

5.6.2 Problems/Constraints Encountered During the First Half of the Plan

High levels of unemployment

231 Botswana continues to face the challenge of high and persistent levels of unemployment, particularly among the youth. This is mainly a result of the increasing labour force against few employment opportunities created in the economy. According to the Botswana Core Welfare Indicators (Poverty) Survey (BCWIS) of 2009/10, which were released in December 2011, the overall unemployment rate was estimated at 17.8 percent of the total labour force compared 17.5 percent recorded by the 2005/06 Labour Force Survey. Unemployment rates were reported to be highest among the 15-19 year olds at 41.4 percent followed by 20-24 year olds at 34 percent.

232 Where there are employment opportunities, the major constraint to employing Batswana has always been the problem of lack of relevant skills which exacerbated the already low labour absorptive capacity of the economy as well as shunning of blue collar jobs by citizens.

233 During the first half of NDP 10, the major challenge facing ***Agricultural Sector*** was that the ***livestock subsector*** had an outbreak of the Foot and Mouth Disease (FMD) in three consecutive years from 2009 to 2011 which resulted in a ban on the movement of livestock countrywide. The recurrence of the FMD impacted negatively on livestock marketing. This was compounded by drought and flooding in some parts of the country.

234 The *Crop Subsector's* performance, on the other hand, was negatively affected by the following factors:

- Low yields by subsistence farmers due to non-adoption of modern technologies;
- Crop production in unsuitable areas, as well as the tendency by farmers to shift to maize production as opposed to sorghum despite the fact that maize is not drought tolerant and not suited to weather conditions of most parts of the country compared to sorghum;
- Weeds and pests have been identified as the major contributors to crop loss in quality and quantity, a development which impacts negatively on Government efforts to increase food production. The initiatives of introducing assistance programmes to improve the food situation are hampered by some farmers who do not practice basic agronomic principles like timely weeding and controlling pests; and
- Farmers are not responsive to market requirements in terms of quality and quantity. As a result, some of the produces are not sold. Poor record keeping by farmers prevents them from making informed decisions on market needs.

5.6.3 Policies and Strategies for the Remainder of NDP 10

Employment strategy

235 To address unemployment challenges, a wide range of policies, programmes and funding agencies such as the Internship Programme, Youth Development Fund, LIMID, Youth Empowerment Scheme, Diamond Hub, Innovation Hub, Citizen Entrepreneurial Development Agency, and Botswana Development Corporation have been established. The continued diversification of the tourism industry, agricultural and mining sectors also provides opportunities for employment creation.

236 Further, during the last half of NDP 10, Government will develop an Employment Strategy which will have clear goals and targets to be achieved in order to promote productivity, and enhance the labour absorptive capacity of the economy. The development and implementation of the employment policy framework will put employment creation at the centre of macro-economic policies and mainstreamed into the Vision 2016 goals. It will outline the elements of sectoral and labour market policies to ensure greater access to employment and self-employment opportunities for such target groups like young people. Given the structure of unemployment and

the cohorts with high rates of unemployment among the youths, education and vocational training that aims at giving young people a second chance in being economically active. Imparting skills to youth entering the labour market are very important. Enterprise development programmes are also critical for self-employment.

237 Over the remainder of the NDP 10, a number of strategies will be pursued to enhance the development for the *Agricultural Sector* including the following:

- A comprehensive Foot and Mouth Disease (FMD) control strategy has been adopted for better management of the disease. This strategy entails, among others, stakeholder involvement, a robust surveillance system, and establishment of FMD control fund;
- Identifying production areas according to suitability to specific commodities such as crops and livestock in order to ensure optimal productivity of the sector. For example, areas with high rainfall and fertile soils will be dedicated to maize production, while areas with acacia vegetation are dedicated to small stock production;
- Emphasising the use of high yielding varieties for both rain feed and irrigated farming to facilitate improvement of the sector's productivity. The research wing of MoA, develops and tests such crops under field conditions to determine appropriateness before releasing them for use by farmers. Furthermore, farmers are encouraged to use hybrids which are high yielding, early maturing and tolerant to moisture stress, characteristics that are ideal for unpredictable climatic conditions which are common in Botswana; and
- Using techniques that do not increase moisture loss such as minimum tillage, basin planting and mulching Rainfall in Botswana is unreliable, inadequate and unpredictable in order to conserve the limited moisture.

5.7 Conclusion

238 During the remainder of the Plan, reforms geared towards ease of doing business include use of e-Government and on-line applications for permits and licenses should be intensified in order to accelerate economic diversification and competitiveness. For employment creation to be realised, Government should put emphasis on the development and implementation of the employment policy. The policy should outline the elements of sectoral and labour market policies that ensure greater access to employment and self-employment opportunities for target groups such as the youth.

CHAPTER 6: SOCIAL UPLIFTMENT

6.1 *Introduction*

239 The Government of Botswana is committed to achieving a dignified life for all of its citizens through the delivery of programmes that ensure the upliftment of economically marginalised as well as socially vulnerable Batswana. Social Upliftment in this context is linked with the Vision Pillars for building a Compassionate, Just and Caring; Educated and Informed; United, Proud, Moral and Tolerant, as well as Prosperous, Productive and Innovative Nation.

240 The two Focus Areas for Social Upliftment are Social Development and Health including HIV/AIDS interventions. Primary goals under these areas are eradication of poverty, adequate social protection, youth empowerment, affordable quality health care services and prevention of new HIV infections. To achieve these goals a multi-sectoral approach has been adopted to promote socio-economic empowerment and sustainable livelihoods.

6.2 *Social Development*

6.2.1 *Achievements/Progress*

241 During the first half of NDP 10 empowerment schemes have been implemented to enhance social welfare by reducing poverty while maintaining social safety nets. These include the flagship Programmes of Poverty Eradication, Remote Area Development and Youth Empowerment Scheme (YES), supported by the Economic Diversification Drive. Additional supporting initiatives include Ipelegeng and housing schemes for the needy.

242 The Poverty Eradication Programme is progressing, with *Dipitso* continuing to be held throughout the nation in order to consult Batswana and develop strategies that are appropriate to different localities. Optimisation strategies are thus being employed to ensure that each locality uses its comparative advantages.

243 Phase 1 of the Poverty Eradication Programme focusing on Back Yard Gardening commenced in January 2011 and covered 15 constituencies, with a total of 7798 prospective beneficiaries having been identified and trained in producing and sustaining backyard gardens. The programme has now been rolled out to all the constituencies and a considerable number of backyard gardens have been completed while some are under construction. Efforts are underway to fast track rollout of the

remaining projects by removing impediments such as lack of transport to deliver materials, procurement processes etc.

244 Phase Two of the Programme, which started in the 2011/2012 financial year, introduced alternative packages and so far, rollout is on-going for 5089 beneficiaries under alternative packages. There are currently 22 packages that beneficiaries can choose from and these include, poultry, handicrafts, small stock, etc.

245 To address shortages of basic shelter, Government has continued to fund such initiatives as Self Help Housing Authority (SHHA) and Poverty Alleviation Housing Schemes, as well as Destitute Housing targeting low income groups. During the first three years of the Plan, 1,911 benefited under the SHHA Turnkey Programme, with 671 of these projects completed. In addition, 1,922 benefited under the Home Improvement Programme, of which 364 are completed. To complement Government's efforts in the provision of housing, non-government stakeholders were also mobilized to help destitute persons through initiatives such as Community Service Day and Presidential Housing Appeal.

246 Education and Skills Development is key to enhancing the quality of life. The enrolment rate at primary school level has slightly increased during the first half of NDP10 from 85.6% in 2009/10 to 89.7% in 2011/12 as compared to the planned target of 94%. To ensure greater access to basic education, an Inclusive Education Policy was developed in 2011 that, in particular, targets disadvantaged, vulnerable and marginalized groups. An Action Plan was developed to guide the implementation of the Policy. In addition, 7,305 learners have participated in the Adult Basic Education Programme (ABEP), while training of part time Adult Educators to facilitate ABEP is progressing.

247 The Youth Policy has been reviewed with an emphasis on the social integration of youth through empowerment initiatives. An example is the Youth Empowerment Scheme, which through its life skills and behavioural change interventions, has graduated 1,770 unemployed young people, out of which 1,500 have been attached to various institutions.

248 Programmes providing social safety nets continue to be implemented in a range of areas. Over a 3 year period, this has resulted in the following:

- Coverage of up to 98% of eligible orphans;
- 176,016 vulnerable beneficiaries supported with either cash and food baskets;
- Over 40,000 a month benefiting from Ipelegeng;

- 840,633 supported through the Primary School Feeding Programme, extra meals for drought stricken areas further benefiting 46,572 children.
- A cumulative total of 1,298,557 benefitted from Vulnerable Group feeding.
- 851 destitute persons provided with shelter;
- 442 beneficiaries in remote area settlements assisted with livestock.

6.2.2 Social Development - Challenges

249 There is a challenge to reduce dependency on support programmes. This requires the imparting of life skills to beneficiaries and a deliberate strategy for graduating people out of such dependency with a view to making such schemes sustainable. The latter would need to incorporate sustainable development and poverty-environment issues such as sustainable use of water, access to land, water and energy, and climate change implications for livestock and arable agriculture [including adaptation measures in the form of tillage methods and crop selection].

250 There is a need for enhanced integrated monitoring and evaluation and coordination to ensure better alignment of the various social protection and development interventions to address beneficiary gaps as well as to avoid double dipping practices. Botswana does not have a robust poverty monitoring and information system to anchor the measurement, monitoring and analysis of poverty; support the monitoring and evaluation of anti-poverty initiatives; and facilitate the secure archiving of poverty data and information.

251 Poverty surveys are too infrequent. No supplementary exercises are undertaken to update poverty estimates between surveys, nor are longitudinal studies undertaken to provide deeper insights into the dynamics of poverty. More generally, the evidence base for research and analysis on poverty is weak.

252 There is a need to set and adhere to agreed [common] standards of delivery to targeted groups.

253 Lack of market accessibility for beneficiaries' products

254 Key policy imperatives for eradicating poverty (e.g. employment, vulnerability and social protection, environment, etc.) are not fully developed or integrated into the national effort against poverty.

6.2.3 Social Development- Way Forward

255 Government will continue to support the Poverty Eradication Programme, in particular by enhancing market accessibility for beneficiaries' products through the following strategies:

- Some produce/products will be sold to Government facilities such as schools, hospitals and offices;
- Some of the produce will be sold to the agro processing plant to be set up in or around Selibe Phikwe;
- Craft markets will be sought internationally and local shops set in strategic places;
- Cooperatives will be established which will be capacitated to receive produce from backyard gardens, grade it, package it, and sell it to mainstream markets, including retail shops, and
- Locals will continue to be encouraged to purchase produce from fellow Batswana in their neighbourhoods and from Market Days;

256 The Poverty Eradication Programme will further be supported by:

- The completion of a comprehensive Poverty Eradication Policy Framework, which will pursue integrated long-term sustainable social development and targets, as well as harmonize and reduce dependencies on current social protection and development policies and interventions;
- Implementation of Local Economic Development initiatives based on local area-specific resources and opportunities, as well as the Community Resilience Programme, to generate employment; and
- Maintenance of Social Safety nets and promotion of social cohesion.

257 Vulnerability and development imbalances will be addressed through, Government's continued efforts to secure equitable access to services and embark on community empowerment initiatives such as the Remote Area Development Programme.

258 To further enhance the provision of housing, Government will identify innovative methods of construction that are adapted to the local environment to improve on housing delivery and reduce costs.

259 Mechanisms will be put in place for the coordination of housing delivery. to consolidate public sector housing delivery This will be implemented by a single housing authority.

260 Government will continue the rollout of YES in the context of the rapidly evolving needs and expectations of the youth.

261 Monitoring and Evaluation Systems will be developed and strengthened to measure the impact of policies and programmes based on e-government and a system of integrated data bases. A Poverty Monitoring Information System (PMIS) will be established to analyse and inform decision-making on poverty and human welfare issues. This will ensure that policy making processes are adequately informed by evidence to credibly assess the efficiency and the effectiveness of interventions.

262 Additional strategies will be implemented to address cross cutting issues which include provision of services to the marginalised segments of the community. To further promote social cohesion, special attention will be given to ensuring equal opportunities and treatment of special groups, including the youth and people with disabilities.

263 The Inclusive Education Policy will be implemented to improve access to education at all levels. Implementation of the Out of School Education Programme will be enhanced to improve literacy and skills which will in turn improve the livelihood of citizens.

264 Harmonising national and sectoral plans and programmes and facilitate mainstreaming of Poverty Eradication programmes into national, district, private and civil society strategic plans.

265 Institutional capacity to respond to poverty will be strengthened through capacity building programmes and increased responsibility.

6.3 Health and HIV/AIDS

6.3.1 Achievements/Progress

266 Generally, Botswana has done well towards attainment of access to health and healthcare. Nationally, 95% of the total population (89% of rural population) live within 15 kilometres of a health facility.

267 Botswana has been identified for the elimination of malaria by 2015. Malaria incidence has declined to less than 1% (i.e. from 10 per 1000) population in 2007 to 0.56 per 1000 in 2011.

268 To accelerate the realisation of Millennium Development Goals on Child and Maternal Health, high impact interventions have been introduced. These include the Accelerated Child Survival and Development Strategy and a Maternal Health Roadmap. These strategies, amongst others, incorporate the introduction of new vaccines and skills development. There has been a reduction in the maternal mortality rate from 326 per 100,000 live births in 1990 to 189 per 100,000 live births in 2011.

269 Additional achievements during the first half of NDP 10 include:

- Approval of the National Health Policy, which is to be implemented alongside an Integrated Health Service Plan and the Essential Health Service Package;
- Development and approval of the second National HIV and AIDS Strategic Framework and National Operational Plan that will see the national response through to 2016;
- Reductions in the Tuberculosis (TB) notification rate from 511 per 100,000 population in 2006 to 330 per 100,000 in 2011;
- More than 99% of women deliver in a health care facility, while 95% attend ante-natal care.
- New HIV infections have been reduced from 1.5% in 2008 to .95% in 2011, as well as a reduction of HIV/AIDS prevalence among 15-24 year old from 8% in 2008 to .95% in 2011.
- There has been an increase in 5 year survival of patients on Highly active Anti-Retroviral Therapy (HAART);
- More than 95% of those in need of Anti-Retroviral Therapy (ARVs) are on treatment;

- Transmission of HIV from Mother to Child is less than 3%
- New prevention strategies, notably the introduction of safe male circumcision and an increase of the CD4 cell viral load to 350 for treatment initiation, have been introduced.

6.3.2 *Health and HIV/AIDS - Challenges*

270 Despite the achievements made, the following issues continue to challenge the health sector:

- Infant and under 5 mortality remains high by international standards;
- Maternal Mortality remains high;
- HIV/AIDS prevalence remains high, with many people also still unaware of their HIV status.
- TB notification is still high with TB/HIV co-infection above 65%, combined with rising drug resistance.
- Increasing burden of non-communicable diseases;
- High levels of alcohol and substance abuse;
- Inadequate provision of quality health care services;
- Absence of a holistic approach to address the social determinants of health and wellness;
- HIV related stigma and discrimination remains significant;
- Inadequate community participation and weak ownership of programmes;
- Financial sustainability of ARV treatment and OVC programme remains a concern; and
- Financial and Human Resource constraints are a major challenge..

271 There is also concern about the effectiveness of information management systems which is critical for monitoring and evaluating the performance of the sector. Not all the health system data are captured and stored in a database. As such data use for planning purposes or programme improvements is limited as different information systems (epidemiological, logistics, human resource, health statistics and finance) are incompatible and poorly coordinated.

6.3.3 Health and HIV/AIDS – Way Forward

272 Moving forward, there is a need to provide affordable quality health care and HIV/AIDS services at all levels. This will be done through the following interventions:

- Strengthening of Primary Health Care;
- Strengthening linkages between various sectors to tackle the underlying determinants that contribute to ill health;
- Intensifying public awareness of the risk factors for communicable and non-communicable diseases, which will require a greater emphasis on public health, health promotion, behavioural change and prevention;
- Increase Training of Health Care Workers in areas such as emergency obstetric and neo-natal care and integrated management of childhood illnesses, along with expanded specialist training;
- Greater resource mobilisation to improve health systems;
- Initiation of a combination of HIV prevention strategies;
- Aggressive implementation of attraction and retention strategies for health care workers;
- Strengthen Health Information Management Systems
- Strengthen basic and operational research, monitoring and evaluation.

273 Further to the above, special attention will be paid to addressing strategic epidemic drivers, among them, individual risk factors like multiple concurrent partnerships, intergenerational and transactional sex, adolescent sex, low male circumcision, incorrect and inconsistent condom use; and the underlying factors that influence the spread of HIV (i.e. gender inequality, sexual violence, socio-cultural norms, stigma and discrimination and human rights issues). Communities will be adequately mobilised, with specific interventions targeting most at risk populations (MARPs) and other vulnerable groups designed and implemented.

274 Sport will also play a critical role in fitness, wellness and recreation, therefore during the remainder of the Plan, the promotion of mass participation in sporting activities will be emphasised, particularly among younger people.

275 Given the importance of rehabilitation for health and wellness there will be a need to strengthen rehabilitation interventions at all levels of care. Thus will include infrastructural development, health education promotion and training.

276 Curricula on alcohol and other substance abuse will be developed, to be integrated into primary and secondary school curricula.

277 Available resources both within and outside government will be leveraged to develop additional long term interventions for sustainable, quality and cost effective services.

278 Non-core health care services will continue to be outsourced.

6.4 Conclusion

279 While progress has been made in eradicating abject poverty, unemployment, particularly of the youth, remains a challenge to the Botswana economy. Hence for the remaining years of NDP 10 it is critical to continue focussing on employment creation strategies that accelerate the absorption of labour as output expands. Sustaining the abject poverty eradication drive will however be achieved only if emphasis is placed on graduation from poverty programmes. This should be augmented with life skills enhancement initiatives of the beneficiaries. On the health front, continued efforts in devising more efficient and effective use of available health facilities, will improve service delivery and health outcomes to an increased number of Batswana.

CHAPTER 7: SUSTAINABLE ENVIRONMENT

7.1 *Introduction*

280 Sustainable Environment is a cross cutting issue which has strong linkages with socio economic sectors. The nexus of environmental responsibility, social progress and environmental development defines sustainable development. The main characteristics of environmental sustainability embrace objectives that maintain and improve the capacity of natural systems to function within ecological limits while supporting the development aspirations of current and future generations. The global environmental areas of concern that are relevant to Botswana include climate change, deforestation, loss of biodiversity, water resource and ozone depletion, pollution, land degradation, desertification and over exploitation of natural resources.

281 Botswana's productive economy is fundamentally dependent on the exploitation of natural resources and ecosystems for sectors such as mining, manufacturing industry, energy, tourism, livestock and arable agriculture. Many people, particularly in rural areas, are dependent on natural resources for their livelihoods. Hence, national development planning requires concerted efforts and a coordinated approach to derive value from the utilisation of natural resources and ecosystems to support both the social and economic objectives of development.

282 Botswana has developed policies, strategies and plans that support the conservation and protection of finite natural resources; promotes use of renewable energy as alternatives; adopting and mainstreaming global multi-lateral environmental agreements and protocols in national legislative framework and policies. To achieve a sustainable environment, there is need for a coordinated and collaborative partnership between stakeholders including private sector, general public, civil society, public sector and rural communities. Under this thematic area, three national priority areas were identified viz; Pollution Prevention and Control, Sustainable Utilisation of Natural and Cultural Resources and Climate Change/Global Warming.

283 Pollutants include waste and chemicals discharged from pastoral and arable farming respectively, as well as from mines. These end up in water and land resulting in reduced water quality, soil contamination and land degradation. Other sources of pollutants are energy generation especially from fossil fuels such as coal, mining activities and those from the transport sector. All pollutants can adversely affect food security, biodiversity and public health and should be controlled.

284 Major issues of concern in the sustainable use of natural and cultural resources include over exploitation of forest resources especially for firewood, localised intensive poaching, unsustainable farming practices and mismanagement of water resources. These lead to environmental degradation and accelerate climate change by impacting negatively on rainfall and elevating temperatures. Environment degradation poses a direct threat to poverty eradication effort and threatens environment-based enterprises and the tourism sector. Human wildlife conflict continues to pose a challenge to efforts to eradicate poverty, improve rural livelihoods and protect wildlife habitat loss, protected dry climatic spells and inadequate land use planning.

285 The climate change phenomenon manifests itself through extreme weather events such as floods, drought and high temperatures. It impacts directly on infrastructure design and adversely on food production, environment integrity, water availability and biodiversity. The extreme weather conditions may increase the duration and spread of disease sectors leading to outbreaks of water borne diseases and heat stroke. Long-term effects of climate change may include increased levels of rural-urban migration, habitat loss and the movement of wildlife to alternative habitats outside the boundaries of the current protected areas and more incidences of human-wildlife conflict.

7.2 Assessment of NDP10's first half implementation Performance

7.2.1 Pollution Prevention and Control

286 As a developing country, Botswana is experiencing increasing levels of economic activity, resulting in an increase in discharge and emissions of pollution of varied complexity and the resultant negative impact on the environment. At the beginning of NDP 10, a programme aimed at integrating pollution mitigation strategies and abatement approaches into the planning process across all sectors was initiated. It also intended to improve existing regulatory instruments to match the current and future challenges in this sub sector. Initiatives for improved implementation of existing pollution control policies and strategies as well as promotion of synergy amongst ministries, private sector and general public were undertaken to minimise the impact of pollution on the environment, agricultural production and climate. Private sector participation and public health aspects were enhanced to support economic diversification and poverty eradication efforts.

287 The National Rural Sanitation and Urban Sewerage Programmes resulted in increased national access to adequate sanitation of 45percentfrom 39percentin 2009 by Botswana standards in accordance with the Master Plan for Waste Water Sanitation Management. As a country we have imposed stringent domestic standard as compared to the estimated 80percentby World Health Organisation (WHO) standards. The process of developing a Waste and Sanitation Policy and Integrated Pollution Prevention and Control Act has commenced and is aimed to be completed during NDP 10.

288 Efforts to sensitise the general public, business communities, sector ministries and non-governmental organisations to actively participate in environmentally friendly practices were made but have not yielded the desired impact yet. Initiatives to support arable agriculture, renewable energy, reduction of water and land pollution, as well as the associated negative health impacts were started and require further support during the remaining part of NDP 10.

289 During the first half of the NDP 10, activities to strengthen regulatory functions were undertaken by developing and revising a number of policy documents and legal instruments to align them to the goal of sustainable environment. Other initiatives undertaken include domestication of some Multilateral Environmental Agreements (MEAs), implementation of national plans such as Land Use Management Plans, Energy Efficiency Programme, Integrated Water Resource Management (IWRM), and provision of waste and sanitation infrastructure.

7.2.2 Sustainable Utilisation of Natural and Cultural Resources

290 The main focus during NDP 10 is the development and implementation of land management policies to facilitate access, distribution and demarcation, development and utilization of land to achieve sustainable development. Initiatives under this programme include Land Policy and database development, gazettment of potential agricultural land and Wildlife Management Areas (WMAs). The review of the Wildlife and National Parks Act will be undertaken after approval of the draft Wildlife Policy.

291 The draft Land Policy has been developed and is expected to be approved before the end of the plan period. Out of a total of 29 settlement plans planned for, 16 have been prepared; and the National Land Use Plan was revised. Efforts to establish a land information database are on-going with a view to capture data on land ownership and land use. As regards land for agricultural use, 2.1 million hectares of

land have been gazetted. A further 960 900 hectares of agricultural land has been identified for gazettelement countrywide.

292 The main challenges with regard to availing land for different uses include encroachment of other uses into agricultural land and unavailability of serviced and suitable land. The review of the National Policy on Agriculture will be completed by the end of plan period.

293 Botswana has abundant biological resources which are under increasing threat from a variety of land use practices. One of the main threats to Botswana's biodiversity is habitat destruction and reduction, as well as over-exploitation of natural resources such as sand, firewood and wildlife which leads to ecosystem imbalances. These include exacerbated droughts, desertification and habitat loss which lead to increased human/wildlife conflicts, decline of some wildlife species and loss of forests. The sustainable use of biological resources requires proper legislation and collaboration of various stakeholders.

294 During NDP 10 several initiatives were undertaken. These include land rehabilitation, restocking of species at risk of extinction, anti-poaching, implementation of natural resources management plans for specific key areas and manufacturing sand from sandstones to alleviate impacts of sand mining. Over 400 000 trees have been planted in the first phase of the national tree planting programme. Makgadikgadi and Okavango Management Plans are being implemented by different sectors. As regards legislation, several instruments have been developed and/or reviewed;

- The Forestry Policy was approved by Parliament in August 2011. The review and consolidation of the Forest Acts is ongoing and expected to be approved before the end of NDP 10. The regulations will then be revised. These instruments shall assist in creating awareness that guard against unsustainable utilization of the forest resources.
- The Environmental Impact Assessment (EIA) Act of 2005 has been repealed and replaced by the Environmental Assessment Act No 10 of 2011. To facilitate the administration of the new Act, Environmental Assessment Regulations of 2012 have also been developed. Both instruments came into force as from 29th June 2012.
- The National Meteorological Services Act was approved in 2009.

- The Mines and Minerals Act of 1999 is being reviewed to address issues of illegal mining.

295 The identification, surveying and rehabilitation of old mine sites that were mined or operated prior to the enactment of the Mines and Minerals Act continues. A total of 270 old mine shafts and 29 mine dumps were identified and surveyed. Of these, 158 shafts and 28 dumps were rehabilitated.

296 Water has become an increasingly scarce resource in Botswana. This emanates from inefficient use and management of water, especially by institutional consumers resulting in high water losses. There are few sources of water supply remaining to be developed. This necessitates an integrated water resource management and comprehensive water demand management.

The sector set out targets to be met by the end of NDP 10 as depicted in table 1 below:

Table 1: Water Sector Performance Matrix

Indicator	Baseline 2008	Performance Results 2012	Target 2016
Percent of Unaccounted for Water (UfW)	46%	34%	10%
Percent of Water supplied Compliant to the set Water Quality Standard	20%	54%	100%
Percent of Utilization of Alternative Water sources (waste-water re-use, recycling and rainwater harvesting)	0%	15%	50%

297 Efforts to improve performance in the management of the water resource sector during NDP10 will continue. The National Water Policy represents the first step in a continual process to ensure that water is properly utilized to meet the current

and future needs of the nation and its people. Adoption and full implementation of National Water Master Plan Review; Water Conservation Policy; Protection of water resources; National Integrated Water Resource Management (IWRM) Policy and strategies is critical. To this end, development of the National Water Policy and Review of the Water Act are underway

298 The Botswana National Water Master Plan Review (BNWMPR) provides a guide on national water demand, use, and development strategies. The country has managed to sign and ratify four River Basin Commissions set up with the riparian states in the management of shared water resources.

299 The development and implementation of dynamic IWRM/Water Efficiency Plan(s) for Botswana will address both national and trans-boundary water management priorities. The process is expected to be completed by the end of Plan Implementation period. Further, the water accounting component of the Natural Capital Accounting programme implemented in cooperation with the World Bank, Wealth Accounting and Evaluation of Ecosystems Services (WAVES), will provide information about water supply and use (flow accounts) as well as costs and revenues (monetary accounts) in order to improve the management of the resource. The information will assist in monitoring the implementation of the IWRM principles, the Botswana National Water Master Plan and the Water Policy.

300 Understanding the economic value of natural resources is an important step in pursuing sustainable natural resources management and integrating the value of natural capital in development planning, budgeting and decision-making. Natural resource accounting activities will include flow and monetary accounting for sectors such as water, energy, agriculture land and tourism. These activities are in direct support of the implementation of the Gaborone Declaration, green economic development including job creation and poverty eradication, and adaptation to climate change.

301 In answering to the need for diversification of the economy, monuments and heritage sites continue to be preserved and opened up for cultural tourism. These heritage sites have a potential to contribute to the economy and poverty alleviation for local communities through the sale of curios, guiding and entrance fees, and other joint activities between communities and the private sector.

7.2.3 Climate Change/Global Warming

302 Botswana is considered to be highly vulnerable to the negative impacts posed by climate change across many of its ecological zones and economic sectors. It is

therefore paramount to strengthen the resilience of economic sectors, communities and institutions to enable them to adapt to the changing climatic scenarios.

303 The ability to adequately commit resources and capacity to respond to the impacts of climate change is at present inadequate. It is therefore obvious that the impact of climate change on the country is expectedly very high and likely to compromise the country's sustainable development programmes, if not managed holistically.

304 The sector plans of NDP10 have to include development of adaptation and mitigation measures and promote their adoption by different sectors. A Parliamentary Portfolio Committee on Wildlife, Tourism, Natural Resources and Climate Change was established in November 2011. Botswana has compiled a second report to the Secretariat of the United Nations Framework Convention on Climate Change (UNFCCC) entitled Botswana's Second National Communication (SNC). The SNC identifies sectors of the economy which emit greenhouse gases and also mitigation strategies to reduce greenhouse gas emissions. It further undertakes vulnerability assessments of key economic sectors to effects of climate change and identifies adaptation measures.

305 Alternative Energy sources are costly and capital intensive to implement and therefore the public is unable to invest in renewable energy. Some of the challenges are;

- lack of a national climate change policy and strategy
- limited technical capacity/expertise and research specific to climate change issues
- Inadequate institutional framework to support the coordination and implementation of national programmes
- Low level of public awareness in respect of the causes and impacts of climate change on ecosystems, human health, welfare and economy.

7.3 Proposed Policy Reforms and Programmes for the remainder of NDP 10

306 To overcome the challenges posed to by environmental degradation, it is planned to undertake legislative intervention through promulgation or review of policies, laws, regulations standards and guidelines in sectors including agriculture, water, energy transport, mining, environment and health. Interventions to strengthen

planning, public education and enforcement of existing legislation and policies will also be a prominent feature in this plan period.

307 The Environment Sector will continue with implementation of the National Biodiversity Strategy and Action Plan (NBSAP) and Community Based Natural Resource Management Programme (CBNRM). The latter is meant to encourage community participation in conservation strategies to promote sustainability of resources. The NBSAP is currently under review and this will enable incorporation of current issues on biodiversity and strategies on involved of different stakeholders in biodiversity conservation. Further, strategies geared towards conservation such as tree planting, land rehabilitation, and forest inventories will continue.

308 The sector has also established a National Environment Fund (NEF). This financing mechanism is meant to ensure access to sufficient resources to maintain and enhance the environmental activity agenda, especially where it concerns civil society involvement.

309 During the remaining years of NDP10, the sector will continue to safeguard national interests on shared water resources by compiling and analyzing a comprehensive list of policies and legislation relating to water on a regular basis. A total of 60 laws and regulations relevant to the reform have been identified for review in the next 2 years. These include the enactment of the Water Act. To ensure that adequate water is available for future developments, there is need for continuous review of the BNWMP. In this regard, during NDP10 a process to start the second review of the plan will be undertaken. It is also planned to introduce reforms towards the development of water accounts through international partnerships.

310 The National Strategy for Sustainable Development (NSSD), National Energy Policy, and Land Infrastructure Servicing Policy will be formulated and implementation of Land Policy and Wildlife Policy will be intensified. Regulations for Monuments Act will be gazetted. The Mines and Minerals Act will be amended to address Mine Closure and Rehabilitation and illegal mining. The sector will further continue to identify survey and rehabilitate old mine sites.

311 The strategy during the remainder of NDP 10 will be to implement measures which will promote reuse, recycling and reduction of water use in all sectors of economy. These measures will include rainwater harvesting, control of evaporative losses, waste and grey water recycling and water pricing. Efforts towards improved valorisation and utilisation of natural resources and ecosystems will be supported by natural resource accounting activities for water, energy, land and tourism.

312 As regards climate change, the main focus in the remaining years of the plan will be to develop a National Climate Change Policy and a Comprehensive National Climate Change Strategy and Action Plan to facilitate effective implementation of adaptation and mitigation actions in the country. This process will also provide the opportunity to mainstream climate change considerations into national macroeconomic policies and sectoral policies, planning and budgeting. For instance, the transport sector will reform its road network designs and together with waste management efforts explore taxation measures.

313 Absence of Ozone Depleting Substances (ODS) Regulations necessitates a review of the Meteorological Services Act of 2009. The regulations will be put in place to effectively control ODS consumption and minimize emissions as stipulated under the Montreal Protocol on Substances that Deplete the Ozone Layer.

314 An integrated environmental pollution prevention and control policy and legislation will be developed. The policy will provide for coordination of all environmental policies and strategies. Furthermore, during the remainder of NDP 10, efforts should be intensified to achieve the outcome of the sectoral strategies and promote public private sector participation. Human capital development to support domestication and implementation of MEAs will be intensified. In addition, construction of pollution mitigation infrastructure relevant to address today and future challenges will be intensified.

315 As regards waste management, efforts are being made to engage enforcement officers on temporary basis to ensure that the existing waste management act is followed by all the waste generators. In addition, the emphasis on recycling rather than disposal will be pursued through the implementation of the solid waste recycling guidelines. The involvement of the private sector will also be considered in the entire waste management chain. It is anticipated that waste being deposited into landfills will greatly reduce and communities will earn a living out of waste recycling.

7.4 Conclusion

316 A wide range of economic sectors in Botswana are dependent on the natural environment for growth and sustainable development. To ensure that the natural environment continues to provide this support, several related environmental issues will have to be taken up in the remaining years of NDP 10. These include issues such as sensitization of the public, business community, and non-governmental organizations to environmentally friendly practices. This will also require that supportive legislation be reviewed such that they conform to changing times and prevailing circumstances.

CHAPTER 8: GOVERNANCE, SAFETY AND SECURITY

8.1 Introduction

317 This Chapter deals with the Vision 2016 Pillar of an Open, Democratic and Accountable Nation. The pillar is driven by two Key Result Areas, of ***Open and Transparent Governance and Participatory Democracy***. The Chapter covers a wide scope and broad issues relating to security falling under Police, i.e., policing and crime fighting, defence, security including transport and aviation security on the one hand. On the other hand, the chapter deals with issues of governance which are delivered through courts as facilitated by the Administration of Justice, the governance as delivered through Parliament, Independent Electoral Commission and legislative drafting, through the Attorney General's Chambers, as well as corruption prevention strategies. The issue of developing and retaining national human capital for delivery of mandate by various sectors as well as national service delivery is pertinent, this is driven through DPSM.

318 There are three sectors contributing to the three goals. These are **Public Administration, Justice and the Legislature**. It is worth noting that these sectors are attributes of democratic governance, which is central to the achievement of national development aspirations and priorities. There are strategies and programmes pursued by different stakeholders under each sector.

319 The outcomes expected from the interventions are: efficient and effective Public Service for improved service delivery; reduced acts of corruption; enhanced accountability and transparency; organizational effectiveness; accessibility to justice; respect for human rights; enhanced public confidence in the justice system and lawful government decisions and quality legal services.

320 Since independence, Botswana has had an impressive record of the observance of human rights and the rule of law and its citizens have generally enjoyed the rights and freedoms guaranteed by the constitution (Long Term Vision for Botswana: Towards Prosperity for All).

321 The Long Term Vision, specifically states that:

“It is important that Botswana should continue its tradition of open government, and encourage a degree of transparency so that the reasons for decisions and policies are understood by the population. This will require an open acceptance that mistakes and failures are made, and an open discussion about how policies and strategies might be improved.”

322 Transparency in Botswana is ensured through press freedom, information dissemination and a regulated public procurement and asset disposal system. Press freedom is respected and there is a developing but independent media and press. There is freedom of speech, association and reasonable access to information. The public procurement and contracting system was restructured in 2002 and remains autonomous. The procurement entity has Regulations, a Code of Conduct for Contractors, and an Independent Complaints Review Committee.

323 Noteworthy is that Botswana is ranked highly by many Regional and International sources in terms of standards of good governance, and government effectiveness including political stability and absence of violence. This is because Government has put in place many institutions and practices to enhance responsible and accountable leadership.

324 The 2012 Mo Ibrahim Index of African Governance, which is Africa's leading assessment of governance, has rated Botswana 1st in Africa with an overall score of 88% on accountability. No doubt, this is because financial management and accountability mechanisms are firmly in place as demonstrated by established and maintained strict planning, budgeting, accounting and auditing systems that monitor and control the utilization of public resources. In addition, there are regular and institutionalized systems for evaluating the implementation of National Development Plans.

325 The 2012 Mo Ibrahim Index Overall Country Results indicates that Botswana is ranked 3rd (77 percent) after Mauritius (83 percent) and Cape Verde (78 percent). On safety and the rule of law combined, Botswana is rated 1st with an overall score of 89 percent whilst on the rule of law alone, Botswana is still rated 1st in Africa with an exceptionally high score of 97 percent.

326 On Participation and Human Rights, which category includes gender, Botswana is ranked 4th with an overall score of 71 percent.

Transparency and Accountability in all Public and Private Institutions (NDG 12)

Public Sector Administration

327 The role of the Directorate of Public Service Management (DPSM) is to ensure that the Public Service remains effective and efficient at all times and to continue adapting strategies and policies aimed at addressing national development needs and priorities. The DPSM mission and its critical role is in providing quality human resources for a productive and competitive public service. This role is aligned to the broader NDP 10 objective of “creating a conducive environment for Private sector growth and partnership in development initiatives”. DPSM is tasked with the mandate of developing human resource strategies, policies and practices that cater effectively for everything concerning employment and employee capabilities, and manage relationships between management and employees in the Public Service. DPSM discharges this role by, amongst others, modernising the public service, improving government efficiency, adopting competency-based human resources planning and management as well as providing structures for effective governance.

328 Botswana’s competitiveness has consistently declined in major world rankings such as the Global Competitiveness Index of the World Economic Forum. This indicator has seen a dramatic decline from 56th in 2008 to 80th in 2011. Public sector reforms continue to play a pivotal role in turning the country to a favourable international ranking. The Customer Satisfaction Survey, meant to provide a measure of the performance of the Public Service was last undertaken in 2009 which was at the beginning of NDP 10. At that time, the Public Service was ranked at 27 percent. Recommendations from the 2013 Public Service Customer Satisfaction and Employee Climate Survey will be implemented during the remaining half of NDP 10.

329 A new structure to align DPSM to the new demands of NDP 10 has been developed and implementation has begun. Furthermore, competency requirements for the Public Service have been identified and are being institutionalised in all Government Ministries and Departments. The process of conversion of the Executive Cadre to Contract employment started in earnest in December 2012, and all Permanent Secretaries converted to contract status by March 2013. Following the transformation of the Botswana Institute of Administration and Commerce (BIAC) into the Botswana Public Service College (BPSC), leadership development programmes have been developed for effective development of all employees to efficiently and effectively perform at all levels of responsibility. The Public Service Bargaining Council (PSBC) has been established to give effect to collective bargaining. Notable achievements have been realised in terms of Public Service

Rightsizing, 3302 positions were rationalised during 2012/13 financial year to create 1812 priority positions across the Public service. A 2.07% reduction in the establishment was achieved (1490 posts) with a total saving of P36, 354, 774. Whilst progress has been made in key areas, the greatest challenge to achievement of the programmes and strategies was implementation capacity and inefficient bureaucratic processes. Lack of monitoring and evaluation has prevented strengthening of systems which are meant to re-direct delivery processes for greater impact.

330 DPSM will continue to embark on modernisation of the public service through out-sourcing, right-sizing, HR regulatory reforms, review of conditions of service and implementation of BEAC action items. Government efficiency will be improved through continuous re-engineering and automation of processes (e-Government, online services) as well as decentralisation of services. Competency based human resource management will be institutionalised, and necessary capacity building will be undertaken to support leadership development as well as the new policy development and employment relations mandate of the Directorate. Government implementation agencies will be restructured to support right-sizing and efficiency in the delivery of services. DPSM has also started work in conjunction with the Botswana National Productivity Centre (BNPC) on inculcating desired work ethics to respond to concerns in that area. An integrated human resource management system is being developed to provide comprehensive human resource management information.

331 The demand for accountability by all citizens, from the political institutions down to community leaders, requires independent reviews of performance of public sector entities to be conducted in accordance with International Standards on Auditing and for efficient service delivery through enforcement of audit recommendations. Therefore, the quality of audits will be enhanced through independent legislation to regulate the operations of the Office of the Auditor General. This will pave way for the introduction of modern forms of audits such as forensic audit, which will contribute immensely to accountability and good governance.

332 The Ombudsman exists to foster administrative justice by investigating allegations of maladministration and human rights violations in the public sector as well as assisting government departments and agencies to comply with set laws, rules, standards and procedures of good public administration. Since inception, the Office has been investigating and resolving complaints of maladministration thereby providing checks and balances against public administration. In so doing, the Ombudsman enhances *accountability, government effectiveness and adherence to*

best administrative practices in line with the Vision 2016 Pillar of “An Open, Democratic & Accountable Nation.”

333 The Directorate on Corruption and Economic Crime (DCEC) continues to deliver its mandate through the three pronged strategy of investigation and prosecution of offenders, education of the public about the evils of corruption and prevention of corruption and economic crime. For the past three (3) years, Botswana has seen an increase in ratings from the Transparency International Corruption Perception Index. Botswana has also continued to be the least corrupt country in Africa and has been able to compare favourably even at the global level.

334 The DCEC has established Anti-Corruption Committees which have since been extended to all Ministries and Independent Departments and their functioning is visible. In addition, efforts are underway to improve the legislative framework, and the process of reviewing the Corruption and Economic Crime Act is on-going. Botswana has also ratified the United Nations Convention Against Corruption, signifying our intention as a nation to intensify the fight against corruption. We are aware that the fight against corruption is difficult but crucial if we are to remain a responsible and accountable nation, and should therefore continue. The country stands out as a benchmark for other countries in Africa in terms of control of corruption.

335 The review of the Corruption and Economic Crime Act has been completed. On the 9th April 2013, the DCEC Amendment Act was passed by Parliament. The Commonwealth Secretariat, in conjunction with Botswana, recently launched the Commonwealth Africa Anti-Corruption Centre. This is a centre that will be a hive of all anti-corruption initiatives for countries that fall within the Commonwealth in Africa. Botswana was, once again, selected as a result of her achievement on issues of anti-corruption. The Government of Botswana through the DCEC will provide the Secretariat, office accommodation and training facilities. The DCEC continues to review and develop legislation aimed at strengthening the fight against corruption. In this regard, the drafting of legislation on Whistle Blowing is at an advanced stage. The DCEC has also realized that the fight against corruption is one that cannot be won by the DCEC alone and in light of this; a National Anti-Corruption Policy is being developed.

336 The Ministry of Foreign Affairs and International Cooperation (MOFAIC) contributes to the key Result Areas of **Open and Transparent Governance and Participatory Democracy** by providing strong linkages and synergies between Botswana and the International Community. In so doing, the Ministry contributes to promotion of Botswana’s interests. In this respect, MOFAIC continues to facilitate adherence to and implementation of International Agreements and takes the lead in

advocacy on governance issues in Botswana and at the international level. The outcome is enhanced goodwill towards Botswana, improved image and willingness to support Botswana's efforts and positions and promotion of international peace and security.

337 The Ministry also continues to promote good governance and accountability in Botswana by ensuring that government adheres to, and complies with international agreements to which Botswana is State party. It also solicits international support, in terms of funding and technical assistance to build capacity on governance issues.

338 Botswana, as a country, has recognised the importance of information and developing efficient information systems. Government information is provided through the activities of the Department of Information and Broadcasting Services, Government Printing and Government Information and Communications Systems (BGCIS). Major on-going development projects include the Radio & TV Transmitter Expansion Project, the further upgrading of broadcasting equipment, preparations for Digital Migration of free to air terrestrial television, securing appropriate satellite transponder capacity, and upgrading the Government Printer, which among other things will allow expansion of the Daily News and increase its circulation.

Enhanced and Sustained Participatory Democracy (NDG 13)

339 The Parliament of Botswana continues to play its principal role of making laws for the peace, order and good governance of the Republic of Botswana. Parliament continues to collaborate and partner with regional and international Parliamentary bodies. Capacity building initiatives have been undertaken through participation in Inter Parliamentary Bodies such as the Commonwealth Parliamentary Association (CPA), Inter-Parliamentary Union (IPU), SADC Parliamentary Forum (SADC PF) and Pan African Parliament (PAP).

340 Several pieces of legislation have been passed since the beginning of NDP 10 including Local Government (District Councils) Amendment Act, Statistics Act, Competition Act, Companies and Intellectual Property Authority Act, Aviation Security Act, Loan Authorization Acts to augment government resources, etc. In this regard, the Parliament of Botswana continues to discharge its constitutional mandate very well.

341 The Parliamentary Standing Orders have been reviewed to improve the efficiency and effectiveness of the House. This resulted in the restructuring of Committees and the introduction of 12 Portfolio Committees which are aligned to government sectors and Ministries. The Committee on Subsidiary Legislation has been introduced with the primary function of considering all subsidiary legislation

tabled in the House to ensure due compliance with the provisions of the Statutory Instruments Act [CAP. 01:05].

342 The Public Accounts and Statutory Bodies Committees continue to examine books of accounts and the performance of Ministries/Departments and Statutory Bodies as part of the checks and balances on the management of government resources. In order to further improve accountability, transparency and promote participatory democracy, the Public Accounts Committee examinations have now been opened to the public.

343 The Independent Electoral Commission (IEC) remains committed to enhancing participatory democracy in line with the Vision 2016 pillar that advocates for an Open, Democratic and Accountable Nation and consistent with the Key Result Area of Enhanced and Sustained Participatory Democracy. To this end, the Commission wishes to increase its outreach programmes and change the general mind-set that has always promoted apathy particularly amongst the youth. The Commission, therefore, seeks to increase its capacity to deliver services and to create a conducive environment that will facilitate such efforts. The Commission continues to convene seminars, *kgotla* meetings and workshops for the various stakeholders including various civic structures to improve outreach and in turn enhance the understanding of the electoral process and how it impacts on the citizenry. Low female participation in politics continues to be addressed in readiness for the fourth coming general elections in 2014.

344 Historically, the Government of Botswana has used the *Kgotla* and subsequently Village/Ward Development Committees for consultation and participatory development. Vision 2016 sees the tradition of the *Kgotla* to be providing a strong base on which to build democracy; that through the use of the *Kgotla*, democracy must be extended down to the level of community in a way that allows ordinary people to feel that their views have been freely sought and taken seriously received. On decentralisation of services, the establishment of sub districts for purposes of decision making is the closest as needed and should be pursued. A comprehensive decentralization policy is currently being developed.

345 Representation of women in the public service decision making positions is currently at 41.1percent and participation of Botswana women in the UN, Regional and other International Institutions such as the World Bank is gradually increasing. However, the country has noted a decrease in representation of women in political decision-making. The gender challenges facing Botswana require both a paradigm shift and a systematic approach. The call for mainstreaming of a gender perspective into different sectors of development, including the national development process is

pertinent. The current use of a result based management planning framework expands the opportunity for gender analysis through planning for gender equity. For example an analysis of the respective gains that accrue to women or men from different programme budget allocations should shed light on the gender based distribution of these resources. Subsequently, it should be possible to review resource allocation practice and reform established processes, for more gender equitable benefit.

Rule of Law (NDG 14)

346 Judicial Independence is commonly referred to as the extent to which the courts can interpret and review norms and pursue their own reasoning, free from the influence of rulers or powerful groups and individuals. The Judiciary is established under section 95 of the Constitution of Botswana as an independent arm of the State with the responsibility to administer justice in accordance with the Constitution and other laws of the country. It hears and determines legal disputes in accordance with the laws of the country. The judiciary operates independently of other arms of the state and this has earned its reputation and confidence from the public. The co-existence of the arms of the state and their ability to operate smoothly has strengthened the rule of law and democracy and earned this country respect and goodwill from the international community. The respect accorded the judiciary by the other arms of the State and their willingness to enforce court rulings has created a healthy and conducive environment for the performance of the judicial function. The ability of the judiciary to discharge its functions efficiently also depends on the support it receives from other institutions linked to the administration of justice such as the Attorney General's Chambers, Botswana Police Service, Botswana Prisons and DCEC.

347 Most notable is that the three arms of the State continue to thrive and operate independently from one another. The legislature enjoys the independence of law making while the judiciary focuses on the interpretation of these laws. These arms are independent of the executive function and the executive has complied, and will continue to comply, with all decisions of the courts. The judgments of the courts will continue to be respected and fully implemented by the executive. It is only through compliance with court decisions that democracy and the rule of law in this country can continue to flourish. It is necessary to maintain this independence.

348 During the first half of NDP 10, the Industrial Court, which is a specialised court that has been centralised in Gaborone, opened the Francistown Division, thus bringing services closer to the people. The Division is intended to service the northern part of the country. Furthermore, the Department continues to hold circuit courts throughout the country where registration of cases and hearings are

undertaken. The Department has also decentralised the collection and payment of Court Deposits throughout the country using the District Labour Offices.

349 The office of the Attorney General continues to perform its role as Principal Legal Advisor to the Government in accordance with section 51 of the Constitution, the cornerstone of such legal advice being adherence to the rule of law and other laws. This mandate is discharged by the Attorney General's Chambers through the representation of Government in civil claims, the drafting of legislation, as well as commercial and international agreements. In addition, the Attorney General has administrative oversight of the Directorate of Public Prosecutions, which has the authority under section 51A of the Constitution of prosecuting all criminal matters on behalf of the State. During the Plan period, the Attorney General's Chambers has been administering a number of projects and initiatives including the Legal Aid Botswana Pilot Project. The Legal Aid Botswana pilot project is an initiative aimed at designing a legal aid programme to promote greater access to justice and utilisation of legal services by citizens. It began as a joint project under the Government of Botswana – United Nations Programme Operational Plan (GoB – UN POP) 2010 – 2014. Legal Aid Botswana opened its doors to the public on 1st September 2011. The Legal Aid Pilot Project is fully operational and gaining momentum. The Project was evaluated by the end of March 2013 and recommendations made about the model of legal aid to be adopted at national level. In the meantime, financial provision has been made in the 2013/2014 budget.

350 The Tribal Administration is responsible for a wide variety of duties that includes, traditional, cultural and ceremonial. One of its main tasks is the administration of justice under the system of customary law. The institution conducts a network of customary courts, which handle the majority of criminal and civil cases within their jurisdiction. These courts are presided over by *Dikgosi* in villages and Court Presidents in urban centres. The general consensus is that customary courts handle about 80 percent of cases in the country largely because of their accessibility both in terms of their proximity to most people, simple court procedures and lower costs.

351 However, the major challenge that these courts are faced with is the capacity of *Dikgosi* and Court Presidents as most of them have no background training in law. This does not augur well for the justice system and has consequently resulted in complaints of miscarriage of justice. Although not well structured and funded, training in the delivery of justice continues on an *ad hoc* basis.

8.2 Achievements and Challenges under Open, Democratic and Accountable Pillar

8.2.1 Achievements

352 Achievements were that;

- In terms of ‘control of corruption’ Botswana sets the example for other countries in Africa (ranked number 1 in Africa). Similarly, Corruption Perception Index has improved from 5.6 points out of 10 points in 2009 to 6.5 out of 10 in 2012.
- Botswana is ranked highly by many Regional and International sources in terms of standards of good governance, including ‘political stability, absence of violence’ and ‘government effectiveness’ even though the government effectiveness indicator has dropped from 68.4 percent to 67.5 percent.
- Strategies and policies aimed at addressing national development needs and priorities have been put in place, such as gender mainstreaming and development, empowerment of people with disabilities, reform of public institutions (e.g. Statistics Botswana).
- Botswana is ranked 3rd in Africa by the Mo Ibrahim Index of African Governance, with high ratings for ‘willingness of the Government to respect the rights of citizens to take part in the affairs of the state’ and ‘fighting poor work ethics in the public service’.

8.2.2 Challenges

353 Challenges were that:

- The Vision 2016 goal of the need for a law reform structure within Botswana (to ensure that the country has relevant and up-to-date and effective laws) has still not been achieved.
- In terms of service delivery, there are still challenges and apparent low customer satisfaction with the public service.
- Even though improvement of the Botswana Corruption Perception Index is testimony to Botswana’s success in combating corruption, the country’s declining resources capacity, however, puts a strain on the continued improvement in this very important investment environment related aspect.
- Scarcity of resources and lack of capacity to improve accessibility to justice and promote efficiency and speed in the disposal of cases is a major challenge.
- There is still poor work ethics as rated by the Global Competitiveness Index report of 2012.

- More commitment to gender mainstreaming is still lacking as an organizing framework for development as well as negative perceptions about women empowerment as a complementary strategy for achieving gender equality.

8.3 Achievements and Challenges under Participatory Democracy

8.3.1 Achievements

354 The Achievements were:

- Botswana is ranked highest of SADC countries by Worldwide Governance Indicators for ‘Voice and Accountability’, that is: ‘the extent that Batswana are able to participate in selecting their government’ and ‘enjoyment of freedom of expression, freedom of association, and a free media’. Voice and Accountability Index has improved from 58.8 percent in 2010 to 59.7 percent in 2011.
- The private sector, through its association, BOCCIM, has the opportunity to consult with and provide feedback to senior government officials on a number of occasions over any issue of concern.
- There is a positive perception about the ‘Rule of Law’ in Botswana, according to a number of international surveys and indices. The rule of Law Index has remained steady at 67.8 percent (Table 8.2).
- There is increase in women’s representation in decision making positions, e.g., Public Service at 41.1 percent from 37 percent in 2005, high penetration of women in the magistracy at more than 53 percent.

8.3.2 Challenges

355 Challenges were;

- There is some concern with apathy among Batswana when it comes to electing their government.
- There is notable decrease in representation of women in political decision making; from 11 percent in 1999 - 2004 Parliament to 8 percent in the current Parliament.

Table 8.2: Performance Summary

Governance, Open Democratic and Accountable Pillar Sector Performance matrix										
NDP 10 Goal	NDP 10 key performance indicator	Baseline		NDP 10 Period Targets						
		Year	Baseline	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7
Transparency and accountability in Public, Private and Civic Institutions	Corruption Perception Index (out of 10 points)	2007	5.4	5.4	5.8	6.0	6.2	6.4	6.6	6.8
		Actual		5.6	5.8	6.1	6.5			
	Government Effectiveness (%)	2006	73.9	73.9	74.6	74.9	75.2	75.6	75.8	80
		Actual		68.4	67.5					
	Customer Satisfaction (%)	2005	25	45	55	65	75	75	75	75
		Actual		27						
	Voice and Accountability (%)	2006	66.8	66.8	67	68	70	72	74	75
		Actual		58.8	59.7					
Rule of law	Rule of Law	2006	67.1	67.8	68	70	72	74	76	76
		Actual		67.8	67.8					
Enhanced and sustained participatory democracy	Level of participation in the electoral process (%)	2004	42	50	54	54	56	60	60	60
		Actual		50						
	Democracy Index (out of 10 points)	2009								8
		Actual	7.47	7.47	7.63	7.63	7.85			
	Increased woman's representation (%)	2004	19.6	30	40	40	45	50	50	50
		Actual		21.8	22					

356 In going forward, the Governance subsector needs to develop strategies and interventions to address the declining ‘Voice and Accountability’ index, poor work ethics & low customer satisfaction levels in the Public Service as well as the decline in women representation in political decision making.

8.4 Governance Sub-sector

Sub-Sector Priorities

357 In view of the many competing needs, and taking into account the overall performance of the Governance subsector, it is important to focus on three (3) main priorities whilst maintaining and sustaining existing efforts to promote good governance, democracy and the rule of law in Botswana and there is need for:

- Efficient and effective Public Service for improved service;
- Reduced acts of corruption; and,
- Accessibility to justice.

8.5 Safety and Security Thematic Area

8.5.1 Aviation Security

358 Aviation security has been highlighted as one of the priority areas under this Safety and Security thematic area, the focus being on the protection of national assets relating to this sector as well as the security of passengers particularly in view of efforts being made to attract regional and international airlines to Botswana, and as Air Botswana continues to explore additional international routes. It is also to ensure speedy turnaround time in the investigations of aircraft accidents that may occur within Botswana.

8.5.2 Crime Reduction Sub-Sector

359 The desired outcome is that there has to be a significant reduction in the levels of criminal activities and fear of crime as well as the prevalence of law and order. Different sectors of the economy have to be assured of their safety and that of their property. Within this ideal state of public safety, it would be easier for the country to project itself as a destination of choice for investment.

Sub Sector Performance during first half of NDP 10

360 The Botswana Police Service (BPS) is the lead agency in the fight against crime. To this end, a number of strategies, all of which are outlined in the Botswana Excellence Strategy and Botswana Police Corporate Development Strategy, have been put into action. These include robust communication for effective information dissemination, community mobilization to promote support for crime prevention initiatives, building of strategic partnerships for collaborative efforts, and

strengthening of law enforcement processes and systems. The merger of Central and Local Government police services and employment of Special Constables are among the significant outputs which the sub-sector realized during the period under review.

361 The strategies have had a positive impact. For instance, the crime rate for selected offences of robbery, house breaking, burglary, and store breaking went down from 10.26 crimes per 1,000 people to 4.9 between the financial years 2009/2010 and 2011/2012. This improvement is much better than the projected performance of 9.26 crimes per 1,000 people. Worth noting is the fact that during the period under review, a similar pattern manifested itself as regards overall the Penal Code offences whose rate went down from 52.3 crimes per 1,000 people in 2009 to 50.5 in 2011.

Sub-Sector Challenges

362 The ever changing environment in the policing landscape presents new and challenging requirements. These arise from the growing sophistication of violent and serious crime entailing gender based violence, cross border and transnational crimes, and cyber-crime. The relocation of the Diamond Trading Company International from London to Gaborone is also anticipated to present complex security needs. The challenges are further compounded by amongst others: low uptake of crime reduction tips by the community; the increasing involvement of out-of-school youth in crime, inadequate police visibility; slow disposal of cases through the justice system; and poor border security.

Sub-Sector Goals, Indicators, Baselines Targets

363 In pursuit of the attaining the ideals of this sub-sector, only one goal has been identified to describe the results desired at this level. The goal is, “***to reduce crime***”. In recognition of the impact of strategies executed during the period under review, targets have been revised and set at 6 percent improvement taking 2011/2012 as the base year. It is therefore projected that crime (for selected offences) per 1,000 population will stand at 4.7, 4.5 and 4.3 in 2013/2014, 2014/2015 and 2015/2016, respectively.

Sub-Sector Strategies

364 The attainment of the sub-sector goal is dependent on the identification of fitting interventions to augment existing law enforcement initiatives. To this end, law enforcement agencies will engage in generative conversations with a view to charting a holistic approach to crime reduction. It is important to continue strengthening law enforcement agencies to deal with law and order breaches through a rigorous proactive strategy through intelligence led policing; taking advantage of advancements in technology; implementation of a communication strategy to

institute a positive behaviour change; and creation of a platform for beneficial consultation and cooperation among strategic partnerships. The new focus will not be on facilities, but on customized police presence, in as many settlements as possible, and the introduction of technology-led policing. The attainment of the goal of reducing crime will depend on the identification of highly innovative interventions to augment existing law enforcement programmes. Such innovations will include capacitating law enforcement agencies through provision of resources, training, benchmarking and collaborating with jurisdictions tackling similar challenges, as well as the adoption of rigorous intelligence-led and proactive policing strategy in collaboration with the private sector, especially those handling large volumes of cash and high value assets. Efforts to minimize cross border and transnational organized crime will be augmented by introducing a Border Patrol Unit. In the same vein, a cyber-security management strategy will be developed and implemented in order to ensure protection and security of information.

365 .Execution of the crime reduction programme focused on facilitating the implementation of identified strategies remains a national priority. The following activities have been identified to drive the programme: strengthening of crime intelligence capability, improvement of border controls, mobilisation of support for crime prevention initiatives by all stakeholders, establishment of specialised dedicated patrol and surveillance teams and review of legislation to facilitate effective and efficient implementation of identified strategic programmes.

8.5.3 Road Transport Safety Sub-Sector

366 The high incidence of road traffic accident casualties arising mainly from human mistakes such as the irresponsible use of vehicles threatens the safe use of the road infrastructure in Botswana. To this end, it is desired to bring about a high standard of road safety characterised by high levels of driving proficiency and road courtesy.

Sub-Sector Performance during first half of NDP 10

367 The major contribution was in terms of law enforcement and public education. In this connection, interventions which characterised the business of traffic police include the enforcement initiatives targeting impaired driving, over-speeding, and non-compliance with road traffic signs. The intensification of sobriety check points and saturation patrols were prominent features of traffic police work.

368 There was also a visible collaboration between the various road transport stakeholders. The same level of collaboration was seen in the embracement of the

United Nations resolution on ‘Decade of Action for Road Safety’. Worth acknowledging is the significant funding by the World Bank towards the Greater Gaborone Multi-Modal Transport project and the introduction of vehicle flagging, which has had a positive impact not only on clearance of traffic cases but also on behaviour change. The same recognition goes to utilisation of Traffic Fines fund for traffic police capacity building programmes.

369 The various interventions have had a positive impact on road safety. According to road safety indicators, there was a significant decline in the numbers of road traffic accident rates. Accidents per 1,000 registered vehicles went down from 59.0 in 2009/2010 to 41.8 in 2011/2012. Likewise, deaths arising from road accidents went slightly down from 24.6 per 100,000 people to 24.2 during the same period. This shows that mid-term targets were met. However, the challenge is in bringing down the absolute numbers of people who die on the roads. For instance, a total number of 475 in 2009, 397 in 2010 and 483 in 2011 people died in road traffic accidents.

Sub-Sector Challenges

370 An analysis of road traffic accidents reveals that in Botswana human error is the predominant cause of accidents as it is accounting for 70 percent of all accidents per annum. Such errors include behaviours such as careless driving, disregard for pedestrian safety, excessive speed and use of road under the influence of drinks and/or drugs by both drivers and pedestrians.

371 The challenge is the perception held by motorists, that the violation of traffic laws is not ‘*real*’ crime. There seems to be an impression of invulnerability and thus efforts to dissuade drivers from these acts are difficult. To this end, the underlying premise is that road safety could be attained through a change of road user attitudes and behaviour.

Sub-Sector Goals, Indicators, Baselines Targets

372 In recognition of the impact of strategies executed during the period under review, targets have been adjusted to a 6 percent improvement taking 2011/2012 as the base year. Consequently, it is projected that accidents per 1000 vehicles will stand at 40.1, 38.5 and 37.0 whilst deaths per 100 000 people will stand at 23.2, 22.3 and 21.4 in 2013/2014, 2014/2015 and 2015/2016, respectively.

Sub-Sector Strategies

373 In order to achieve the ideals of the sub-sector, the three strategies identified at the beginning of NDP 10 will be continued during the remaining part of the Plan. These are: revision of the legal framework to facilitate technology based traffic

enforcement; enlistment of technical support for the development of a Road Traffic Safety and Management policy; and commencement of the Demerit Point System.

Programmes/Projects

374 The execution of the road traffic safety programme focused on the implementation of identified strategies is a key intervention towards the realization of the subsector outcomes. The short-term results include behavioural change, use of roadworthy vehicles, quality road infrastructure, and deployment of technology to bridge the gap given the challenges in manpower resources and review of legislation to support new initiatives.

8.5.4 Prison and Rehabilitation Sub-Sector

375 The Department of Prisons and Rehabilitation is undergoing reform. The Department does not view its mandate exclusively in terms of incarceration and safe custody of offenders, but that it should be viewed within the context of Vision 2016. In order to do so, the work of the Department should deliver on the adopted strategies of Improved Prison Security and Offender Rehabilitation, thus contributing to the broader objective of protection of the society.

376 During the first half of NDP 10, the Department focused on improving security at prisons. The ability to deal with incidents that threaten prison security speedily is a clear indication of improved performance/service. This is evidenced by the time taken by officers to respond to emergency situations such as riots and fights amongst offenders. Introduction of modern security gadgets, equipment and modified security vehicles also contributed to improved security. Prison facilities have also been improved. Furthermore, the number of escapes recorded in Prisons from this period was reduced.

Table 8.3: Escapes

KPI	Target/ Achievement	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Percent age of escapes	2007 Baseline Year: 7.5	7.0	6.0	4.5	3.5	2.5	1.5	1.0
	Achievement	0.75	0.92	0.68				

Source: Prisons Annual Report

377 During the first half of NDP 10, the Department focused on the core business of offender rehabilitation; the aim being to create an environment conducive to the effective delivery of rehabilitation programmes in prisons. These interventions are becoming key drivers of the transformation plan. New rehabilitation programmes have been introduced at prisons. At the beginning of NDP 10, the Department moved with speed to put in place a plan of action to involve stakeholders in the rehabilitation of offenders. Since then, the Department has seen an increase in the number of organisations that have shown keen interest in offender rehabilitation.

378 It is with this in mind that the Key Performance Indicator on re-offending is revisited and changed to “percentage of prisoners engaged in rehabilitation programmes”. This is on the basis that re-offending has been realised to be difficult to measure.

Table 8.4: Rehabilitation of Offenders

KPI	Target/ Achievement	2009/11	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
% of prisoners engaged in rehabilitati on programm es	2007 Baseline Year: 12.5	15.0	20.0	25.0	30.0	35.0	40.0	45.0
	Achievement	16.2	34.4	43.8				

Source: Prisons Annual Report

379 During the period under review, a number of prison facilities and staff houses were maintained. Furthermore, an additional rehabilitation workshop and a cellblock were constructed at Maun Prison. Additional staff houses were built at Maun and

Serowe Prisons using prison labour. Significant growth in stakeholder partnership has also been realised. Furthermore, the Department managed to introduce new rehabilitation programmes in the form of fishing and artwork at prisons.

380 Despite the Department having made significant achievements over the years, the decrease in the Government resources will limit department's ability to grow at the same speed as in the past. This will have to be addressed in going forward into NDP 10.

381 During the remaining half of NDP 10, the Department intends, amongst others, to focus on infrastructure facelift which is expected to create habitable buildings, increase cell and staff accommodation; computerization of the Department to improve service delivery and enhanced prison information; intensify rehabilitation of offenders by way of introducing case management to create positive behavioural change, skills acquisition, improve community acceptance and offender-victim reconciliation; professional staff training and development aimed at improving service delivery and stakeholder collaboration for enhanced rehabilitation and reintegration of offenders.

382 It is important to keep offenders in prison until they are lawfully released from custody. The Department will improve security checks, inspections including various operations associated with safeguarding the public from offenders. The Department will continue providing officers with professional training and development opportunities designed to assist them in becoming more competent officers. The need for safe and secure prison facilities cannot be overlooked. Infrastructure development will be given priority and key consideration in developing secure prison infrastructure will be taken into account including international standards regarding prison conditions.

383 The Department will continue to rehabilitate, educate and prepare offenders for their return to the society. Offenders would welcome improved rehabilitation programmes in prisons aimed at offering them opportunities to acquire relevant job skills and prepare them for work upon their release. The planned case management of offenders and sentence planning is expected to equip offenders with the relevant coping skills to help them adapt to the prison environment as well as prepare them for reintegration. Considering the importance of education in the development of the individual and society, prisoners will be provided with education similar to that of individuals in the outside world and the range of learning opportunities for prisoners will be broadened.

384 Stakeholders play an important role in the delivery of the Department's offender rehabilitation strategy. Hence, established stakeholder arrangements will be

strengthened and enhanced to improve the available basic skills provision during the last half of NDP 10.

385 Inter-agency collaboration with Botswana Police and the Ministry of Education and Skills Development targeting schools to reduce juvenile delinquency will be intensified. The Department will endeavour to complete organisational restructuring aimed at separating security and rehabilitation functions as well as expanding the establishment. The department will continue implementation of initiatives such as effective interaction between inmates and the community through Prisoner visiting Committees. Other related initiatives to be continued are extramural labour, parole, and the exploring of the alternative strategies to imprisonment, and increased collaboration with the private sector in rehabilitation with the hope that the latter intervention will enhance employability of the ex-prisoners.

8.5.5 Civil & National Registration, Immigration & Citizen Control Sub-Sector

Sub-Sector Performance during first half of the Plan

386 In the delivery of the sub-sector mandate, integrity issues relating to registration documents, process of issuance and that of personnel have become a source of concern. Much of the effort in relation to registration services during NDP 10 period was directed to improving the integrity of the registration process through, among others, automation of manual processes, security enhancement of the registration system, establishment of anti-corruption committees and undertaking of security audits.

387 Work and residence permit process re-engineering has been completed and the turnaround time has improved tremendously. The investigation and all person identification processes re-engineering will be undertaken during the latter part of the Plan period.

388 Automation of some business processes including residence and permanent residence permits, visa, citizenship and passport applications has also greatly improved effectiveness and efficiency of service delivery, as well as data management and security of documents. The sub-sector continues to introduce security measures, among others, improved inspectorate capacity through empowerment of staff, Corruption Prevention Committees and security audits. Integrity of documents, especially birth certificates and national identity cards which are breeder documents required for issuance of secondary documents, must be

guaranteed to ensure trust of the secondary documents by holders and service providers.

389 Significant progress has been made with regard to development of Migration and Passport Policies. A draft Passport Policy has been formulated and consultations will be carried out with stakeholders to confirm its appropriateness to provide for the administration of the passport.

390 Computerization of the functions of Civil and National Registration has commenced. The expected outputs from this automation process are; people hub, electronic Identity Card, secure marriage certificates and registration certificates for societies, electronic authentication of identity and personal data. The national identity and security cluster made up of stakeholders was established for the development of the electronic Identity Card that will provide for integration with other systems. A strategy for implementation of this project has been completed. The cluster however, is still working on the scope of the project with the intention to develop a comprehensive system that will provide integration linkages.

Sub-Sector Challenges

391 Insufficient funding as a result of the recession experienced during the first part of NDP 10 led to limited implementation of some of the Ministry's planned initiatives and projects and, in turn, to inefficiency in the provision of services. Major projects such as the Computerization of critical functions of Civil and National Registration as well as the Palapye Integrated Office Block and Staff Houses were initially planned for implementation from 2009/10 but had to be postponed due to budgetary constraints. Shortage of both office and residential accommodation also continued to be experienced throughout the country and this poses a challenge for the Ministry's efforts to decentralize and take services closer to the people.

Sub-Sector Strategies

392 Implementation of strategies set out at the beginning of the Plan period resulted in considerable improvement of service delivery for the sub-sector. There is still need to sustain these interventions throughout the Plan period to maintain the performance level, and these include; re-engineering and automation of processes and implementation of security measures. Further to that, legislation will continue to be developed where gaps are identified in order to improve service delivery.

8.5.6 Radiation

393 In order to ensure peaceful and safe use of atomic energy and nuclear technology, several strategies have been identified. The main objective of these strategies is to ensure that the public and the environment are protected from the adverse effects of exposure to ionizing radiation without hampering the beneficial uses of nuclear technology and atomic energy and to ensure that nuclear materials or radioactive sources are not used for illicit purposes such as nuclear terrorism. The strategies include development of adequate border controls on import and export of radiation sources, promotion of nuclear safety and security in users of nuclear technology, monitoring of the environment and radiation users/occupationally exposed workers and training of law enforcement agencies in identification of nuclear devices. Most of the priority areas have been achieved.

394 Botswana has acceded to the respective international conventions and is participating in other non-legally binding agreements to ensure compliance with international standards. The Country Programme Framework (CPF) for 2011 -2016 has been compiled and signed for implementation. The CPF represents collaboration between Botswana and the International Atomic Energy Agency (IAEA) in different technical cooperation projects undertaken by different Ministries that promote nuclear technology in line with national priorities for sustainable development.

395 To curb illicit trafficking of radioactive materials and nuclear materials, hand held radiation detectors have been distributed to ports of entry and two cargo centres (Gaborone and Francistown). Import and export permits are also issued to ensure safe use of nuclear technology.

396 The National Dosimetry Service continues to monitor the amount of radiation exposure received by radiation/occupationally exposed workers to ensure safety of workers. Environmental radiation monitoring stations have been installed country wide to monitor radioactivity in the environment and to have baseline data on background radiation in different parts of the country.

397 There is on-going training for front line officers and other law enforcement agencies to create awareness and to ensure adequate and proper response to radiological emergencies and to ensure adequate control of radiation sources in the country.

398 However, there are a number of challenges to contend with. These include shortage of manpower to conduct training for law enforcement agencies, lack of knowledge on issues of radiation protection and safety by the public, and issues of

nuclear security not explicit in the existing legislation (Radiation Protection Act, 2006 and Radiation Protection Regulations of 2008).

399 In order to address the inherent financial challenges, it is intended to collaborate with and source funds from donor agencies, install fixed portal monitors at main ports of entry, train regulatory staff, continue public awareness campaigns and training of other law enforcement agencies, review of existing legislation, comply with signed treaties and conventions to ensure accountability of nuclear or radiation sources by users and hence detect illicit trafficking, and implement projects in the Country Programme Framework.

8.5.7 Defence

400 Vision 2016 envisages a small, alert, accountable and professional military force, contributing to national security through prompt and decisive response to a wide range of both internal and external defence and security challenges. In pursuit of this vision, the Botswana Defence Force (BDF) has to be structured like a professional army. In real terms, this implies that financing of military capabilities must be based on holistic employment of systems.

401 With the establishment of the Office of Strategy Management, implementation of different strategies, provision of central guidance and coordination in order to transform management processes has been possible. This has been especially true for the two main focus areas of national defence.

8.6 Conclusion

402 In conclusion, whilst the relocation of diamond trading to Botswana should be seen as a major step forward in the economic development of the country, there are serious negative ramifications that come along with such relocation. In this regard, it is crucial to enhance the level of security not only in the diamond industry but also in the mining industry as a whole. Hence it is important to continue to strengthen both human resource capacity and infrastructure of the Police Service so as to be able to deal with the expected crime level.

403 Statistically, there has been some noticeable improvement in the reduction of crime. However, crime sophistication as well as the impact of crime on the nation and the economy of the country remain worrisome and should be addressed. Alongside this, is the need to significantly enhance both the quality and integrity of our national identification documents, and in so doing, ensure that the benefits that

come along with such documents are enjoyed only by those properly qualified and entitled to get such benefits.

404 Botswana's governance structures are rated among the best in Africa and are globally competitive. The major challenge facing the country is to maintain and sustain these structures whilst on the other hand focussing on the country's human resource base. It is anticipated that these efforts should be sufficient to render Botswana globally competitive whilst simultaneously creating a climate that is conducive to investment.

CHAPTER 9: CONCLUSION

405 The performance of the Botswana economy over the first three years of the NDP 10 has been better than was anticipated at the outset. However, economic growth now appears to be slower than in NDP 9, which in turn was slower than in previous Plans. The reversal of this trend will require innovative strategies and policies.

406 In pursuit of accelerated economic growth, the remaining phase of NDP 10 will bring together several related elements. A private sector friendly policy environment will allow private entrepreneurs to focus on creative ways to grow the economy even further. For Government, careful project appraisal will ensure that the highest priority is given to high impact projects, particularly those that provide infrastructure where it is needed the most so as to enhance productivity. Botswana's output will become more competitive in global markets as the productivity of capital invested and labour employed grows. That will be enhanced by economic diversification, which will also contribute to accelerated economic growth. At the same time, Government will continue to emphasise prioritisation of expenditures.

407 The commitment to fiscal discipline over many National Development Plans, with the accumulation of significant Government reserves, paid significant dividends in absorbing the shock of the global financial and economic crisis. Re-building reserves in the remaining years of NDP 10 and beyond is necessary as a contingency measure for unforeseeable future shocks. Hence the Government's long-standing emphasis on generating moderate surpluses that will be used to pay off debts arising from accumulated budget deficits. That way, the economy's credit worthiness will remain intact and its ability to manage financial shocks will be maintained.

408 Unemployment, particularly of the youth, remains a challenge to the Botswana economy. In the remaining years of NDP 10 it will be critical to continue focussing on an employment strategy that accelerates the absorption of labour as output expands. Substantial headway has already been made in the eradication of abject poverty. To ensure sustainability of this achievement, there will be greater emphasis on graduation of poverty programme beneficiaries as well as up-scaling of their life skills and this will need concerted effort by all. On the health front, a balanced and proper use of available health facilities, together with technical innovations such as a Health Information Management System, will improve service delivery and health outcomes.

409 Sustainable use of the natural environment is fundamental to a wide range of economic sectors. To ensure that this is achieved, several related environmental issues will be taken up in the remaining years of NDP 10. Sensitization of the public, business community, and non-governmental organizations to environmentally friendly practices will be undertaken. Legislation may need to be reviewed to address the issues of: sustainable use of natural resources such as sand mining; droughts; desertification and loss of natural habitat; increased human/wildlife conflict; and a decline of some wildlife species. This will require collaboration of various stakeholder programmes to come up with a coherent system of managing the environment. To facilitate for this, national climatic change policy and strategy will be formulated, in keeping with multilateral environmental agreements, while the institutional framework to support coordination and implementation of national programmes will be strengthened.

410 Botswana has done very well in most aspects of Governance, Security and Safety, especially in terms of international rankings. Phase 2 of NDP 10 implementation will, however, pay particular attention to: improving voice and accountability; improving on work ethics in the Public Service; as well addressing issues of the decline in women representation in political decision making.

411 The above account of the different dimensions of the Plan means that the focus going forward will be on the alignment of development strategies, policies, and programmes premised on national level priorities. This will be done with the sole purpose of making the goals of NDP 10 and thus aspirations of Vision 2016 achievable.