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REPORT OF A MISSION TO BOTSWANA

13 - 31 October 1986

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Public Administration, Management  
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Report of a Mission to Botswana  
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by  
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Public Administration, Management and Manpower Division

Part 1 - INTRODUCTION

1. The objective of the mission was two fold:
  - (a) To examine and assess issues relating to managerial training in Botswana and to determine how and in what areas ECA can render assistance.
  - (b) To collaborate with the Botswana Institute of Administration and Commerce in conducting an induction course for new graduate entrants into the Botswana Public Service.
2. During the course of the mission I attended the following meetings:
  - (i) Meeting of the Botswana Training Co-ordination Committee
  - (ii) Meeting of District Commissioners at the Ministry of Local Government and Lands
  - (iii) Meeting with representatives of DUCO New York on the Special Action Programme in Administration and Management (SAPAM) for Africa.
3. The second part of this report covers issues relating to training and manpower development while the third part concentrates on the induction course for new graduate entrants into the public service.
4. Before proceeding to the main body of the report I would like to acknowledge the contributions made by various organizations and individuals to the successful implementation of the mission's programme of work. In particular I would like to express appreciation to the following persons who volunteered information relevant to the mission's work programme and otherwise facilitated the conduct of the mission's activities:

(i) Mr. E.G.M. Mhlauli	Deputy Director of Personnel (D.O.P)
(ii) Mr. Laurence T. Masie	Assistant Director Training (D.O.P.)
(iii) Mr. Mike Douse	Training Adviser, Directorate of Personnel
(iv) Mr. Augustine Pone	Principal Administrative Officer (D.O.P)
(v) Mrs. M.T. Lesolle	Principal Botswana Institute of Administration and Commerce (B.I.A.C.)
(vi) Mrs. L. Sebina	Deputy Principal, (B.I.A.C.)
(vii) Mr. Graham Hambira	Head Public Service Section (B.I.A.C)
(viii) Mr. James Junisola	Principal Instructor - B.I.A.C
(ix) Mrs. Ethel Murubana	" " "
(x) Mr. Sid Sethi	" " "
(xi) Mrs. Elizabeth Malapisi	Senior Instructor " "
(xii) Mr. S. Letsididi	" " "
(xiii) Mr. Philip Mmusi	" " "
(xiv) Mr. E. Setslwaelo	Regional Director, Institute of Development Management
(xv) Mr. S.B. Jones	Institute of Development Management
(xvi) Mr. K. Gyasi - Tum	Inter-Regional Adviser DTCD New York
(xvii) Mr. S. Nyasi	DTCD, New York
(xviii) Mr. Lawrence Howard	University of Pittsburg (member of the DTCD Team)

## Part II - Training and Manpower Development

5. Like in many other African countries, the Botswana public service plays a key and pivotal role in national development. Since independence twenty years ago, the government has in addition to its normal functions, assumed increased responsibility for many vital aspects of socio-economic development. The public service is therefore expected to provide not only leadership but guidelines as well as the moral and ethical values from which other organizations both in the public and private sector take their cue. The need to improve the effective performance of the public service through well designed training programmes and staff development policies to up-grade skills, broaden horizons and introduce new knowledge therefore forms an important corner-stone of the development strategy of the Botswana government.

6. In the development effort the need for administrative and managerial skills is crucial as this is an essential pre-requisite in discharging responsibilities in technical fields as well as in administrative areas. In the case of Botswana this need is pervasive and calls for training and development at all levels from top decision makers and senior executives to front line managers. Generalist administrators as well as functional managers must be highly skilled and qualified professionally in their respective fields as a source of executive strength and staff support to technical and productive operations. In like manner specialists who are in charge of technical and productive operations and services such as agriculture, health, public works etc. should be trained and adequately oriented in the techniques of administration and management.

7. The government's intentions with regard to public service improvement including manpower planning and development have been lucidly delineated in the Permanent Secretary to the President's Circular No.3 of 1986 (Ref. DP.20/15/02 I(55) dated 10 October 1986. The proposals contained in this document are wide ranging and include manpower and training, structural and organizational effectiveness, developing administrative capabilities and overall public service policy and leadership.

8. Effective manpower planning is a sine-qua-non if Botswana is to avoid the waste of effort, material, money and talent which plagues many developing countries. The establishment of the Botswana Co-ordination Training Committee in particular is a positive step as it is able to ensure central control over all training activities in the country. In particular the Committee should be able to advise government among other things on:

- Training policy
- Priorities in training ensuring that the needs of training in important sectors are not neglected or overlooked.
- Financial, human and other resources required to meet various training programmes.
- Evaluation of training to ensure that it has had the desired terminal results.

The Committee should also review and approve all training programmes/schemes as well as monitor progress against agreed implementation plan.

9. At present training in administration and management is handled by the University, the Institute of Development Management and the Botswana Institute of Administration and Commerce. The Institute of Development Management was established in 1974 to help meet the training needs of mid-career and senior officers in the public and private sectors of Botswana, Lesotho and Swaziland. It also undertakes management consultancies and related research geared towards improving the performance of organizations and institutions. In addition to courses in public administration and management it also offers courses in Accountancy as well as tailor-made courses for various departments, Training of Trainers, education administration, electronic and data processing. IDM was also proposing to hold a short seminar in collaboration with the Directorate of Personnel for Permanent Secretaries and other senior executives as well as a course on Local Government Administration. ECA was to be invited to collaborate in both programme. It is proposed to increase the Institute's staff by 25% during the sixth National Development Plan period to enhance its senior and middle level management training.

10. The Botswana Institute of Administration and Commerce falls within the ambit of the Directorate of Personnel and is expected to serve as the central national agency for training for all levels of public service manpower. At present it provides practical and development oriented training in public administration, supplies and records management, accountancy as well as secretarial courses. It is government's intentions to review the goals, functions and structure of BIAAC so that it can effectively implement its objectives.

11. The review of the role, functions and structure of BIAC should be treated as a matter of urgency if the declared objectives of government in terms of increased effectiveness, greater efficiency, lower costs, better quality of service to the public are to be realized within the shortest possible time. As pointed out in our 1985 report BIAC has been involved mainly with training at lower and intermediate levels; it is desperately short of trained and qualified staff and its present programmes are not geared towards the development of high level manpower and personnel. It may therefore be necessary for government to ask for the services of an expert to carry out the exercise and to look specifically at the following:

- (a) The structure and organization of BIAC
- (b) The status of BIAC including its relationship with the Directorate of Personnel; should it be accorded some measure of autonomy in such matters as finance, staffing, the design of its training programmes and the selection of trainees.
- (c) Are its objectives, scope and functions adequately defined or should they be broadened to deal with research, consultancy and documentation.
- (d) The position of the staff; should they have a separate scheme of service so that BIAC can attract and retain suitable personnel.
- (e) Evaluation of current training programmes vis-a-vis the developmental needs of the country.

ECA would be prepared to undertake this review for BIAC and government may accordingly wish to make a request for this service.

12. The status, scope and functions of BIAC were discussed between the Principal and representatives of UNCTAD New York in connection with the implementation of the UN Special Action Programme in Administration and Management (SAPAM). SAPAM envisaged improved performance of African public services, improvement of human and financial resource management, improvement of public enterprise performances as well as effective decentralization mechanisms. It was recognized that BIAC would play a crucial role in this programme. It was therefore imperative that the Institute should be strengthened to cope with this new challenge. This would include a review and reorientation of its programmes and policies. Obviously this would have serious financial implications. It was hoped that it would be possible to mobilize the necessary financial resources on presentation of an action programme by the Botswana authorities. This will transform BIAC into a high level manpower training centre, capable of producing personnel for the efficient management of change, development and modernization of the economy.

PART III - Induction Course for new graduate  
entrants into the Public service

13. The duration of the course was four weeks i.e. from 2-30 October 1986. ECA provided inputs in the following areas:

- (a) Budgeting and Financial Management 2-17 October.
- (b) Public Administration and Management 18-30 October.

BIAC provided inputs in:

- Supplies Management
- Records Management
- Office Management
- Public Finance
- General Orders

This report covers the ECA input in public administration and management.

14. The objectives of the course were:

- to provide the participants with a broad view of the structure and functions of the public service and its role in national development.
- to acquaint participants with government rules, regulations and procedures.
- to examine the role of the participants as well as their duties and obligations as civil servants.

15. The course programme in Public Administration and Management covered:

- (a) The role of development administration
- (b) Centralization/Decentralization trends in Africa with emphasis on Botswana
- (c) Local Government and Rural Development
- (d) The role and problems of Public enterprises with emphasis on Botswana
- (e) Management concepts and practices in the public service (Decision making, communications, organizations, planning etc).

16. Most of the training was done by lectures, group work, case studies and role-playing. All along the participative method of teaching was emphasized and all the participants who numbered thirteen were encouraged to take an active part in the training process and to learn from each other. The list of participants is attached as an Appendix to this report. The following hand-outs were issued to the participants:

- (i) The role of development administration
- (ii) Centralization versus decentralization trends in Africa with emphasis on Botswana
- (iii) Rural Development in Africa
- (iv) The role of the public sector in the development of African economies
- (v) Effective communication
- (vi) Case study exercise
- (vii) Role playing exercise

17. Public administration in Africa had changed since colonial times. The new emphasis was on development as against the maintenance of law and order. Colonial administration was highly centralized and was geared towards maintaining the status quo; there was little encouragement for innovation. At independence the new nations of Africa were committed to a policy of modernization and rapid socio-economic development. The state became an entrepreneur and in consequence there was a rapid expansion of the public service to cater for new functions and services. The post independence period saw the establishment of a large number of public enterprises to produce goods as well as services; these institutions play a key leadership, pioneering, entrepreneurial and promotional role in African economies. Their functions are multidimensional; they have been constrained by many problems including:

- (a) lack of clearly defined goals and objectives; some enterprises are expected to make profits whilst at the same time pursuing social-welfare objectives
- (b) shortage of trained and qualified personnel; this deficiency is both quantitative and qualitative
- (c) in many cases it has been difficult to isolate public enterprises from politics resulting in political interference in their affairs; determination of the activities of the enterprise, appointments and promotions to key positions, award of contracts have political overtones and vitiate its management effectiveness
- (d) government pricing policies often used as a political weapon to arbitrariness and unilaterally fix or alter prices of goods and services
- (e) poor planning mechanism; resource allocation often based on generalized estimates rather than detailed costing often results in unforeseen shortages of critical inputs caused by faulty resource budgeting; there are instances of low capacity utilization of enterprise plant and machinery due to poor planning
- (f) use of inappropriate rules and procedures adopted from the civil services are quite unsuitable for commercial operations; this is particularly so in respect of rules for financial control which should be more in line with operational practices related to market circumstances

- (g) the world economic recession, the international monetary system, fall in commodity prices, shortage of foreign exchange have all contributed in one way or the other to vitiate the effective performance of African public enterprises.

Measures to improve public enterprise performance were also examined and these included:

- (i) Clear definition of goals and objectives of each enterprise
- (ii) Comprehensive training programme for public enterprise managers and other executives
- (iii) Insulation of public enterprises from undue political interference
- (iv) Proper balance between autonomy and accountability to enable managers perform
- (v) Institution of proper planning mechanism in each enterprise.

18. African development <sup>was</sup> constrained by inadequate structures especially at the local level. Many governments had embarked on decentralization programmes in an effort to bring the people into the mainstream of development as partners of the central government. Local government institutions were created but they were handicapped by lack of qualified personnel, inadequate financial resources, political interference and lack of clear authority to perform their functions without reference to the supervising ministries. Delegation of powers from the centre has been miniscule and as a result these institutions have not been able to provide the necessary leadership to the local populations in the development effort.

19. In the case of Botswana vast distances, difficulties of communication sparse and scattered population made some form of decentralization inevitable. The present set up was a combination of both deconcentration and devolution i.e. locally elected District Councils operated side-by-side with field agents of the central government. In addition to these institutions there were the tribal authorities (Kgotla) but their powers were now in decline since they no longer allocated land. The district councils provide primary education, maintain roads, basic health, community development and other services. The Councils are however short of qualified and experienced staff and are very heavily dependent on central government grants. Deficit grants covered about half of district council recurrent expenditures in 1979/1980 but were expected to cover 86% in 1986/1987. Due to major weaknesses in the district Council financial system including inadequate executive capacity control from the centre is stringent and pervasive and proposals to increase the powers of elected representatives at the expense of civil servants have still to be implemented.

The role of the Land Boards was discussed including their main functions which are to allocate, administer and control the traditional use of tribal land - to administer leases and to collect rent for land used for trading, mining and commercial ranching. The Land Boards were also involved in land use planning.



20. Rural developments efforts in Africa were designed to rid or emancipate the local citizen from poverty, ignorance and disease so that he could make a meaningful contribution to his society and to his nation. The programme had social, economic and political dimensions. Most of the African population resided in the local areas; most of the economies of African countries were dependent on rural economic activities hence the importance of a comprehensive programme of integrated rural development which would enhance grass-roots participation in rural development as well as affording the government a unique opportunity to make its presence felt and its good will and intentions understood by the rural people. In the case of Botswana the implementation of the Accelerated Rural Development Programme (ARDP) and the Tribal Grazing Land Policy (TGLP) were high lighted.

21. Modern government business had grown in size and complexity hence the need for good management including the use of modern management techniques. The need for wise and careful planning and co-ordination in the public service to enhance cost-effectiveness was imperative as well as the necessity for sound organizational structures, effective communication, performance evaluation and problem solving capability. It was imperative that the objectives of all organizations should be clearly understood by all concerned, that there were adequate delegation mechanisms to ensure that timely decisions were taken at all operational and policy levels.

22. An evaluation exercise at the end of the programme revealed that the programme had imparted new knowledge and broadened the horizons of the participants. The course had also given them an insight into the onerous responsibilities and challenges of the civil service as well as what was expected of them.

PUBLIC SERVICE INDUCTION COURSE PARTICIPANTS

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