

PD-AAM-220

UNCLASSIFIED

BOTSWANA

Workforce and Skills Training (BWAST)

633-0231

UNCLASSIFIED

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: AAA/AFR/DR, ~~John W. Koehring~~^{JW Koehring}

MAY 06 1982

SUBJECT: Project Authorization — Botswana Workforce and Skills Training Project (633-0231)

Problem: Your approval is required for a grant of \$14,558,000 from the Section 531 Economic Support Fund appropriation to the Government of Botswana (GOB) for the Botswana Workforce and Skills Training Project (633-0231). It is planned that \$200,000 will be obligated in FY 1982.

Discussion: The proposed Botswana Workforce and Skills Training (BWAST) Project (formerly titled Botswana Manpower Development and Training) is a follow-on to the Southern Africa Manpower Development Project (SAMDP) designed to help alleviate the critical shortage of skilled manpower, in both the public and private sectors. This shortage of skilled manpower is the most critical constraint to Botswana's development and the highest priority of both the GOB's current five year development plan (1980-85) and USAID/Botswana's strategy.

The BWAST Project will concentrate on the manpower needs of the private sector and four government ministries — Commerce and Industry, Agriculture, Education, and Local Government and Lands. These target areas were selected because of their role in the GOB's strategy for generating employment opportunities, particularly in rural areas. While Botswana has experienced very rapid economic growth in recent years through the expansion of mining and increased livestock production by the small, commercial farming sector, this growth has provided few income-earning opportunities and few direct benefits for the 85 percent of Botswana living in rural areas. While initially it tried to address this problem by rapidly expanding social services to rural areas, the GOB has recently shifted its attention to the more complex issue of employment opportunities. Generating income and employment in rural areas are the goals of ongoing GOB programs and USAID activities in agriculture and small-scale enterprise. The BWAST Project will complement these efforts by focusing training to fill key administrative and technical positions critical to policy formulation and implementation in the four ministries with primary responsibility for creating rural employment. Private sector training (which represents at least 20 percent of the project) will support the development of small-scale enterprises by expanding the pool of manpower with basic managerial, entrepreneurial and accounting skills.

Training for both private and public sector participants will concentrate on administrative, managerial and technical skills. Most training will be short-term with some 1000 participants expected to be trained at existing Botswana institutions and 37 to be trained overseas. About 72 high-level administrators, managers and technicians will be sent for long-term overseas training. In addition, an estimated \$1,345,000 is provided in the BWAST Project budget to continue financing long-term participants whose training was initiated under SAMDP. Approximately 26 operational experts (OPEXers) will be provided to fill key GOB positions vacated by personnel released for long-term training.

An AID direct contract will be let in the field for the placement and backstopping of long-term participants and the recruitment of OPEXers. An AID personal service contractor will serve as a training specialist in the GOB's Office of the Director of Personnel to help in the placement and coordination of in-country training. Private

sector participants will be selected by a mixed board composed primarily of private sector representatives.

The life of project funding will be \$14,558,000 of which \$200,000 will be obligated in FY 1982 in order to initiate the contract this fiscal year. Sufficient flexibility exists in USAID/Botswana's budget levels to accommodate the out-year obligations of the BWAST project. The following table illustrates the financial inputs:

Technical Assistance	\$3,560,000
Long-Term Training	4,380,000
Short-Term Training	1,296,000
Commodities	100,000
Contract	2,200,000
SAMDP Residual Training	1,345,000
Inflation	<u>1,677,000</u>
TOTAL	\$14,558,000

The GOB will contribute \$4,796,000 (25 percent of the total project cost). This contribution will cover the salaries and transportation costs of the participants; basic salaries, housing and support services for the OPEXers; and construction of facilities at local training institutions to accommodate the larger number of participants who will be trained in-country.

The Project Committee has concluded from analyses in the Project Paper that:

- (1) the project approach is technically and economically sound, socially acceptable and administratively feasible;
- (2) the technical design and cost estimates are reasonable and adequately planned, thereby satisfying the requirements of Section 611(a) of the Foreign Assistance Act, as amended;
- (3) the timing and funding of project activities are appropriately scheduled and the implementation plan is realistic and establishes a reasonable time frame for carrying out the project; and
- (4) sufficient planning has been made for the monitoring and evaluation of project progress.

A categorical exclusion from the requirement of an Initial Environmental Examination was approved in the BWAST PID.

Your approval of a nationality waiver is requested for the purchase of residential utilities, and medical, security and maintenance services at an estimated cost of \$80,000. The waiver justification is found in Annex V-D of the Project Paper.

The Project Authorization will contain the normal conditions and covenants for a manpower training project. It also contains covenants for the GOB to: 1) release for training counterparts for each OPEXer provided; 2) provide training plans acceptable to the GOB's Director of Personnel and USAID for each institution participating under BWAST; 3) designate a training coordinator for each of the target ministries; 4) treat the United Local Government Service as a separate institution from its parent ministry (Ministry of Local Government and Lands) and provide it with a proportionate

share of the projects resources; and 5) provide support to in-country training institutions so they can accommodate the increased number of trainees under BWAST.

The Project Review was held on April 2, 1982 and the Executive Committee for Project Review met on April 14. There were no unresolved issues. A Congressional Notification was submitted on May 3 and will expire on May 17. The responsible AID officer in the field will be the Human Resource Development Officer, Jon Gant, and the AID/W backstop officer will be Karen Nurick, AFR/DR/SA.

There are presently no human rights issues in Botswana.

Recommendation: That you sign the attached Project Authorization, thereby approving life-of-project financing of \$14,558,000 and the requested waiver.

Attachments:

- A. Project Authorization
- B. Project Paper

Clearances:

DAA/AFR: WHNorth [Signature] Date: 5/10
AAA/AFR/DP: ICoker [Signature] Date: 5/7/82
AFR/DR: NCohen _____ Date: _____
AFR/DR/SA: MGilbert [Signature] Date: 5/5/82
AFR/SA: TMorse [Signature] Date: 5/4/82
AFR/SA: VDickson (draft) Date: 4/20/82
GC/AFR: TBork _____ Date: _____
AFR/DR/EHR: MCusack (draft) Date: 4/27/82
AFR/DP: RHynes (draft) Date: 4/20/82
AFR/DR/SA: DBlane (draft) Date: 4/19/82

AFR/DR/SA:JPagano:agb:9/20/82: X28818
[Signature]

PROJECT AUTHORIZATION

Name of Country: Botswana

Name of Project: Botswana Workforce and Skills Training

Number of Project: 633-0231

1. Pursuant to Section 531 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Botswana Workforce and Skills Training Project for Botswana ("Cooperating Country") involving planned obligations of not to exceed \$14,558,000 in grant funds over a seven year period from date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project.

2. The project will assist the Cooperating Country to increase the number of trained Batswana in the public and private sectors in skill areas related to employment generation by financing the costs of (a) long- and short-term training in the United States and third countries, (b) in-country training for Batswana in several critical areas including public administration, (c) technical assistance, including long- and short-term OPEX personnel and (d) training materials. This project will also assist in financing the costs of completing certain training which was initiated under the Southern Africa Manpower Development Project.

3. The Project Agreement which may be negotiated and executed by the officer to whom such authority is delegated in accordance with AID regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as AID may deem appropriate.

a. Source and Origin of Goods and Services.

Goods and services, including ocean transportation, financed by AID under the project shall have their source and origin in the Cooperating Country or in countries included in AID Geographic Code 941, except as AID may otherwise agree in writing.

b. Covenants.

Covenants shall be included which in substance provide as follows:

(1) Counterparts

The Cooperating Country agrees to assign a counterpart to long-term training for each OPEX technician provided under the project.

(2) Manpower Planning.

The Cooperating Country agrees that no short or long-term training or OPEX assistance will be provided to institutions which do not have within eighteen months after signature of the project agreement training plans approved by the Director of Personnel and USAID.

(3) Unified Local Government Services ("ULGS").

The Cooperating Country agrees that the ULGS will be treated as an institution separate from the Ministry of Local Government and Lands and will receive a proportionate share of project resources.

(4) Training Coordinators.

The Cooperating Country agrees that each target ministry and ULGS will designate a Training Coordinator to develop and implement training requirements.

(5) In-Country Training Institutions.

The Cooperating Country agrees to continue to support in-country training institutions and increase budgets and facilities to accommodate the short-term training requirements under the project.

c. Waiver.

Notwithstanding paragraph a. above, I hereby waive the requirement set forth in Handbook 1, Supplement B, Chapter 5, that suppliers of services to be financed under grants to a RLDC have their nationality in AID Geographic Code 941 countries to permit the procurement of services (approximate cost \$80,000) from suppliers having their nationality in countries included in AID Geographic Code 935; and certify that the interests of the United States are best served by permitting the procurement of these services from Free World countries other than the Cooperating Country and countries included in Code 941.

MAY 11 1982

F. S. Ruddy
Assistant Administrator
for Africa

Clearances:

DAA/AFR:WENorth

AAA/AFR/DP:ICoker

AAA/AFR/DR:JWkoehring

AFR/SA:TMorse

Drafted by: GC/AFR:TBork:my:4/23/82:29218

AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT DATA SHEET				1. TRANSACTION CODE <input type="checkbox"/> A = Add <input type="checkbox"/> C = Change <input type="checkbox"/> D = Delete		Amendment Number		DOCUMENT CODE 3		
2. COUNTRY/ENTITY Botswana				3. PROJECT NUMBER 633-0231						
4. BUREAU/OFFICE Africa				5. PROJECT TITLE (maximum 40 characters) Botswana Workforce and Skills Training						
6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY 09 30 89				7. ESTIMATED DATE OF OBLIGATION (Under 'B'' below, enter 1, 2, 3, or 4) A. Initial FY 82 B. Quarter 3 C. Final FY 86						
8. COSTS (\$000 OR EQUIVALENT \$1 =)										
A. FUNDING SOURCE		FIRST FY 82			LIFE OF PROJECT					
		B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total			
AID Appropriated Total										
(Grant)		(200)	()	(200)	(12,852)	(1,706)	(14,558)			
(Loan)		()	()	()	()	()	()			
Other U.S.	1.									
	2.									
Host Country					1 201	3 595	4 796			
Other Donor(s)										
TOTALS		200		200	14,053	5 301	19 354			
9. SCHEDULE OF AID FUNDING (\$000)										
A. APPRO- PRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT		
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	
(1) ESF	600	690		0		14 558		14 558		
(2)										
(3)										
(4)										
TOTALS				0		14 558				
10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)								11. SECONDARY PURPOSE CODE		
200		700		720				669		
12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)										
A. Code		TNG								
B. Amount		12,313								
13. PROJECT PURPOSE (maximum 480 characters)										
<p>The project will increase the number of trained Batswana in skill areas related to employment generation.</p>										
14. SCHEDULED EVALUATIONS						15. SOURCE/ORIGIN OF GOODS AND SERVICES				
Interim		MM YY	MM YY	Final		MM YY				
09 84				06 88			<input type="checkbox"/> 000	<input checked="" type="checkbox"/> 941	<input type="checkbox"/> Local	<input type="checkbox"/> Other (Specify)
16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)										
17. APPROVED BY		Signature 				18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION				
		Title Mission Director		Date Signed		MM DD YY		MM DD YY		
				03 01 82		03 15 82				

BOTSWANA WORKFORCE AND SKILLS TRAINING
PROJECT

<u>Parts</u>		<u>Page</u>
I	<u>Summary and Recommendations</u>	
	A. Recommendations	1
	B. Summary Project Description	1
II	<u>Background and Detailed Description</u>	
	A. Project Background	4
	B. Detailed Project Description	10
III	<u>Project Analyses</u>	
	A. Economic Analysis	19
	B. Technical Analysis	24
	C. Institutional Analysis	38
	D. Social Analysis	45
	E. Financial Analysis and Plan	49
IV	<u>Implementation Arrangements</u>	
	A. Implementation Schedule	55
	B. Implementation Responsibilities	55
	C. Procurement Plan	57
	D. Evaluation Plan	57
	E. Conditions and Covenants	58

AID/W Project Committee: AFR/DR/SA, Dianne Blane
 GC/AFR, Timothy Bork
 AFR/SA, Valerie Dickson
 AFR/DR/EHR, Robert Zigler
 AFR/DP, Thomas Cornell
 AFR/DR/SA, James Pagano

Annexes**I** Economic Analysis Supplement

- A. Manpower Analysis
- B. Demand and Supply for Trained Manpower
- C. Tables
 - 1. Percentage Distribution, Batswana/Expatriates in Post
 - 2. Group A Vacancies by Ministry
 - 3. Group A Officers in Post by Job Classification
 - 4. Professional Cadre Distribution, Batswana/Expatriates
 - 5. Group A Batswana in Posts by Educational Level
 - 6. Group A Officers in Post by Years of Schooling
 - 7. Group A Posts Requiring Science Education
 - 8. Manpower Availability for Group A Positions
 - 9. Supply of A-Level personnel
 - 10. Localization of Private Sector Formal Employment

II Technical Analysis Supplement

- A. Tables
 - 1. Group A Ceiling, Positions Filled
 - 2. PR 4/CA 2 and Above Ceiling
 - 3. Presently Planned Training by Training Level
 - 4. Presently Planned Funded Training
 - 5. Summary of Total Projected Manpower Requirements
 - 6. Summary of Group A Trained Manpower by Department
 - 7. Summary of Group A Trained Local Manpower
 - 8. Summary of Group A Training Requirements
 - 9. Department of Agricultural Research: Training Requirements
 - 10. Educational and Training Needs of the Unified Local Government Service
 - 11. Projections of Manpower Training Needs: Unified Local Government Service
 - 12. Summary of Manpower Training Needs, 1982-1992
 - 13. Projected Loss of Manpower
- B. Major Recommendations of the Picard Report
- C. Ministry of Commerce and Industry Training Requirements

III Financial Exhibits

- A. OPEX Costs
- B. Participant Training Costs

IV Project Details

- A. Logical Framework
- B. List of Critical Events
- C. Job Description: PSC in Directorate of Personnel
- D. Job Description: IDM Curriculum Specialist
- E. Interviews with Small Businesses

V Legal Exhibits

- A. Letter of Application
- B. Project Authorization
- C. Country Check-list
- D. Waiver Justification
- E. PSC Approval Cable

LIST OF ABBREVIATIONS AND ACRONYMS

AAT -	Association of Accounting Technicians
ACDO -	Area Community Development Officer
ALDEP -	Arable Lands Development Program
BAC -	Botswana Agricultural College
BAS -	Botswana Advisory Service
BDC -	Botswana Development Corporation
BEDU -	Botswana Enterprise Development Unit
BEF -	Botswana Employers Federation
BIAC -	Botswana Institute of Administration and Commerce
BRIDEC -	Brigades Development Center
BWAST -	Botswana Workforce and Skills Training Project
CDSS -	Country Development Strategy Statement
EPU -	Employment Policy Unit
FY -	Fiscal Year
GDP -	Gross Domestic Product
GOC -	Government of Botswana
IDM -	Institute for Development Management
ILO -	International Labor Organization
LGA -	Local Government/Administration
MCI -	Ministry of Commerce and Industry
MFDP -	Ministry of Finance and Development Planning
MLGL -	Ministry of Local Government and Lands
MOA -	Ministry of Agriculture
MOE -	Ministry of Education
NDB -	National Development Bank
NDPV -	Fifth National Development Plan
NEMIC -	National Employment, Manpower and Incomes Council
OPEX -	Operational Expert
OSAS -	Overseas Assistance Support (British OPEXer)
PES -	Project Evaluation Summary
PEP -	Partners for Productivity
POLY -	Botswana Polytechnic
REDSO -	Regional Development Support Office
RIIC -	Rural Industries Innovation Centers
RID -	Rural Industrial Officer
RIP -	Rural Industries Promotion
RTC -	Roads Training Center
SAMDP -	Southern Africa Manpower Development Project
TPU -	Trade Promotion Unit
UCB -	University College of Botswana
ULGS -	Unified Local Government Service
USAID -	U.S. Agency for International Development Mission to Botswana

PART I: SUMMARY AND RECOMMENDATIONS

SECTION A: RECOMMENDATIONS

Authorization of an incrementally funded grant of \$14 558 000 with the following planned obligations: FY 82, \$200 000; FY 83, \$4 372 000; FY 84, \$ 3 242 000; FY 85, \$ 3 929 000; FY 86, \$ 2 815 000. The grant is subject to the following waivers and approvals: (1) a procurement source and origin waiver from AID Geographic Code 941 to 935 for the procurement of approximately \$80 000 of services; (2) approval of a seven year project life.

SECTION B: SUMMARY PROJECT DESCRIPTION

1. The Problem

Botswana has enjoyed rapid and relatively steady growth during the past decade, due primarily to expansion in the mining sector and favorable export prices for the livestock sector. Consistent growth in the economy as a whole is reflected in GDP per capita which was \$87 in 1965 and is now estimated at \$550. However, because mining has generated few employment opportunities and ownership of cattle is heavily concentrated, only a small proportion of the population has benefited from this growth. In 1977, only 5 500 Botswana held jobs in the domestic mining industry (nearly four times as many were employed in the South African mines as migrant laborers), and 1980 agricultural statistical data indicate that 5 percent of the households owned about half the national herd of cattle, while 28 percent owned no cattle at all, and another 17 percent owned ten or less.

The stated objectives of Botswana's development policy are rapid economic growth, economic independence, sustained development and social justice. While considerable progress has been made toward attaining the first three of these objectives, social justice (a more equitable distribution of the benefits of development) has not been achieved. Both the GOB and USAID believe the central problem in creating equitable development in Botswana, particularly for the rural majority, is the scarcity of opportunities for productive employment. The magnitude of this problem was outlined in a 1978 report to the GOB which described access to productive work opportunities as desperately unequal and estimated current unemployment and underemployment at over 100 000. The report has resulted in a comprehensive program during the Fifth National Development Plan (NDP V) period (1980-1985) to create jobs and increase incomes.

The GOB is hampered in its ability to direct programs which impact on employment creation by the severe shortage of trained manpower. As discussed in the project's Economic Analysis, Botswana's manpower shortage in all sectors is critical despite tremendous progress since independence. For example, in the central government, 461 senior and mid-level positions (or 18.5 percent of the mid- and senior-level cadre) were vacant during 1981. Of the positions which are occupied, 734 positions (or 36.1 percent of the mid- and senior level cadre) are filled by expatriates. Further, 50 percent of the Botswana who occupy positions at this level do not have sufficient training. The manpower situation in those target ministries and related institutions which affect the GOB's ability to direct programs impacting on employment creation reflects the national manpower shortage.

2. Project Objectives

The proposed project will increase the number of trained Batswana in skill areas related to employment generation. Project funds will be used to provide short and long-term training for Batswana in the Ministries of Agriculture, Education, Local Government and Lands, Commerce and Industry, the Unified Local Government Service, related institutions and the private sector. It is anticipated that the increased number of trained Batswana will improve the GOB's capacity to implement programs which create employment opportunities.

3. Outputs

a. Training

By the end of the seven year project, it is anticipated that the following training will have taken place:

(1) Administrative and management training

It is estimated that thirty six Batswana (or 108 years of training) from target ministries and the private sector will have been provided long-term administrative and management training in the US and third countries; 505 Batswana (or 1 190 person months of training) in the Unified Local Government Service, the private sector and target ministries will have received in-country training. Also, fifteen Batswana (thirty person months) will be provided US and third country short-term training in administration and management.

(2) Technical training

It is estimated that a minimum of 36 Batswana (or 108 person years of training) from target ministries and the private sector will have been provided long-term technical training in the US and third countries; 405 Batswana (or 810 person months of training) in the Unified Local Government Service, private sector and key ministries will have received in-country training in technical skills, and twenty two Batswana (or forty four person months) will have been provided US and third country technical training.

b. Technical Assistance

By the end of the seven year project the following technical assistance will have been provided:

(1) Long-term OPEX technical assistance

It is estimated that fifty-two person years of long-term OPEX technical assistance will have been provided to key ministries and related organizations. As discussed below this technical assistance will have been provided in support of the project's training objectives and priorities will have been carefully set based on selection criteria.

(2) Short-term OPEX technical assistance

It is estimated the forty eight person months of short-term OPEX technical assistance will have been provided to key ministries and related organizations. As in the case of long-term technical assistance, short-term technical assistance will have been provided in support of the project's training objectives and priorities for this assistance will have been set based on the selection criteria.

(3) Other long-term technical assistance

It is estimated that four person years of non-OPEX technical assistance will have been provided under the project. A training program specialist will have served in the office of the Director of Personnel to coordinate in-country training programs for key ministries.

PART II: BACKGROUND AND DETAILED DESCRIPTION

SECTION A: PROJECT BACKGROUND

1. Economic Profile

Botswana has enjoyed rapid and relatively steady economic growth during the past decade, due primarily to expansion in the mining sector (diamonds, copper-nickel and coal) and favorable export prices for the livestock sector. GDP was equivalent to only \$47 million at current prices in 1966, the year of Botswana's independence, but reached \$243 million in 1973/74 and \$333 million in 1977/78.

Since diamond production began at the Orapa mine in 1970, the mining sector's share at GDP has grown to over 30 percent, and it now accounts for 60 percent of exports and over 33 percent of government revenues.

The national herd of cattle more than doubled between 1966 and 1977. Under the Lomé Agreement, Botswana beef commands prices in the European Economic Community that are 25 - 30 percent above world market levels. At present, livestock accounts for only a slightly smaller share of GDP than mining and 70 percent of value added in the agricultural sector.

The consistent growth of Botswana's economy as a whole is reflected in the increases of GDP per capita from \$87 in 1965 to a current estimate of \$550. In distributional terms, however, this growth has been very uneven because the principle growth sectors, mining and livestock, provide returns to small segments of the population. In 1977, only 5 500 people held jobs in the domestic mining industry (nearly four times as many were employed in South African mines as migrant laborers), and agricultural survey data from rural Botswana in 1980 indicated that about five percent of households owned about half the national herd of cattle, while 28 percent owned no cattle at all and another 17 percent owned ten or less.

While urbanization is proceeding rapidly in Botswana, 85 percent of the population still resides in the ten rural districts. For the majority, whose livelihoods do not depend on mining incomes or the price of cattle, the upward trend of GDP has had little or no impact, aside from the rapid expansion of social services in both urban and rural areas. Thus, the majority of Botswana citizens have yet to participate in the benefits of economic development.

2. The Employment Problem

a. Magnitude of the problem

The stated objectives of Botswana's development policy are rapid economic growth, economic independence, sustained development and social justice. While considerable progress has been made toward attaining the first three of these objectives, social justice (a more equitable distribution of the benefits of this development) has not been achieved. As believed by both the GOB and USAID, the central problem in creating equitable development in Botswana, particularly for the rural majority, is the scarcity of opportunities for productive employment. The

magnitude of this problem was outlined in a 1978 report to the GOB which described access to productive work opportunities as 'desperately unequal' and estimated current unemployment and underemployment at over 100 000. The report has resulted in a comprehensive program during the Fifth National Development Plan (NDP V) period (1980-85) to create new jobs and increase incomes.¹

The nature and scope of the unemployment problem can be traced to a combination of policy decisions, economic conditions and ecological factors. While the potential for productive, income generating activities in the rural areas of Botswana is limited, opportunities do exist to broaden access for the thousands of rural households currently operating at or below subsistence levels. These opportunities hinge on increased productivity and higher returns in arable production, the development of new non-farm enterprises capable of employing people who are not directly engaged in agriculture, and the soundness of planning for sustainable and equitable utilization of land resources for both arable farming and private sector activities.

b. Causes of unemployment

(1) Structure of the livestock sector

At present, within the livestock sector, cattle tend to serve more as a means of savings and investment than as a source of income to their owners. As such, they are vulnerable to the cyclical drought conditions that characterize Botswana. The country's range resources are known to be seriously overstocked, especially in the densely populated, communally owned areas of Eastern Botswana. While no prolonged drought has occurred since 1961-65, the very fragile ecological environment coupled with high stocking rates and low offtake threatens the long-term viability of the livestock sector.

¹ Recent GOB estimates show that entrants into the labor force from schooling will be more than twice the number of modern sector openings (estimated at 9 500). To this gap must be added any returnees from South African mines. While modern sector employment has been growing at a very respectable rate (9 percent) in recent years, apparently more than doubling between 1972 and 1980 (from 41 to 84 thousand), it is unlikely that this sector will grow rapidly enough to absorb anticipated increases in the labor force.

The NDP V estimate of the magnitude of the future problem excludes consideration of the current levels of un- and underemployed, as well as any consideration of the absorption potential of traditional agricultural employment. Nevertheless, NDP V's perspective on the magnitude of the annual 1979-85 employment gap is also useful. The labor force will increase by 13 000 annually; there will be an annual loss of 1 000 to 4 000 jobs in South African mines resulting in a need to increase modern sector jobs by 16 000 to 17 000 per year. Offsetting this will be a formal sector increase of 6 700 jobs per year, plus 1 250 more domestic servants and 1 860 additional self-employed, mostly in non-registered small enterprises. This presents an annual modern sector deficit of 6 000 to 7 000 jobs.

Of equal importance is the uneven distribution of ownership which severely limits the potential of cattle to generate rural incomes. Agricultural survey data from rural Botswana in 1980 indicated that about 5 percent of households owned about half the national herd of cattle, while 28 percent owned no cattle at all, and another 17 percent owned ten or less. Many Batswana who own sizable herds have other sources of income (i.e., salaried employment in the civil service) and can therefore pursue a strategy of building up their herds by limiting offtake and minimizing expenses on herd management. Compared with arable farming, however, even minimal offtake rates from cattle herds offer much higher returns to Batswana farmers. The GOB Ministry of Agriculture estimates that at current prices and yield levels, a farmer can earn more from selling one ox than he can realize from growing four hectares of sorghum or nine hectares of maize, not taking into account the greater labor requirement for arable farming. ^{1/} For those Batswana who own cattle and are in a position to choose between further investment in livestock or in arable agriculture (i.e., purchase of additional inputs, expanded hectarage), the choice is obvious. While they rarely abandon crop farming altogether, the maintenance and growth of their herds naturally command most of their attention.

(2) The nature of arable agriculture

For the 60 percent of rural households owning few or no livestock, arable agriculture is of crucial importance. According to recent estimates, 87 percent of the 80 000 traditional farms have some arable cropland. In the 1979-80 cropping year, 82 percent planted one or more crops. Major food crops are sorghum and maize, with millet, beans and cowpeas and other pulses, sunflower and ground nuts being of lesser importance. Typically, traditional farms will have less than ten hectares of cropland, averaging about 4 - 5 hectares planted in crops in any one year. Recent data from the Rural Income Distribution Survey showed that more than 50% of rural households fell below the 'poverty datum line' (estimated at \$732 per household) and depend on casual employment, gathering and migrant labor earnings and remittances to supplement arable farming.

While crop production research has been ongoing in Botswana for several decades, grain and legume yields have remained stable at 150 - 220 kg per hectare and are among the world's lowest. Nevertheless, low yield levels suggest a major opportunity to increase output of food commodities thereby improving returns to productive resources. Agricultural productivity in neighboring countries and other areas with similar agro-climatic environments is typically several times that which is being achieved in Botswana, and no doubt technological change in Botswana's agricultural sector can achieve comparable productivity levels. Even experimental work in Botswana indicates that, with improved technology and farm management practices, large and significant yields are possible. Moreover, such increases can lead to production increases at the extensive margin as increased returns to cropping enterprises make crop production a more attractive opportunity to utilize underemployed rural labor resources.

^{1/} "The Structure of Traditional Agriculture in Botswana", Ministry of Agriculture

(3) Lack of non-farm employment opportunities

While constraints to arable agriculture can be reduced through improved research and extension programs, additional jobs created are likely to be modest. Specific opportunities must therefore be given to non-farm employment opportunities which are poorly developed at present. Both the GOB and USAID feel that activities in the non-farm sector have the potential to benefit the rural poor directly, while utilizing available resources in a sustainable fashion.

One focus of a non-farm employment program would be the potential for forward and backward linkages between small to medium scale rural industries and arable crop production. Scarcity of farm implements, such as plows and cultivators, in some arable lands areas suggest that there is a potential for input manufacture and supply geared to improved crop production. The processing of farm produce (i.e., grain milling and tanning of hides and skins) is another area of significant opportunity. Relevant labor intensive technologies exist for industrial development in both areas.

3. GOB Rural Development Strategy

Government policies toward rural development have evolved over the past decade from an initial concentration on social services and infrastructure to an emphasis on activities which impact on employment creation. As stated in the Five Year Plan,

this shift will be constrained by the calls on government resources of major strategic projects and by the government's relative inexperience with employment creation measures, which will at first tend to be experimental. As more experience is gained such measures will account for an increasing share of resources. This plan represents the beginning of a concerted employment creation strategy that will need to be strengthened, refined and expanded.

Consistent with the Plan's new emphasis, the GOB has increased resources committed to the Ministries of Agriculture, Commerce and Industry, Local Government and Lands and Education. It is these ministries whose roles are key in the implementation of an employment creation strategy.

a. Agriculture

In agriculture, emphasis is being placed on small producers and 'non-cattle' agriculture. During this planning period, emphasis is being placed on increasing small farmer access to inputs and technology through the Arable Lands Development Program (ALDEP) and through a significant increase in funds made available for agricultural research directed towards small farmers.¹ AID is directly assisting the GOB in these efforts through its support to ALDEP under the Rural Sector Grant and the recently approved Agricultural Technology Improvement Project.

¹ For further detail on ALDEP see the Botswana Agricultural Technology Project.

b. Commerce and Industry

As stated in the GOB Five Year Plan,

the Ministry of Commerce and Industry (MCI) has a key role in the employment strategy and has been generously treated in terms of financial and manpower guidelines. Its additional resources will be devoted to the promotion of productive activities rather than their regulation and control, and it will not limit its efforts to the modern sector or to the urban areas... the Government's main emphasis is on creating conditions in which private sector activity can thrive.

During this planning period MCI will increase its efforts in providing advisory services to both potential and existing entrepreneurs at all levels in both the rural and urban areas. Particular emphasis is being placed on technical, managerial and financial services to support rural enterprises through a cadre of Rural Industrial Officers (RIOs) posted in the districts.

AID is supporting these efforts through the rural industries component of the Rural Sector Grant Project.

c. Local Government and Lands

The Plan states that

an important role in the employment creation strategy will be played by local authorities; their strengthening and decentralization of policy making and implementation.....is critical from the point of view of employment creation.

AID has been involved in the strengthening of these local institutions through the land board training sub-project financed under the Rural Sector Grant Project.

d. Education

Finally, the government is continuing to emphasize improving the quality of and access to education to 'contribute to the balanced economic development of Botswana by seeking to satisfy requirements for all sectors, emphasizing particularly the needs of rural development and employment generation.' Emphasis is currently being placed on improving the quality of primary education, with secondary education improvement anticipated for the next planning period. AID is supporting the GOB in this effort through the Primary Education Improvement Project.

4. The Manpower Problem

a. National level

The GOB is hampered in its ability to direct programs which impact on employment creation due in part to the severe shortage of trained manpower. As discussed in the project's economic analysis, Botswana's manpower shortage in all sectors is critical despite tremendous progress made since independence. For example, at the central government 461 senior and mid-level positions (or 18.5 percent of the mid- and senior level cadre) were vacant during 1981. Of the positions which are occupied, 734 positions (or 36.1 percent of the mid- and senior level cadre) are filled by expatriates. Further, 50 percent of

the Batswana who occupy positions at this level do not have sufficient training.

b. Target ministries and the private sector

The manpower situation in those target ministries which affect the GOB's ability to direct programs impacting on employment creation reflects the national manpower shortage.

(1) Agriculture

In the Ministry of Agriculture, 50 senior and mid-level positions were vacant during 1981. Of the positions which are occupied, 122 positions (or 30 percent of the mid- and senior level cadre) are filled by expatriates. At current training levels, 622 positions in the Ministry as a whole will be vacant by 1985.

(2) Commerce and Industry

In the Ministry of Commerce and Industry, 44 senior and mid-level positions remained vacant during the 1981 period. Of the positions which are occupied, 47 positions (or 49.5 percent of the mid- and senior level cadre) are filled by expatriates. At current training levels, 213 positions for the Ministry as a whole will be vacant by 1985.

(3) Local Government and Lands

In the Ministry of Local Government and Lands, 40 senior and mid-level positions were vacant during 1981. Of the positions which are occupied, 71 positions (or 43.8 percent of the mid- and senior level cadre) are filled by expatriates. At current training levels 262 positions at the mid- and senior levels will be vacant by 1985. The Unified Local Government Service (ULGS) which is the 'state government' are of MLGL has 190 vacant positions at the senior level and 1 767 individuals in need of further training at the mid- and lower levels of government.

(4) Education

In the Ministry of Education, 57 senior and mid-level positions will remain vacant during the 1981-82 period. Of the positions which are occupied 70 positions (or 25% of the mid and senior level cadre) are filled by expatriates. At the current levels 359 positions at the mid and senior levels will be vacant by 1985.

(5) Private Sector

There are no figures regarding vacancy rates in the private sector. However, the large number of expatriates occupying positions is indicative of the need for more trained Batswana. In 1980, 58% of all managerial positions and 37% of technical positions were occupied by expatriates.

SECTION B: DETAILED PROJECT DESCRIPTION

1. Goal

The goal of this project is to generate employment opportunities for Batswana through work force training directed at the public and private sectors. The goal is an essential component of the GOB's Fifth National Development Plan and the Mission's Strategy as articulated in its Country Development Strategy Statement (CDSS). Both the USAID and GOB strategies are based on the assessment that although the country has been experiencing rapid economic growth, the impact of this growth has been uneven with little direct benefit flowing to the poor majority. The GOB initially addressed this problem by rapidly expanding social services in rural areas, but beginning in 1979 shifted its emphasis to the more difficult issue of creating employment opportunities and generating increased incomes. Programs directed toward the creation of employment opportunities are emerging as a result of initiatives taken at the village level, within the district planning process, and through national ministries.

However, the GOB has been severely hampered in its ability to implement these programs due in large part to the severe shortage of trained manpower at all levels in areas which impact directly and indirectly on employment creation. Thus, the project will address one of the key constraints to generating employment opportunities; namely, a critical lack of skilled manpower at all levels to serve private and public sector needs.

2. Purpose

The purpose of the proposed project is to increase the number of trained Batswana in skill areas related to employment generation. The project will provide short and long term in-country, US and third country training at all levels. It is anticipated that the increased number of trained Batswana will improve the GOB's capacity to implement programs which create employment opportunities, thereby contributing to the project goal.

3. Outputs

a. Training

By the end of the seven year project, it is anticipated that the following training will have taken place under the project:

(1) Administrative and Management Training

It is estimated that 36 Batswana (or 108 years of training) from target ministries and the private sector will have been provided long-term administrative and management training in the US and third countries. 595 Batswana (or 1 190 person months of training) in the Unified Local Government Service, the private sector and target ministries will have received in-country training. Also, 15 Batswana (or 30 person months) will be provided US and third country short-term training in administration and management.

(2) Technical Training

It is estimated that 36 Batswana (or 108 person years of training) from target ministries and the private sector will have been provided long-term technical training in the US and third countries, 405 Batswana (or 810 person months of training) in the Unified Local Government Service,

private sector and key ministries will have received in-country training in technical skills, and 22 Batswana (or 44 person months) will have been provided US and third country technical training.

b. Technical Assistance

By the end of the seven year project the following technical assistance will have been provided under the project:

(1) Long-term OPEX Technical Assistance

It is estimated that 52 person years of long-term OPEX technical assistance will have been provided to key ministries and related organizations. As discussed below this technical assistance will have been provided in support of the project's training objectives and priorities will have been carefully set based on selection criteria.

(2) Short-term OPEX Technical Assistance

It is estimated that 48 person months of short-term OPEX technical assistance will have been provided to key ministries and related organizations. As in the case of long-term technical assistance, short-term technical assistance will have been provided in support of the project's training objectives and priorities for this assistance will have been set based on the selection criteria.

(3) Other Long-term Technical Assistance

It is estimated that 4 person years of non-OPEX technical assistance will have been provided under the project. A training program specialist will have served in the office of the Director of Personnel to coordinate in-country training programs for key ministries.

4. Project Focus

In support of the project's objective to train manpower in areas which impact directly and indirectly on the GOB's ability to create employment opportunities, project-financed training will focus primarily on: (1) specific central government ministries and related institutions which support the objectives of those ministries; (2) the Unified Local Government Service; and (3) the private sector. Requests for all training except the scholarship fund will be coordinated through and approved by the Office of the Director of Personnel.

a. Central Government Ministries and Related Institutions

Central Government training under the project will focus on the Ministries of Commerce and Industry (MCI), Agriculture (MOA), Local Government and Lands (MLGL), Education and related institutions. MCI has been selected because its mandate to assist potential and existing entrepreneurs directly impacts on job creation. The MOA has been selected because most Batswana are engaged in agriculture at the subsistence level and one of the key objectives of that ministry is to increase farmer productivity and rural incomes. MLGL has been selected because the Ministry's objective of improved land use planning and management effects directly both agricultural productivity and non-farm employment opportunities. Education has been included because of the critical need to continue basic education so the manpower will be available for training at all levels.

Local institutions whose objectives relate to these key ministries will include, for example, the National Development Bank which is providing loans to small farmers and the Brigades which are training small scale entrepreneurs.

b. Unified Local Government Service (ULGS)

This is the local government arm of the MLGL and has been included as an area of focus because of the critical role it plays in land allocation and land use planning. The ability of local government to appropriately and equitably allocate land for income generating activities (agriculture and small industry) will have a significant medium term impact on the GOB's ability to increase rural incomes.

c. Private Sector

Because the potential for increasing employment opportunities through the public sector and agriculture is limited, the GOB has begun to focus on training for potential and existing entrepreneurs. Over the medium term, the private sector is seen as critical in increasing employment opportunities for Botswana.¹

5. Selection Criteria

As discussed in the Project Background, Botswana's shortage of trained manpower in all sectors and at all levels is acute. AID and GOB resources committed to this project will have only a minimal impact on the overall manpower constraint. Accordingly, USAID has elected to focus on several key ministries and related institutions where the impact of our assistance will relate directly or indirectly to employment generation. To further focus the project, and ensure that project financed training and technical assistance have the widest impact and meet project objectives, selection criteria have been developed for both OPEX long and short-term technical assistance and long and short-term participant training for the public and private sectors. These criteria follow.

<u>OPEX Criteria</u> ²	<u>Points</u>
1. Position to be filled contributes to overall objective of generating employment opportunities (if impact direct, no more than 40 points; if indirect no more than 30)	40

¹Since mid-1981 220 licenses have been received for small scale manufacturing and assembly. Virtually all of these proposed private-sector efforts will bring in South African raw materials or partially fabricated assemblies under the Customs Union duty-free arrangements and will sell to both the local market and export to Zimbabwe and Zambia. These factories will need both management and skilled workers from Botswana in order to succeed.

²Before criteria are applied, a counterpart must be identified for the position, the position must be in one of the selected ministries or related institutions, and it must be demonstrated that the position fits into the ministry's or organization's overall localization and training plan.

	<u>Points</u>
2. Position has a wide impact (transcends ministerial or interministerial lines)	30
3. Position suitable for providing short-term training courses within and/or outside assigned institution	15
4. Position complements past and ongoing AID programs in Agriculture, ULGS, MCI and Education	<u>15</u>
TOTAL	100

¹	
<u>Participant Criteria for Central Ministries ULGS and Related Institutions</u>	<u>Points</u>
1. Trainee is working or will work in an area which contributes to overall objective of generating employment opportunities (if impact direct, no more than 40 points; if indirect, no more than 30)	40
2. Training requested relates directly to scope of work of trainees existing or future position	30
3. Training will result in the replacement of an expatriate or is for a localized position	<u>30</u>
TOTAL	100

²	
<u>Long-and Short-term participant training criteria for the Private Sector Scholarship Fund</u>	
1. Trainee is working in a business which contributes to overall objectives of generating employment opportunities	40
2. Training requested relates directly to scope of work of trainees existing or future position.	40
3. Training could potentially result in the replacement of an expatriate	<u>20</u>
TOTAL	100

¹ Before criteria are applied, the position which will be occupied, upon return from training, must be identified, the individual must be in one of the selected ministries or related institutions, and it must be demonstrated that the training fits within the ministry's or organization's overall localization and training plan.

² As a prerequisite for considering training for private sector individuals, businesses must have no more than 200 employees.

The procedure for applying the selection criteria is discussed in detail in the project implementation section. In brief, for OPEX positions and participants for the public sector the Director of Personnel will provide the participating ministries and related institutions with the criteria and provide instructions in its application. When annual training and OPEX requests reach the Director of Personnel, the institutions will have applied the criteria, scored each request, and will provide a very brief explanation as to how each request was rated. Personnel will briefly review these requests to ensure that the criteria have been applied, eliminating those requests which do not fit within overall GOB training priorities. The requests will be forwarded to USAID who will, if necessary in certain cases, reapply the criteria then rank order the requests based on the total number of points. Requests will then be approved on a rank order basis until such time that all funds for that fiscal year have been committed.

For non-government and private sector training, a board will be established with representatives from the Botswana Employers Federation (BEF), the Directorate of Personnel, two private sector representatives, such as Partners for Productivity and the African Scholarship Committee, a representative from the Ministry of Finance and Home Affairs, USAID and other representatives as deemed appropriate. This board will apply the criteria and select 16 long-term participants over the project life and 65 short-term participants for training annually. USAID will have final approval of these candidates and will nominate the members to the Selection Board.

6. Project Activities

a. Administrative and Management Training

(1) Long-Term Training

Under this project activity, 36 Batswana will receive training in the fields of management and administration. Consistent with project objectives and the selection criteria, training will be provided principally to individuals whose jobs impact directly or indirectly on generating employment opportunities and whose training fits overall training plan objectives. The project provides for 108 person years of long-term administrative and management training, principally but not exclusively at the Masters level in areas such as business and public administration.

Long-term training under this project component will focus on middle level officers in target ministries (Agriculture, MLGL, Education and MCI) and related institutions at ULGS and in the private sector. As discussed above, the selection criteria will be applied for both private and public sector administrative and management training.

Most long-term training in administration and management will take place in the United States. In certain instances, when space is available in appropriate African institutions, training at these institutions will be considered.

(2) Short-Term Training

Under this component of the project, 610 Batswana will receive short-term training in the fields of management and administration. As in the case of long-term training this training will focus on central ministry personnel and related institutions, ULGS and the private sector. Additionally, short-term training may also be used to instruct ministry

personnel in providing training for their clients. For example, short-term training in small business management may be provided to the Rural Industrial Officer cadre in the Ministry of Commerce and Industry, but RIOs may also be taught how to teach small business practice to potential entrepreneurs in rural areas. Other courses to be provided under this project may include basic finance courses for small businessmen and business management courses for National Development Bank employees.

The identification of short-term training requirements within the central government ministries will be the responsibility of each of the four target ministries. Based on detailed manpower training requirement plans and the selection criteria, each ministry will identify priority training areas. As discussed below, the project will finance a training program coordinator who will assist ministries in identifying the training needs and in developing training courses.

To the maximum extent possible, local training institutions will be utilized to provide short-term training. US and third country training will only be utilized when there is no local capacity to provide such training and the number of individuals requiring the training would not be sufficient to justify the cost of setting up a course locally. A detailed analysis of local training institutions is included in the institutional analysis section of the PP. For general management and finance training, it is anticipated that the Institute of Development Management (IDM) will be a key training institution. Also, the Business Enterprise Development Unit of MCI may provide courses for existing and potential entrepreneurs. It is planned that 15 Batswana will receive overseas training in administration and management.

b. Technical Training

(1) Long-Term Training

Under this project activity, 36 Batswana will receive long-term training at the vocational school, Bachelors and Masters level in technical fields such as Agronomy, Statistics, Computer Programming, Construction Engineering and Water Resource Management. As in the case of management training, training slots will be selected based on the private and public sector's selection criteria with priority given to those individuals whose jobs impact on the generation of employment opportunities.

Long-term training under this project component will be directed at individuals needing specific technical training which relates directly to job responsibilities.

Most long-term technical training will take place in the United States, although appropriate African institutions will be considered when space is available.

(2) Short-Term Training

Under this component of the project 405 Batswana will receive in-country short-term training in areas such as basic construction techniques, agricultural practices, tanning, carpentry and brickmaking. Additionally, 22 Batswana will receive US and third country training in skill areas where there is no capacity for local training.

As in the case of administrative and management training, identification of short-term training requirements will be the responsibility of participating ministries.

Local training institutions¹ will be utilized to the maximum extent possible for in-country technical training. Institutions such as the Rural Industries Innovation Center (RIIC) will be used for courses in tannery and carpentry, the Brigades for courses in brickmaking and the Polytechnic for short courses in construction engineering.

c. Other Training

(1) Trust Fund

In 1980 under the SAMDP I Project, the GOB and USAID concluded a placement and logistic support agreement for participants (popularly called the Trust Fund). This agreement provided that the GOB fund the first \$12,000 per year of US academic training for up to 20 new participants, with AID funding additional costs over \$12,000. Under the proposed project, the GOB will finance all the costs for trust fund participants. The project, under the placement and OPEX contract, will make appropriate placements of these students. Since all training is GOB financed, the selection criteria will not apply to these participants.

(2) Participants still out on training

The project will finance the costs of incrementally funded participants still out on training under the SAMDP I Project. Funds for 67 person years of training have been made available for this purpose. Under the proposed project, all participants will be fully funded.

d. Technical Assistance

(1) Long-Term OPEX

While Batswana counterparts are undergoing training, the project will provide 52 person years of OPEX officers to temporarily fill those GOB positions left vacant. In order to ensure that OPEX officers fill crucial positions the selection criteria will be applied when requests from the target ministry to the Directorate of Personnel are made. Under the proposed project, it will be required that OPEX requests will be supplied in those areas which will have the greatest spread effects. Additionally, it will be required that OPEX officers not only provide training to counterparts but also teach courses at local institutions which are actively involved in training both public and private sector Batswana.

¹ For a discussion of local training institutions see institutional analysis.

(2) Short-Term OPEX

This project activity will provide 48 person months of short-term technical assistance. The majority of this assistance will be to assist in the development of in-country training courses in specific areas, to 'train trainers' and, in some instances, to actually teach in-country training courses.

(3) Other Long-Term Technical Assistance

The project will finance a training program specialist for four years under a personal services contract. This individual, who will be working in the Office of the Director of Personnel, will work with the four target ministries, related institutions and private sector in establishing new and coordinating existing in-country training programs. He/she will assist the target ministries in establishing training priorities and will ensure that sponsored training courses are consistent with both ministerial and project objectives. Further, he/she will be instrumental in assisting ministries request short-term OPEXers to design and/or teach in-country training courses.

The project will also finance a training curriculum specialist for three years under an OPEX arrangement. This individual will be placed at the Institute of Development Management and will design training programs for key ministries, related institutions and the private sector.¹

7. Project Inputs

To finance the activities described above, \$19 354 000 is required, of which AID will contribute \$14 558 000 (75 percent of project costs) and the GOB will finance \$4 796 000 (25 percent of the project costs).

a. AID Financial Inputs

- (1) Technical Assistance (\$3 560 000). AID will finance 36 person years of long-term OPEX technical assistance, 4 person years of a training program specialist, and 48 person months of short-term technical assistance.
- (2) Technical Support (\$1 800 000). AID will finance contract costs for OPEX recruitment and backstopping.
- (3) Commodities (\$100 000). AID will finance some teaching materials for in-country training.
- (4) Participant training (\$7 021 000). AID will finance 216 person years long-term training for the public and private sector in the US and third countries, 2000 person months of short-term in country training for the public and private sector, and 74 person months of short-term US and third country training for the public and private sector. \$ 1 345 000 of participant training funds will finance 67.25 person years of training for incrementally financed participants under the SAMDP I Project.

¹/ Job descriptions for these individuals are included in Annex IV-C and IV-D.

(5) Participant support (\$400 000). AID will finance costs associated with placement and backstopping of short and long-term participants in third countries. This includes the placement of trust fund participants.

(6) Inflation (\$1 677 000). A ten percent compounded inflation factor has been added to AID project costs.

b. GOB financed inputs

(1) Technical Assistance (\$576 000). The GOB is financing the salaries of counterparts for OPEX officers.

(2) Technician Support (\$869 000). The GOB is financing the base salary for OPEX technicians, housing costs and utilities, and office supplies.

(3) Commodities (\$200 000). The GOB is financing teaching materials for in-country training.

(4) Participant training (\$1 491 000). The GOB is financing the salaries of participants on short- and long-term training.

(5) The GOB will conduct an assessment of educational facility needs prior to the project's first evaluation. Based upon the conclusions of the survey the GOB will finance approximately \$620,000 of construction work at the institutions which require additional facilities.

(6) Inflation (\$668 000). A ten percent compounded inflation factor has been added to GOB project costs.

(7) Contingency (\$872 000). A ten percent contingency factor has been added for construction.

PART III: PROJECT ANALYSES

SECTION A: ECONOMIC ANALYSIS

1. Introduction

a. Selection of appropriate type of analysis

Essentially there are three analytical tools which might be employed to analyse the economic impact of a development project. They are cost-benefit analysis, cost-effectiveness analysis and least-cost analysis. The first two of these assume that the benefits, as well as costs can be quantified either in monetary terms for cost-benefit analysis or some measurable quantity for cost-effectiveness analysis. For example, in a deep water port project it is possible to assess the values of the inputs that go into its construction and operation and relate these to the economic benefits anticipated over the life of the port. On the other hand, most training projects do not lend themselves easily to this kind of analysis.

In order to handle situations in which benefits and costs are not easily quantified, economists employ cost-effectiveness analysis in which the benefits, while not measurable in explicit quantitative terms, at least can demonstrate increases in such indicators as academic performance, lower repetition or high enrollment. Cost-effectiveness analysis compares the marginal cost associated with a unit increase in the expected per unit gain in benefit or the highest gain in benefit relative to a one unit increase in cost.

The least-cost approach is a spin-off from cost-effectiveness analysis. The main difference is that in least-cost analysis the benefits may be qualitative or impossible to quantify. Even though the benefits may not be quantified in any meaningful sense, it is assumed that to achieve an objective or purpose for which the investment is being made there are a number of alternatives from which one can choose. The problem is to select the one which has the lowest cost. Thus, there must exist options which give equally acceptable outcomes to which the investor, beneficiary, etc, are indifferent. Otherwise, if there is only one possible or preferred option, least-cost analysis hardly makes any sense.

In the case of the Botswana Workforce and Skills Training Project it is not possible to do either a cost-effectiveness analysis or a cost-benefit analysis. There are two basic problems which prevent using either of these techniques.

First, there is a problem of quantifying benefits. The project's primary objective is to improve the internal efficiency of government ministries and private sector organizations. This is accomplished by training Botswana through the provision of training both in Botswana and overseas as well as through the provision of selected OPEX personnel who will provide necessary expertise while Botswana are receiving training. While ultimately it is expected that these improvements will be reflected in economically more productive employees it is virtually impossible to assign quantitative values to these long-run expected gains. Furthermore, while the available evidence suggests a direct relationship between better trained employees and increased government and private sector efficiency, there is no way a priori to identify how these are affected by various investment patterns in long- and short-term training, both inside and out of Botswana and/or OPEX utilization.

Second, there is a problem of specifying benefits and costs. In order to compare benefits and costs, it is necessary to be able to identify them. This would on the surface seem easy enough. However, it is extremely difficult for a training/OPEX project. For example, short-run benefits from the project may be reflected in improvements in the internal efficiency of various government ministries due to the placement of an OPEXer in a ministry position. In the long-run, gains in efficiency will result from the placement of better trained Batswana in government and the private sector. Since civil servants do not produce marketable goods it is extremely difficult to place a value on an individual's contribution to the increased efficiency of the government. Ultimately both the gains from long- and short-term training will result in employees who are better able to efficiently perform social, political and economic roles within the society. Identifying the causal chain between any single investment in training and any ultimate benefit and attributing it to a specific intervention in an individual's training is extremely complex and virtually impossible.

2. Design Features which Minimize Cost, Increase Economic Efficiency and Provide Flexibility

To simplify this discussion, the project components are treated separately. However, this distinction is not easily made since the various project elements are well integrated and linked.

a. OPEX Assistance

The most expensive element of this project is the provision of short- and long-term OPEX assistance. Recognizing this, OPEX assistance will be kept to a minimum in this project and levels will be significantly less than under previous projects. However, the following economic efficiency arguments can be made to support a small OPEX program.

OPEXers are provided only in very limited numbers and only to fill key jobs. In most cases a Mofswana is sent for training so that the position will be filled by a properly trained national in the future. An OPEXer is required because it is deemed that the position is so important to government efficiency that no Mofswana would be allowed to go off for training for that position without an OPEX replacement. Because this level of importance is placed on the job, the OPEX system leads to the more rapid localization of the positions which the GOB determines to be of the highest priority. The selection criteria for OPEXers detailed in Section II.B of the paper set the parameters under which the OPEX positions will be allocated and assure that OPEX positions will only be used for the highest priority positions, that OPEXers will have the maximum spread effect across ministries and that they will be weighted in favor of income producing activities.

OPEXers contribute to a sustained and improved level of organizational efficiency in the government departments in which they serve and thus enhance the GOB's capability to direct and administer development programs. The evaluation of the previous Botswana training programs argues that 'the project provides more than the maintenance of high level efficiency in government, that it substantially improves the operational efficiency of most offices in which OPEX technicians are working.' The evaluation further states that,

in many instances the OPEX contribution is such that efficient systems will be developed which have only to be maintained by subsequent local staff. Clearly this increases the chances for long-term development as the ability of counterparts grows, not only in terms of maintaining improvements, but of planning for even further improvements.

Thus, the evaluation gives credence to the view that OPEXers do in fact enhance government efficiency.

A similar argument can be made for expatriate assistance in general. Without the use of expatriates to partially relieve the severe manpower constraints under which Botswana's development is forced to operate, it is unlikely that either the public or private sectors of the economy would have been able to grow as rapidly as they have in the past. Possibly the best evidence of this is the mineral sector which still in 1980 employed 56 percent expatriate professional/technical staff and 87 percent expatriate managerial staff. In 1979/80, mining accounted for 33 percent GDP and 44 percent of gross capital formation.

The OPEX concept is a very efficient mechanism of technology transfer which allows the GOB the flexibility of determining its highest priority technical assistance needs with the concurrent ability to fill these needs quickly. In many ways each OPEX technician is a mini-project, yet all OPEX technicians are recruited and managed under only one contract. The OPEX system is capable of achieving significant development objectives over a relatively short time frame and thus provides the GOB and USAID a great deal of flexibility in meeting development needs. The selected OPEX assistance is tailored to the specific identified needs of the government. Additionally, the very fact that technical assistance is not too concentrated in an OPEX arrangement forces the government to assume more responsibility for the outcome of development, and it creates a situation where long-term institutional development can occur, especially since OPEX assistance is bolstered by participant training.

This project will maximize the use of OPEXers' skills by requiring that every OPEXer be available to provide in-country training as appropriate. OPEX technicians are in a position to provide on-the-job training to colleagues in the units which they work at no additional cost to the project.

The costs of the OPEX component can be significantly reduced if AID is willing to tackle the issues presented it by the new US tax laws which affect the take home pay of OPEXers and will force AID, if it wishes to be a cost-effective organization, to examine the salary structure offered under the OPEX contract and to decrease future salary offers so that they provide realistic and not exorbitant take home pay levels. The 10 percent overseas recruitment incentive should clearly be dropped, particularly given the current surplus job market in the US.

b. Overseas Training

The second most expensive element of this project is the overseas training, both short- and long-term. The following justifications are given for providing this kind of assistance.

Long-term overseas training will provide the human resources needed to replace expensive expatriates. Replacement of expatriates by Batswana will result in considerable long-run cost savings both to the GOB and donor organizations that finance expatriate personnel. Expatriate advisors require home leave, education allowances and other prerequisites not applicable to Batswana. It goes with saying that qualified nationals know Botswana and its problems better than expatriates ever will and are in the long run far more effective in critical positions than expatriates. From the point of view of opportunity costs of donor funds, funds freed up from the cost of supplying expatriates may be made available to the GOB for use in other development activities.

Past AID training programs in Botswana have proven that the Batswana are a good training risk. Past participants who have returned to Botswana have fulfilled their service obligation. There has been no 'brain drain' problem associated with the Botswana training program. Equally significant, 93 percent of the academic participants received either A or B average grades.

The selection criteria for participants presented in Section II.B will assure the maximum utilization of participant skills. Sponsoring ministries will be required to submit in writing a statement outlining the purpose of any training, and how that training will be used by the ministry when the participant returns. This requirement will force the ministries to be very selective in training, and it will assure that the training will be applicable to the participant's job.

In order to increase the number of participants who can go overseas for training, this project will expand its focus to include more two year technical training than has been the case in past projects.

c. In-country training

The most cost effective element of this project is the in-country training program. This type of training will be utilized whenever appropriate without sacrificing quality of training.

In-country training is significantly less expensive than overseas training. Long term training in the US is budgeted at \$20 000 per year while in-country training will average \$500 per month. It is proposed that at least 1000 Batswana will receive in-country training under this project.

In-country training effort will take advantage of existing training facilities and will thus increase the utilization rates of these facilities. This approach will also increase the impact of other donor assistance as most existing training institutes were developed with donor funds.

The teaching of courses in-country will decrease the amount of time an employee is absent from his or her job. The setting of these institutes

is familiar to Batswana which leads to fewer disruptions in the trainee's lifestyle, i e, absence from family and cultural adjustments in the US.

In many cases it is easier for employees to learn about training opportunities locally than it is to learn about overseas training. Ministries and departments can more easily set up totally integrated training programs when they utilize local training facilities where they can keep abreast of course performance. (See, for example, the training plan for financial managers for the National Development Bank in Section III.B).

The placement of a training coordinator at the Director of Personnel will assure that there will not be duplication of in-country training efforts.

d. Private sector focus

The inclusion of scholarships for the private sector to be administered by the Botswana Employers Federation should have a positive effect on the efficient use of training funds. For the first time, all funds will not be allocated to the government, and the government will be aware that it must compete with the private sector for candidates and funds. This should encourage the government to more seriously address the needs of the private sector.

In many cases, the public sector training will be of direct benefit to the private sector. For example, Rural Industrial Officers will be trained to train potential entrepreneurs, the BAS trains retailers and SEDU trains small and mid-level entrepreneurs in technical and managerial skills as well as in business start-up methodologies.

e. Research

A research effort conceived for this project and funded by CIDA (Canadian International Development Agency) will explore ways to increase the efficiency of teaching in local training institutes, particularly IDM. The research will explore Batswana attitudes towards money, savings, credit, investment and other money-related topics to determine the cultural accuracy of topics being taught at institutes such as IDM. IDM, for example, uses texts which assume that a typical Western attitude towards money is held by the readers. If the Batswana do not view money matter in the same frame of reference as the Western text, a large portion of the teaching exercise may not be understood. The payoff from this research could be enormous if it were to increase the efficiency of teaching at the local institutes by even 10 percent.

f. Trust Fund

USAID will assist the GOB in the administration of a Trust Fund for students, a program under which the GOB will provide all the costs of training plus transportation for students studying for Bachelors degrees. All students are sponsored by the Ministry of Education since they are continuing their education without having served in the government, but all students are bonded and will become government employees upon graduation. Under the proposed project USAID will help by placing twenty students a year and will provide core-contract funding only.

SECTION B: TECHNICAL ANALYSIS
 Training Needs of Target Areas

1. Introduction

The analysis of the supply and demand of skilled Batswana for the group 'A' level positions in government, the parastatal and the private sector included in Annex IA to the PP has made a persuasive case for training assistance in a macro sense. A micro analysis of the training needs in each of the target areas of focus follows.

The four target ministries (Agriculture, Local Government and Lands Education and Commerce and Industry) are at differing stages in the development of training programs. The Ministry of Agriculture has a training plan for the entire ministry. The Ministry of Local Government and Lands has a training plan for Unified Local Government Service, and a training plan for Land Boards has identified training priorities for many central government personnel and is currently developing a training plan. The Ministry of Commerce and Industry and the Ministry of Education do not have a training plan but have developed a set of training priorities. As a covenant, the project will require that training plans be finalized for all participating ministries and related institutions during the first eighteen months of project implementation.

2. Ministry of Agriculture

The MOA has recently completed a rather sophisticated analysis of its training needs which it has published as a five year Training Plan, 1980-1985. The document is in many ways a testimonial to past assistance as it was completed by USAID's PASA Training Advisor to the Ministry of Agriculture. The results and recommendations of this study are cited at length.

The MOA training plan was limited to examining the training required by 'A' level personnel (i e, training at diploma/degree level) working in the six major departments/divisions within the Ministry. These are (1) the Division of Planning and Statistics, (2) the Department of Animal Health, (3) the Department of Agricultural Field Services, (4) the Department of Agricultural Research, (5) the Department of Cooperative Development, and (6) the Botswana Agricultural College. The major findings of, and suggestions/recommendations resulting from, this study are summarized below.

(1) Major findings

a. Present manpower requirements within the Ministry. At present the Ministry of Agriculture has a recognized personnel ceiling of 1 354. An additional seventeen personnel are either seconded from other ministries, hold supernumerary positions not carried on ministry rolls or are volunteers holding line positions (and again are not carried on Ministry rolls).

b. Present localization efforts. Of the Ministry's 458 Group 'A' seconded or advisor/expert positions, which fall under the six departments/divisions analyzed, 399 are filled. Expatriates fill 146 of these positions. Thus, the present localization rate, based on filled positions only, stands at 66 percent which is a fair localization rate. See Table 1.

However, this picture becomes more bleak when only the top professional posts are examined. In this case, only 38 percent of the filled posts are held by locals (see Table 2). The lowest rates of localization, in this latter case, occur in the Department of Animal Health, with a 16 percent rate, and the Department of Research, with a 23 percent rate. The other four departments/divisions have upper position localization rates ranging from 47 to 62 percent.

c. Present long-term training efforts. Present plans call for 212 MOA personnel to receive and complete long-term training (i.e., training at the diploma level or higher) from 1980 through 1985 (see Table 3 and Table 4). However, to date, only 115 of these planned trainees have been guaranteed funding. In addition, by 1983 Botswana Agricultural College will be graduating thirty diploma students per year, fifteen in Agriculture and fifteen in Animal Health. Thus, assuming no attrition, by 1985 the Ministry can be sure of having 205 additional trained Botswana available. Of this total, 150 will have training at the diploma level. The remainder will have training at the BA/BS degree level or higher.

d. Projected Ministry of Agriculture trained manpower requirements by 1985. It is projected that a total of 1 669 ceilinged positions will be required by the Ministry of Agriculture in 1985, excluding the headquarters section and most secretarial posts (see Table 5). Of this total, 606 positions will require training at the diploma (or greater) level (see Table 6).

e. Present trained manpower availability. At present, a total of 240 people employed within the six major ministry departments/divisions have training (or equivalent experience) at the diploma or higher levels. Of this total, only 46 people have training at the BA/BS degree level or higher (see Table 7).

f. 1980-1985 Training requirements. If the goal of the Ministry is to completely localize all Group 'A' positions by 1985, funding must be obtained for training personnel for a total of 312 degrees: 210 diplomas, 136 BA/BS degrees, 38 MS degrees, 15 DVMS and three PhDs (see Table 8). (These requirements include 'multiple counts' in some instances. For example, if a division position requires an MS level of training, and a person with a diploma must be sent for training, the training requirements include both a BS and an MS degree as part of the total.) A complete summary of these training requirements has been prepared for each department, by training level and major area of study (see Table 9).

(2) Recommendations of the Training Needs Study

In setting up the training priorities and recommendations which resulted from this study, four criteria were considered. These were:

- a. The amount of training required by department/division;
- b. The level of training required (i.e., diploma vs BA/BS vs more advanced degree levels);
- c. The degree of difficulty of the training required (i.e., a BS in Agricultural Education versus one in Agricultural Engineering); and
- d. The importance of the training when compared to the overall Group 'A' structure of the division/department being examined.

Based on these criteria, the following training priorities and recommendations were made:

- a. Training programs for both the Research and Animal Health Departments should receive the highest priority within the Ministry. The training programs for the remaining departments/divisions should be established in the following order of priority: (1) Department of Cooperative Development, (2) Division of Planning and Statistics and the Department of Agricultural Field Services, and (3) Botswana Agricultural College.
- b. An immediate effort should be made to identify potential trainees within the MOA. Once these people are identified their names and a judgement of their potential should be placed in a common pool and all departments can draw from this pool for trainees.
- c. Negotiations should be begun with the Ministry of Education in an effort to obtain some commitment for the provision of a limited number of 'above average' about-to-graduate certificate students who can be hired by the MOA. After one year's work within the Ministry these people should be sent directly for a BS degree in appropriate majors (especially in the agricultural sciences).
- d. Students who are already in training at the diploma or BS level and have shown considerable potential should be allowed to proceed directly for their next degree.
- d. Finally, the two year work requirement between degrees should be shortened to one year during the next five years.

The training plan prepared by the MOA is very thorough and very well done. As the MOA is one of USAID's priority areas, we will work closely with the MOA training advisor and, using the analysis presented in the training plan, USAID will allocate BWAST training funds to the MOA priority areas.

3. National Development Bank

The National Development Bank (NDB) falls easily within the agricultural area of focus by virtue of the fact that it is responsible for all the ALDEP loans (the Arable Lands Development Program which is partially AID funded).

The NDB has a full time training officer (funded by OSAS) who has developed a detailed training plan for the Bank's financial officers. Training of the financial cadre is considered the Bank's first priority. The plan is detailed below to illustrate the quality of the plan; a similar plan is being developed for the agricultural credit officers.

The Bank's analysis of the training needs of its financial officers begins with the development of industrial staff profile records for each employee which details academic qualifications, years of service in the Bank, previous job related training, present job duties, etc. An assessment of each employee's abilities has been made using this profile of the staff. A training program has been developed which is composed of 'in-house' instruction designed and delivered by the Bank's training officer, a three part financial course taught at IDM which will take

one to three years depending upon the individual and correspondence course work leading to the Association of Accounting Technicians (AAT) professional qualification.

The progress is designed in a modular form such that employees are continuously evaluated as they progress. Once an officer appears to have reached his/her capacity, training will cease and he/she will be placed in a appropriate position in the bank.

The program as outlined has several advantages: (a) the practical 'in-house' training will be supported and complemented by external courses at IDM, (b) the training cell modular form offers distinct training stages so that individual competency limitations do not preclude any one from receiving at least some element of training, (c) the failure to graduate from one training cell to another would reveal the point where further external training would be of no real benefit to either the individual or the Bank, (d) IDM courses are of three week duration and thus lost working hours to the Bank are kept to a minimum, (e) the IDM courses by the nature of their short duration expose individuals to intense work study under expert tutorship which enables assessments to be made of an individual's ability to cope with such stressful situations, (f) the Bank's attention to this program will allow for on-the-job applications of techniques learned in the courses, and (g) because the training plan is well developed, both the employee and the Bank will know where they are going; the employee will know what his/her future holds in the way of training and future job potential and the Bank will know what sort of qualifications its employees will be expected to acquire over time. An additional advantage of this training program is its least-cost approach, all training is carried out locally, and they are using existing IDM courses so there are no curriculum development costs.

A detailed syllabus has already been developed for the in-house training. A similar effort is currently underway to develop the training plan for the agricultural credit officers. A copy of the financial division training program is available for examination.

4. Ministry of Local Government and Lands: Unified Local Government Service

Because of the nature of the Unified Local Government Service, which is technically a separate establishment from the Botswana public service, ULGS must be treated separately from the central government employees in the MLGL. The training needs for the Ministry itself will be addressed in the next section.

The Unified Local Government Service is an extremely large segment of the public service as a whole in Botswana. It is composed of the staff of the nine district councils, the five town councils and the fourteen land boards of the country. Unified Local Government Service was created in 1973 in an effort to consolidate local government, to try to bring some standardization of qualifications and service, and to improve efficiency. ULGS is directly involved in rural development efforts and as such is a high priority government department.

In 1981 the MLGL commissioned what has come to be known as the Picard Report: 'A Study of the Manpower and Training Needs of the Unified

Local Government Service, 1982-1992. Picard was an OPEX appointment under SAMDP. The Report has been well received both with the government and within councils and land boards, and the Ministry of Local Government and Lands has prepared a Cabinet Memo which, when approved, will give the Ministry of Local Government and Lands the authority to implement the recommendations made in the Picard Report as well as the authority to seek donor funds to assist with the report's implementation.

The ULGS is currently reviewing personnel files of its more than 3 000 employees, detailing the individual training needs of those employees identified by Picard as needing training, developing training programs for those overdue for promotion, freezing increments on others who lack the requisite skills for their current positions and in general, getting personnel grades in line with the system presented in the Picard Report. Because the training effort in ULGS is so great, the MLGS has identified its priority needs as manpower planning, curriculum development and technical assistance to help the Ministry and ULGS begin to implement the Picard Report's recommendations.

The Ministry of Local Government and Lands and ULGS have indicated the following priorities for training: (1) training of the administrative and finance cadres of the ULGS at the 'A' level, (2) developing a training program for the 'B' level employees of councils and land boards, (3) training to fill vacancies in the technical and professional posts of ULGS (there were 385 vacancies in February 1982), (4) training to replace the close to 100 expatriates in ULGS, (5) the upgrading of those ULGS employees who currently occupy 'A' level administrative, financial and technical posts, (6) administrative and technical training for land boards and sub-land boards, and (7) training of trainers for those who will be undertaking in-service training through the mobile training team and seminars and conferences within the MLGL.

The bulk of the ULGS training will be undertaken locally using such institutions as IDM, BIAC and the Polytechnic. However, some overseas training at the diploma and degree level will be required at least until a local diploma level program in local administration can be developed. In addition some highly specialized technical training would be required overseas.

The IDM is already coordinating closely with ULGS and will likely be the lead institution in ULGS training. As such IDM is in the process of developing methodologies to implement facets of the ULGS training plan. In addition the Ministry of Local Government and Lands is continuing to develop the programs initiated in the Higgins Report on Land Board Training.

A summary of the major findings of the Picard Report follows. It very clearly outlines the depth of the manpower problems which the ULGS face.

The manpower situation within the Unified Local Government Service is so serious that it verges on being catastrophic in the next few years. The rapid growth of ULGS has resulted in the development of a backlog of existing employees at all levels who have not had the requisite training called for in the ULGS draft schemes of service. There are at present 344

employees in the 'A' category (Senior positions at LGA 1-3 and equivalent) who need training. At the 'B' level (middle and lower level positions, at LGA 4-6 and equivalent) 1118 existing employees need training. In 1980 among senior employees ('A' level) there were 190 vacancies, at the lower and middle level ('B' level), there were 115 vacancies. With a total of 1462 people unqualified and 305 vacancies, there is a total training problem of 1767 out of a 1980 establishment of 2640. (See Table 10).

A careful analysis of the programmes that local authorities are committed to in NDP V and the remainder of the decade indicates that the continued growth in development activities has serious manpower implications for the Unified Local Government Service. The total establishment, if carefully controlled, is likely to grow from close to 2700 employees in 1980 to 5007 by 1990 (an average of 9% a year). It must be stressed that the projections made were based on very conservative growth figures. There are likely to be 2150 new posts created, 1048 resignations and dismissals and 373 retirements. These figures, with the backing of existing employees to be trained and the 1981-82 vacancies, indicate that Unified Local Government Service will need 1554 people in senior administrative positions ('A' positions) by the end of the decade and there will be a need for 4095 trained officers in the 'B' category (middle and lower level positions). This suggests a total training need of 5649 by 1992.

Looking at the breakdown of manpower and training needs, cadre by cadre, the total number to be trained for the secretariat is 711. The treasury department will require 892 trained people. In the technical cadres, ULGS will require 1238 trained; on the social services side (social and community development, health, etc.,) 2321 people will need to be trained by the end of the decade. Finally, looking at other departments (Housing, Education, Land Board), 295 will be needed.

In order to train those in the Unified Local Government Service; the Picard Report suggested that the existing draft schemes of service be followed, with modifications for the senior 'A' posts. Assuming that ULGS will not get significant numbers of graduates in the next decade, the following training schedule was recommended: at the 'B' level (LGA 4-6 and the equivalent), each employee who progresses from LGA 6 to LGA 4 should have a total of five months of training in basic supervision and management and in the skills which directly relate to his/her job. At the 'A' level (the equivalent of LGA 3-1), a twenty month training schedule was recommended. After the five month 'B' level training, each candidate for promotion to the 'A' level would enter a fifteen week certificate course in Local Administration, Finance or Personnel Administration. This course would introduce employees to the principles of higher level management and would function as a screen to determine whether or not the candidate has the capacity to proceed to the diploma level. For those who successfully complete the certificate course, a nine to twelve month diploma programme would follow. For the technical and health cadres, a similar programme emphasizing technical skills complemented by supervision and management training, is suggested at both the 'A' and 'B' level.

If non-technical training is to occur through existing training institutions, it was strongly suggested that 'contractual' relationships be negotiated with each of the three 'core' institutions, the Botswana Institute of Administration and Commerce (BIAC), the Institute of Development Management (IDM) and the Botswana Agricultural College (BAC).

It is estimated that, using current 1982 costs, it is likely to cost in the neighborhood of Pula 15 million (U S \$ 17 million) to train the existing training backlog of employees in the Unified Local Government Service.

Capitalized operational costs, capital expenditures and topping up costs for each of the core institutions have been projected. The following total costs are likely during the period 1982-1986: Botswana Institute of Administration and Commerce, Pula 10,211,500; Institute of Development Management, Pula 7,143,500; Botswana Agricultural College, Pula 2,036,160; Botswana Polytechnic Institute, Pula 11,335,000 and the National Health Institute Pula 16,358,160. Smaller amounts are projected for a number of other institutes in Botswana and for scholarships to training institutions overseas.

The Local Government Structure Commission has suggested that Tribal Administration should be included in the Unified Local Government Service. If this is done and assuming virtually no growth in the establishment of tribal administration over the course of the decade, the total number to be trained will be an additional 1355 people. The cost involved will be an additional Pula 3,261,010. Capital costs for this additional training are likely to be close to Pula 267,000 for the decade.

The Picard Report provided the Ministry of Local Government and Lands with a detailed set of projections as to the effect of ULGS growth upon training needs for the period 1982-1992. Tables 11 and 12 provide a detailed breakdown of these projections. Table 11 provides a cadre by cadre breakdown of the evolution of ULGS while Table 12 provides the aggregate statistics for the period. As Table 12 indicates, ULGS, by very conservative estimate will have to train close to 6 000 people by the year 1992.

Picard also projected the impact that training would have on loss of manpower within ULGS. (Table 13). As Table 13 indicates the mounting of a sustained training program for councils and land boards will have a devastating effect upon the staffing situation in local authorities. As Table 4 indicates the mounting of a training program of the magnitude suggested in the Picard report will result in the loss of 1566 man years over the period. Of these only about a third, 626 man years can possibly be replaced by either secondment from central government or from overseas staffing sources. In the process of development of the ULGS training program Picard made a number of recommendations which were structural and organizational in nature and which Picard felt were essential to the successful implementation of a training program for local institutions. These recommendations are summarized as Annex II-B. These recommendations should be seen as an essential prerequisite of the mounting of a sustained training program in ULGS.

5. Ministry of Local Government and Lands (Central Government)

Unlike the Unified Local Government Service, the Ministry of Local Government and Lands does not have a clearly laid out training program for those members of the ministry who fall under the central government public service. Nonetheless a number of priority areas for the ministry have been identified and MLGL is developing a training program for central government staff. The Ministry of Local Government and Lands continues to have a number of expatriates in established positions within the Ministry. According to the 1981 localisation report there were nineteen posts in the ministry proper

which were held by expatriates. The planning unit in the Ministry is still almost completely expatriate as are key positions in finance, the land division, applied research and professional positions. The District Administration continued to have 17 expatriates in established positions in 1981 primarily in positions of District Officer (Development) and District Officer (Lands).

With regard to departments of the Ministry, the Department of Local Government Audit had 4 positions in 1981, the Department of Surveys and Lands had 19 expatriates, the Department of Town and Regional Planning had 16 and the Department of Unified Local Government Service (central government employees) had 4 positions. Thus there were a total of 79 expatriates in all divisions and departments (excluding councils and land boards) in during the 1981 fiscal year.

The Ministry has a major priority in the filling of those positions now held by expatriates as soon as local qualified staff are available. Unlike the situation in the Unified Local Government Service much of the training required to fill these positions is of such a specialized nature that it will have to take place overseas.

Specific training priorities have been tentatively identified by the Ministry of Local Government and Lands. These are (1) the training of financial, professional and technical specialists so that these positions now held by expatriates can be localized by the end of the NDP V period (1986); (2) the training of Botswana citizens to fill the cadres of District Officer (Development) and District Officer (Lands) so that these positions can be localized by the end of the NDP V period; (3) staff development and training of those who hold the positions of District Officer and District Assistant in the district so that they can better undertake the development tasks of GOB (training should be at a level commensurate with the GOB scheme of service); (4) Curriculum development of materials at local institutions (IDM, BIAC, etc) which are locally based and which can be used as the basis for local training of administrative officers in the district as well as ULGS staff; (5) the development of a training program and training courses for a tribal administration cadre which is likely to be transferred to ULGS in the foreseeable future (this is a particularly difficult situation because of the very low academic levels of this cadre); (6) the development of 'B' level training within the Ministry, particularly in the areas of registry administration and clerical administration in order to improve the overall efficiency of the MLGL.

A new Staff Development and Training Officer has been recently appointed to the MLGL (the post has been vacant for over eighteen months). One of the first tasks of this officer will be to undertake a more comprehensive training program for the Ministry prior to the implementation of BWAST.

The magnitude of the problem in both the Ministry of Local Government and Lands and the Unified Local Government Service suggests that all of the major components of BWAST, long- and short-term expert appointments, overseas training, and in-country training at local institutions will be needed in order to assist MLGL and ULGS in its overall training task for its support on the front line of rural development efforts in Botswana.

6. Ministry of Education

The training of officials in the Ministry and in associated departments has consisted of sending of selected officials overseas for primary or tertiary degree level education. There has been some use of short courses overseas and to a limited extent in Botswana and the region, but again selection has been ad hoc on the basis of course offerings of existing institutions. There is now some sentiment within the Ministry that more use should be made of carefully tailored in-country training which would not only be more cost effective but would also allow for the development of locally based materials. Nonetheless, the bulk of the training at the 'A' level will likely continue to take place overseas because of the specialized nature of the training being undertaken. The Ministry is in the process of developing a comprehensive training program.

Localization of personnel in the Ministry of Education has progressed well since independence. Except for two positions in the Planning Unit all positions in the Ministry itself had been localized at the end of 1981. Depending upon the availability of university graduates, it is hoped that these planning positions will be filled by Botswana at the termination of current incumbent's contracts.

The situation with regard to MOE's various departments is somewhat different. Two staff members in the Examinations Council continued to be expatriate as did four positions within the Boipelego (self-help) Project. The Department of Technical Education which operates the Botswana Polytechnic had thirty expatriates in established positions at the end of 1981. The associated Brigades Development Center (BRIDEC) has nine expatriates. In other departments, the Department of Non-formal Education had five expatriates, the Department of Curriculum Development and Evaluation had two overseas officers, the Department of Teacher Training (In-Service Training) had seven and the three teaching departments (Unified Local Government Service, Primary Education and Secondary Education) had a total of ten expatriates excluding teachers and headmasters.

While an overall ministerial training program has not been developed as yet, a number of potential areas of priority can be identified. Much of the middle to higher level training for the MOE will have to be at overseas institutions. One pattern of promotion within the Ministry of Education is that many of those in positions of senior level management are former teachers, many of whom may not be very effective as administrators. Courses in public administration and management at both the certificate and diploma level would provide a reasonable coupling to their professional education.

A priority for the ministry would seem to be the development of a sensible program of training and possibly the establishment of a position of training officer within the Ministry. More careful selection of those sent away for both in country and overseas training is of great importance. The development of a set of priorities within the Ministry itself would likely have to be complemented by training plans for the major departments of MOE.

At the middle and lower level within MOE and its constituent departments, the bulk of the training would take place at local training institutions such as the IDM and BIAC. MOE would need support for these institutions both in terms of training staff and financial support for course study. MOE would be best supported by an on-going program at IDM and/or BIAC to train its lower and middle level personnel. Three areas of training are of likely importance for this kind of local level training: Education Administration, Administration and Management Training and basic administration and supervision at the 'nuts and bolts' level for support staff at the 'B' level of the civil service within the Ministry.

During the period between 1982 and 1985 one of the first tasks of the Ministry of Education will be to identify its primary training needs and priorities. In the interim, the following specific areas of potential priority, both in terms of overseas and in-country training can be noted: (1) Assistance, both in terms of overseas training and in terms of both short and long term expert appointments, in the Department of Curriculum Development and Evaluation; (2) Training both within country and overseas within the Bursaries Department of the Ministry; (3) Training at the district level for school inspectors, district adult education officers and other district education officers; (4) Training in the areas of Management and Administration for senior and middle level civil servants within the Ministry itself; (5) 'B' level training for the Ministry and its constituent departments particularly in the area of clerical and registry skills; and (6) Staff development and in-service training for the Department of non-formal education.

While the bulk of the training for MOE will have to be either in-country training at existing local institutions or in the case of more specialized professional training at overseas institutions, there are likely to be cases where either short term or long term OPEX appointments might be essential in particular key departments such as the bursaries department or the Department of Non-Formal Education where their functions are crucial to the on-going activities of the Ministry and/or MOE's rural development program.

7. Ministry of Commerce and Industry

With the increased emphasis in NDP V on productivity, income generation and employment creation the activities of the Ministry of Commerce and Industry and its departments takes on increased importance. The Ministry is divided into two parts, the Industrial Division and the Commercial Division, each responsible for government activities in their functional spheres.

Much of the activities of the Ministry of Commerce and Industry are related to training and human resource development. The goal of the Ministry is to provide a scaffold of government assistance around the entrepreneur until such time as the fledgling participant in the private sector can strike out on his/her own.

In spite of the broad emphasis on human resource development the MCI does not have an over all training plan nor is there a training division in the Ministry.^{1/} Instead the focus of planning is on the departmental and program level reflecting the diverse activities of the Ministry's component parts.

^{1/} After completion of the Project Paper, MCI submitted a complete training plan. A portion of this plan is included in Annex II-C.

There remain a number of posts within the Ministry of Commerce and Industry which had not been localized as of the end of 1981. There are still three positions in the Planning Unit which are staffed by expatriates. In the Industrial Affairs Division, twelve of the industrial officer positions were staffed by expatriates at the end of 1981. (These are the Rural Industrial Officers.) There are six expatriates in the Commercial Division, and there are sixteen overseas officers in the Botswana Enterprises Development Unit (BEDU). Considering the small size of the MCI (less than 100 positions) there remains a considerable overseas presence in the Ministry.

While the Ministry of Commerce and Industry does not yet have an overall training plan or a training officer (this would have to be a prerequisite for BWAST - project activity in MCI) human resource needs can be categorized as one of two types. First, manpower will have to be developed to localize the many key positions which remain filled by overseas staff. Secondly, the human resource programs of the Ministry headquarters will have to be strengthened so that they can have a significant impact upon Botswana's productivity and employment generation.

There are a number of specific programs designed to stimulate productivity in the MCI. Among these are the Rural Industrial Officers (RIOs), the Botswana Advisory Service (BAS), Rural Industries Promotion (RIP) and its sponsorship of the Rural Industries Innovation Center (RIIC), the Trade Promotion Unit (TPU), the Botswana Enterprise Development Unit (BEDU), and the Botswana Development Corporation (BDC).

a. Rural Industrial Officers (RIO)

The RIO program was begun in 1981 and initially RIO positions were staffed by US Peace Corps Volunteers, and the senior RIO position in Ministry headquarters was staffed by an OPEXer under SAMDP I. RIOs were based at district centers and were to be responsible for the formulation of rural industrial projects and the identification of local entrepreneurs as potential project managers.

MCI is considering various strategies for localizing the RIO program and for providing additional training for those RIOs who have been localized. Two possible strategies are being considered. First, there could be training for those RIOs who can qualify at university level specializing in small business administration. The alternative would be to develop a locally based program for RIOs in Botswana at the Institute of Development Management. RIOs need a number of skills including analytical skills, economics and basic business and extension techniques. Though the sophistication of the RIO work ultimately requires graduates, a three year intensive, non-degree program has been proposed by MCI (to be run by IDM or jointly between IDM and the University). The problem with the MCI program is one of scale. There are only thirteen RIO posts and drawing up a specialized program for them would be prohibitively expensive. MCI is now considering the possibility of a combined training program which brings together participants from a number of the Ministry's units but in particular RIOs and the staff of the Business Advisory Service. Such a program would make such a specialized training much more cost-effective.

b. Business Advisory Service (BAS)

The Business Advisory Service was created to provide small businessmen with the managerial skills to make their enterprises self-sustaining. BAS has worked closely with the non-governmental organization, Partnership for Productivity (PFP), a non-profit-making program sponsored by the Botswana Development Corporation. Between them, BAS and PFP have had offices in eight major centers of the country. Plans now are for BAS to take over the PFP business advisors and the supervision of the combined program.

BAS and PFP training programs have concentrated on such techniques as record keeping and business management. Advice is given at the place of management in a one-on-one relationship and the actual records of the business are used as principal teaching aids. BAS has no classrooms or residential centers.

Support for the BAS program would be at two levels. At the first level would be support in terms of curriculum design and financial support for the on-going training program. At the second level, there is a need for support for the training staff of BAS to give them the skills in retail management and small business administration which can be passed on to entrepreneurs. A major component of this support would be in the training of trainers.

The Institute of Development Management is considered an appropriate venue for the training of those who are employed within the service, and assistance is needed both for curriculum development for the on-going training activities in the area of small business administration, and for participant assistance while in attendance at IDM. BAS is willing to consider a joint training program with the Rural Industrial Officers and perhaps with other MCI departments.

c. Rural Industries Promotion (RIP)

The purpose of the Rural Industries Promotion Unit is to set up and assist small scale industrial efforts in the rural areas. The purpose of the unit is to provide support for the promotion of the village industries and artisans. The aim of the Rural Industries Promotion Unit is that of the Rural Industrialization Program of which it is a part, that is to assist in the development of rural enterprises that can stand up in local consumer markets against supplies brought in from the urban areas and from outside the country.

The Rural Industries Innovation Center (RIIC) which is located in Kanye is an RIP subsidiary. Its purpose is similar to that of other non-profit companies in Botswana (such as Southern Rural Development Association and Pelegano Village Industries); that is to both provide training and business support for potential rural entrepreneurs. The major focus of its activity is to develop projects that will develop, test and promote techniques and products that are suited to Botswana's development needs.

The RIIC has three classrooms and can sleep and feed between sixty and eighty people. At present neither RIP nor RIIC has any kind of a training document. The Innovation Center undertakes two types of

training. One of these is based on the apprenticeship system whereby participants spend fixed periods of time learning the skills of their trade. The second type of training is on a needs-demand basis.

d. Trade Promotion Unit (TPU)

The purpose of the Trade Promotion Unit is to undertake activities for the Commercial Division of MCI related to the promotion and development of trade. The Unit has the responsibility for both encouragement and advice on trade matters, for the compiling of information on all aspects of trade and international markets and to promote both international and internal publicity for Botswana's products.

The TPU is mandated to run four to five courses a year varying in length from one week to one day seminars. The unit has some training equipment though no facilities. One possible area of priority for the TPU would be in the area of training personnel. The unit would need a trainer with a background in business administration with practical experience in developing countries. The unit is also in need of supplies for teaching and training seminars.

e. Botswana Enterprises Development Unit (BEDU)

BEDU was set up to establish and support small scale industries owned by local entrepreneurs. Initially this was done through the establishment of industrial estates in trading centers. Many of these industrial estates have limited training infrastructure of a classroom or seminar room where training can occur.

The industrial estate concept was not entirely successful for BEDU, and in the period since 1979 the unit has begun to change its area of focus away from its urban and industrial estate orientation and will seek to help entrepreneurs to develop feasible projects anywhere in the country. In addition BEDU is moving away from the small scale entrepreneur toward the middle level, more promising businessman. In the process, BEDU is also moving toward an extension service.

The shift in emphasis is expected to be completed by 1984, and with this shift in emphasis there is to be renewed emphasis on training.

BEDU needs a variety of training for its extension staff. Among the areas of priority are both administrative and technical skills. At the delivery end BEDU is heavily reliant on expatriate staff, and there are also large numbers of vacancies. Prior to 1981 there was little training emphasis within the unit.

Some of the training would have to be at the higher/overseas level in the areas of business management and administration and in the technical areas which BEDU emphasizes (such as industrial tools design, print industries, small scale foundry operations, furniture and joiner industries, textiles and metal work). The exact type of technical training is predicated upon the development of a set of priority areas for BEDU.

Much of the training would of necessity be in-country at either the IDM or BIAC. Courses here would need to emphasize small business administration and management. The unit has in the past had highly specialized training needs which could not be well met within Botswana. However, with its new emphasis on extension work there is likely to be more of a training capacity which is relevant to BEDU within the country.

SECTION C: INSTITUTIONAL ANALYSIS

1. Introduction

The success of the project will depend to a great extent on the capacity of Botswana's existing training institutions to undertake the increased activity which the project will generate. This section examines each of the relevant institutions in an attempt to gauge their areas of expertise and their present institutional physical capacity to provide training. For each institution and program, the strengths of the organization, potential for expansion and the type of training offered will be discussed.

In-country training institutions fall into two categories. First, there are a number of residential training institutions which offer courses of varying lengths to their participants. Among those considered here are the Institute of Development Management (IDM), Botswana Institute of Administration and Commerce (BIAC), University College of Botswana (UCB), Botswana Agricultural College (BAC), Botswana Polytechnic (POLY) and Roads Training Centre (RTC) and the Brigades. All of these institutions have the potential to absorb increased training activity under the project.

The second kind of training institution provides specialized training delivery in a non-conventional form which tries to bring training to the target community rather than bringing the target community to the institution. Among these programs are the Botswana Enterprise Development Unit (BEDU), Rural Industries Promotion (RIP), Trade Promotion Unit, Business Advisory Service and the Botswana Development Corporation (BDC). Discussion of those specialized training delivery services located in the Ministry of Commerce and Industry are discussed in the Technical Analysis section of the project document.

2. Institute of Development Management (IDM)

a. Area of expertise

The IDM is a Botswana and regional training institution for upper and middle level management in the public, parastatal and private sectors. The Institute operates at the Certificate level and has areas of concentration in Public Administration and Management, Personnel Administration, Health Administration and Education Administration. In addition, the Institute offers approximately 25 short courses of four weeks duration or less in its areas of specialization. The IDM is the only institution of its kind in Botswana which would have the capacity (in conjunction with the University) to develop a Diploma level program.

The IDM has been operating in Botswana, Lesotho and Swaziland since 1974. Its main campus is at the University of Botswana with branches in the other two countries. The Institute has a highly qualified staff and has had a strong localization effort. It has fourteen local fellows in various stages of Masters degree programs and two candidates for the PhD degree. A number of these fellows have returned or will be returning from overseas in the next few years. The IDM's major strength is that it is highly flexible. Its regional standing and its diversified sources of funding remove it from the bureaucratic rigidity which usually characterizes government training centers. Its course structure and time-

table are set up to allow for quick reaction and adjustment to the needs of its various clientele.

b. Physical capacity

IDM Botswana was recently strengthened by modest additions under the World Bank agreement with GOB. At present it has five classrooms and two potential seminar rooms and a library. In February 1981, it was operating at close to capacity but its hostel space (one block with 46 beds) is a major constraining factor. At present, utilizing the small seminar rooms, there is a capacity for 180 people in the classrooms.

c. Ability to expand training

The IDM has an advantage in that it is highly flexible. The Director has indicated that the IDM is willing to carry out any training tasks that are assigned to it in Botswana and that it will cooperate with any department and ministry (as well as the private sector) in the development of specialized programs. Calculations have been made on the physical structure and in order to average 3 000 additional student weeks for the period 1983 through 1987, the GOB will finance three 36-bed hostels, six classrooms and eight offices.

The IDM is likely to be the lead institution in local government training (ULGS). It will likely design the pre-certificate training for ULGS 'B' level administrators. It will also provide management and administration training for the central administration public servants in the four target ministries. IDM is also scheduled to provide specialized training in finance and small business administration.

3. Botswana Institute of Administration and Commerce (BIAC)

a. Area of expertise

BIAC is the national training center for junior and middle level employees primarily for the public sector but also for parastatal and private employees. In addition there is an autonomous ILO sponsored program in accountancy at both the Certificate and Diploma level. BIAC offers a number of courses at the pre-certificate level. Most of these are short courses of less than twelve weeks in duration. It offers a range of certificate courses (elementary, intermediate and advanced) in secretarial/typing. A number of short courses are offered for the public service including basic courses in administration and management, personnel administration, clerical administration, supplies management and government regulations.

BIAC has a well developed physical infrastructure which has been strengthened by construction undertaken with World Bank and ILO financing. It is the designated public service training institution for central government and thus could have a wide impact on public sector human resources development. As it is under the direct supervision of the Office of the President, it should be responsive to government policy decisions.

BIAC is somewhat under-utilized when one examines both the magnitude of the public service (13 000 in the central government and 3 000 in the Unified Local Government Service) as well as the size of the institution.

b. Physical capacity

BIAC currently has twenty five classrooms. Six classrooms plus one hostel were provided under recent World Bank funding. Of these classrooms, four are allocated for special use: one for Unified Local Government Service, one for National Railways of Zimbabwe, one for Customs and Postal Training and one for Prisons Department. Assuming full utilization of all facilities, BIAC has a total capacity for 625 students at one time. There are three hostel blocks and when the last block is completed there will be a total capacity of 252 beds.

c. Capacity to expand

There is some capacity to utilize existing physical infrastructure at BIAC. Excluding the accountancy and secretarial course, which appear to be fully utilized, there were only 268 students who attended public service courses at BIAC in 1981, and no more than sixty are in attendance (in three courses) at one time. The total number of students accommodated at the campus at one time is approximately 360. Depending on the number of hostel residents, there is likely to be an under-utilization of one to two hundred classroom places.

Under the project, BIAC will likely train at the pre-certificate level in such areas as basic supervision and management, registry and supplies administration and clerical administration. The ILO-developed accountancy and business administration program will be able to train officials from both the Ministry of Commerce and Industry and the Unified Local Government Service.

4. Botswana Agricultural College (BAC)

a. Area of expertise

With the breakup of the University of Botswana and Swaziland, the Botswana Agricultural College, part of which may become the agricultural faculty of the University of Botswana, will be the major center for higher education in the areas of agriculture and animal husbandry. Currently, BAC offers a two year certificate-level course in both agriculture and animal health and has begun a two year diploma course in the same areas. There is also a two year certificate course in community development at the college. A decision has yet to be made on the question of a faculty of agriculture for the University of Botswana but by the mid-1980s it is possible that this might be located at the College's Sebele campus.

The BAC has gone through a period of rapid expansion. BAC has a good infrastructure, a steady supply of overseas staff and strong donor support. The USAID-assisted expansion project focused on improving and increasing the capacity of BAC to train agricultural manpower to better serve the rural sector needs of Botswana's agricultural community, and is the main source of trained manpower for BAC's localization program. The project provided both the construction of new facilities, technical assistance personnel and participant training support.

b. Physical capacity

Prior to the beginning of the USAID expansion project, there were six classrooms, three laboratories and three hostels. There was a capacity for 174 students in the classrooms and hostels. The expansion will bring the total capacity of the college to 370 including seventy diploma level candidates. There are now twelve classrooms, six laboratories, three workshops, a lecture hall and a library. The Community Development program has the use of two classrooms for a total of sixty participants. Community Development uses one of the sixty-bed hostels.

c. Capacity to expand

The USAID expansion plan presently allows for an expansion to 370 participants. There will be little room for further expansion within the framework of the 1983 infrastructure. Further expansion would require an additional investment in both classrooms and hostel capacity. With regard to the ULGS community development training, the Principal of BAC has indicated his willingness to undertake an expanded training program at BAC if the physical facilities were increased. Projecting the development of a diploma level program an additional infrastructure of one classroom and one 36-bed hostel would be needed.

Under the project BAC will provide all of the in-country training for officials in the Ministry of Agriculture. In addition, assuming that the Community Development program stays at BAC, the College will provide both expanded certificate and post-certificate training for the Community Development cadre of ULGS.

5. Botswana Polytechnic¹

a. Area of expertise

The Botswana Polytechnic has the responsibility for meeting the needs of Botswana in the provision of vocational training at both the craft and technician level in the fields of civil, electrical and mechanical engineering. Among those trained are builders, water technicians, auto mechanics and roads builders.² All of its courses have the objective of a certificate of the City and Guilds of London Institute. Its examinations, both theoretical and practical are marked by the London Institute.

The GOB has made a major infrastructure commitment to the Polytechnic and the Automotive Training Center. The physical capacity at the Polytechnic provides for considerable expansion in the 1980s. The Principal of the Polytechnic has indicated that institutional planning for expansion within the framework of existing infrastructure though some additional classroom and hostel space is being considered.

b. Physical infrastructure

The Polytechnic currently has (as of February 1982) a total of fifteen classrooms which can accommodate 358 students. There are two drawing offices, two science laboratories and nine workshops. The workshops

¹ A separate Automotive Trades Training Center is now being established on grounds close to the Polytechnic.

² In conjunction with the Roads Training Center. See below.

have a capacity for 192 students. In terms of hostel capacity of four blocks of eighty each or a total of 320 beds. The BRIDEC site, which has been integrated into the Polytechnic, has five blocks of sixteen beds for a total of eighty. Thus, there is a combined bed capacity of 400. All 400 hundred of the beds were in use as of February 1982.

c. Capacity to expand

The Polytechnic, using the BRIDEC annex, is operating at full capacity because of hostel limitations. There is some space capacity in terms of classrooms and workshops (approximately 150 places) which could be utilized with additional hostel capacity. The Principal of the Polytechnic has indicated that considerable expansion is possible to meet the needs of both central government and the Unified Local Government Service provided that adequate staff and physical infrastructure can be provided. Assistance under this project could include overseas training for existing staff and lecturers for the institute to replace Botswana overseas and short term consultants for curriculum development. It is estimated that with current infrastructure an expansion of 25 - 30 percent is possible provided that adequate hostel accommodation is available.

If project demands require expansion, the GOB will consider constructing additional hostel facilities.

Under BWAST, the Polytechnic could provide technical training to the target ministries and in particular the ULGS. Among those to be trained at both the craft and the technician level include builders, water technicians, mechanics and roads technicians. The latter would complete their training at the associated Roads Training Center.

6. Roads Training Center (RTC)

a. Area of expertise

The Roads Training Center offers a two year supervisor's course for lower level roads personnel in both central and local government. At the upper level trainees from the Botswana Polytechnic destined to work as roads technicians complete a one year technician course at RTC after they have completed training at the Polytechnic.

b. Physical capacity

There are currently two classrooms and one hostel as well as an office block. RTC can at present accommodate sixty students.

c. Capacity to expand

The Principal of the RTC in 1981 indicated that RTC was prepared to increase its training capacity and in particular it would be willing to accept the increased training activities of the Unified Local Government Service.

7. Brigades

a. Area of expertise

The role of Brigades in Botswana has changed over the years and continues to be under evaluation by the GOB. By the end of 1981 two wings of Brigades had emerged in Botswana. There are the vocational training wing and the production and development wing. In a very few years the vocational training wing is likely to be developed to provide basic craft training as the base of a pyramid of technical training opportunities. It also seems likely that government will take over some vocational training brigades and turn them into trade schools. The production and development wing of the movement consists of production brigades seeking to create self-sustaining employment opportunities and development brigades providing services for local communities.

There is no question that the Brigades movement has had a major and distinct impact upon Botswana. During the course of the development of the brigades movement, its objectives have come to encompass many programs attempting to reach a large section of the rural and peri-urban population. The strengths of the brigades training is the emphasis upon on-the-job training, an emphasis that policy makers are likely to try to preserve.

b. Physical capacity

By 1981 there were eighteen major brigades operating in rural centers throughout the country. By the end of 1981 they will have trained 3 500 people since 1965. A total of 574 trainees were in Brigades in 1980.

Of these 52 percent were in building, 23 percent were in carpentry, 5 percent were in mechanical, 4 percent each in farming and welding and 2 percent were in draughting. Miscellaneous other activities accounted for the remainder.

c. Capacity to expand

Brigades facilities are generally under-utilized and could well provide the basis of a decentralized system of non-technical training since they do have classroom and other physical facilities in all of the major centers. Brigades will likely provide the bulk of the pre-craft level training for the target ministries and ULGS.

8. University College of Botswana

a. Areas of expertise

As the focal point of higher education in Botswana, the University has the following specializations: BA Humanities, Social Science, Commerce; BSc pre-entry Science course, post-graduate Certificate of Education, Secondary Education, a recently established Primary Education Certificate, courses in Accounting and Statistics.

b. Physical capacity

There are currently about 1 200 students enrolled in all courses at the University. There are 1 012 beds in thirty three blocks and there are 112 temporary beds. There are twenty nine classroom lecture theaters with a total of 1 356 seats. The University is currently filled to its

maximum capacity and is overcrowded primarily because of a shortage of hostel space. The current plan is for the University to expand gradually to the year 2000 with a maximum of 3 700 students on campus at that time.

c. Capacity to expand

As the source of much of the highly trained manpower of the country, the University is crucial to the development of human resources in Botswana. However, as almost all of the training is pre-entry rather than post-entry its capacity to expand in-service training is limited. There are two exceptions which are important, however. First, there are a limited number of mature entry places at the University which are available to those who are already employed. The number given in the UBS catalogue is 25. A program under this project may be available to allow at least some of those positions to be made available on a regular basis to both members of the public service and the Unified Local Government Service. Secondly, a major area of support may be the development jointly by the University and the Institute of Development Management of a joint Diploma in Local Government Administration. This diploma would be designed specifically for those already in respectively the public service and ULGS.

SECTION D: SOCIAL ANALYSIS

1. Socio-economic Environment

The training proposed in this project will be targeted to three segments of Botswana's population: public sector employees, individuals in the urban private sector and rural peoples who are either presently employed in, or wish to enter, rural enterprise.

All of the target population will be citizens of Botswana. While the majority of the people in the country are Tswana in origin, the indigenous population of Botswana contains a number of people of non-Tswana origin such as the BaKgalagadi, the Basarwa, the Kalanga, the Herero, the Bayei and the Mbakushu. In addition there are a small number of people of European, Asian and mixed ancestry. Most of these minorities are politically incorporated into Botswana, acknowledge the authority of the Tswana chiefs and speak Setswana in addition to their first language. The official Botswana Government policy seeks to eliminate 'tribalism' and to foster a sense of national identity. Social differences in Botswana are related to political and economic status, rather than to non-Tswana origins.

Botswana is a cattle country; livestock plays a fundamental role in the economy of the majority of households. Individuals employed in rural and urban enterprise are not uncommonly cattle owners. Remittances from migration to South Africa, another feature of Botswana's economy, are also frequently invested in livestock and farming. Business is not a primary occupation of the majority of small entrepreneurs, nor is it perceived as a route to status and respect. High status occupations in Botswana remain primarily cattle raising/agriculture and secondarily, civil service.

For the majority of Botswana's population, the household is the basic unit of production and consumption. Attempting to maximize their welfare, members diversify their activities between three economic spheres: the domestic economy (livestock/agriculture), the local market economy (village penny capitalism) and the market economy beyond the village (including the public sector and differing forms of wage labor).

Women participate to varying degrees in each of the three economic spheres. Generally, as a social norm, women are restricted from entry into the high-status male occupation of cattle raising. Consequently, many women turn to formal and informal business to gain a measure of economic independence.

Other women are encouraged by their husbands to enter businesses so as to supplement the household economy. Two recent independent surveys of rural enterprise reveal that 56 percent and 58 percent of entrepreneurs were female. If the brewing of beer for cash is categorized as an enterprise, women then predominate rural business.

The structural composition of Botswana families has been altered by the predominant male phenomenon of recurrent migration.¹ Many rural districts

¹ This refers to migration to South Africa and not in-country rural-urban migration in which women participate.

evidence 20 to 30 percent of males working in South Africa at any one time. In the southeast of Botswana, the proportion of male absenteeism is even higher.¹ This results in a number of female-headed households in which women are particularly vulnerable due to their low degree of participation in the domestic economy and their reliance on cash. The latter originates from their own enterprises and from remittances.

BWAST recognizes women's participation in different economic spheres and their substantial role in rural areas. Making women full partners in development is consistent not only with concerns for equity but with the tenets of the project as well. Under-utilization of business women is not consistent with project objectives.

The differential distribution of benefits from SAMDP I indicates that public sector females were still a minority of the participants. From a total of 100 trainees, 22 percent were female.² BWAST will make a concerted effort to increase female access to training so that resources are balanced between men and women.

The Government of Botswana's development strategy has emphasized the complementary themes of rural development and employment creation. This specific political commitment encourages training of public and private sector employees and rural people. Precedent training programs, including SAMDP I, have produced an important Botswana readiness and ability for an expanded training effort. These conditions create a favorable climate for donor support to training activities.

2. Social feasibility/local receptivity

Social feasibility of any project is primarily dependent on local receptivity. Among the three target groups, it was found that the degree of interest in training varied according to potential economic determinants and social enhancers. Ignorance of the 'importance' of training did not enter the equation.

Returned public sector participants confirmed the desirability of training using professional and economic indicators. While 69 percent of these participants were employed in the same position after their training, two-thirds of all participants found most of their training relevant to their jobs. Fifty-three percent of the trainees experienced post-training increases in responsibility, with females experiencing more changes than males. This positive increase in prestige was not generally reflected in economic mobility. Twenty-four percent of the trainees received an increase in salary directly related to their training. Nevertheless, 57 percent still believed that training increased their chances for promotion.

¹ Emigration to South Africa has been recently curtailed due to South African preference for labor originating within its own borders.

² This does not include trust fund trainees.

Local receptivity among rural groups to training programs was high. A needs assessment survey of four villages revealed a range of needs, with unemployment being singled out as a major obstacle confronting villagers. The interviewees repeatedly told in poignant language of the need to create job opportunities in the rural areas.

We have no means of surviving...Our children are taught no practical manual skills, so they can work...Finding a job for us uneducated people is impossible...The ACDO has not organized any work training for us...The Government should provide technical people who should come to the village to teach people practical skills like sewing, knitting, carpentry and building. If we are trained in those skills we can create self-employment...In addition to being trained, people should be provided with guidelines so that our services and products are of good quality.

Among urban business people, receptivity to training was assessed through open ended interviews (transcribed in Annex IV,E). These interviewees, while economically secure, had not been formally trained in business. Not unexpectedly, the desire for training, while present, was not seen as a prerequisite to success. At the same time, all persons interviewed requested training in business administration. Articulate in their assessment of business constraints, they stated their main concerns as Botswana's economic dependence on South Africa, the necessity of obtaining credit, the economic recession and the work performance of employees.

Analysis thus indicates that training envisioned under the project is socially feasible. The stimulus to each target group's participation, however, will vary. Public sector employees have witnessed an increase in power, responsibility and prestige. Social and economic costs entailed in training are viewed as minimal, a reflection of SAMDP II's cultural acceptability. Rural people are traditionally the most reluctant to take risk when development offers rewards in the distant future. However, these individuals interpret training as a 'secure' investment through which individual interests will be served by the tangible benefits of employment. Urban business owners, while motivated by skill acquisition, have additional long range, abstract motives, such as opportunities for their children, future business expansion and the development of Botswana.

3. Spread Effects

The desire and the ability to participate in EWAST are high among all potential participatory groups. Precedent training programs for public sector employees and workers in rural enterprises have been successfully undertaken. Local institutions both rural and urban are present to further develop in-country training. All of this points to a potential replicability of the project.

There are, however, two socio-economic factors that require attention. If the investment on the part of participants results in low returns, as measured by the values and priorities of these people, and if traditional rural Tswana views of management and finance which are cognitively distinct from that of western capitalism are not taken into account, the objectives and replicability of the project could suffer.

The project is developing methods to increase its effectiveness in these two areas. To avoid low returns, courses and specific candidates in the public sector will be related to manpower projections and training needs. The purpose of the training, i e, localization of a position or up-grading skills of the trainee in his/her current job, will be made clear to the participants. In rural areas, training programs will be designed to be regionally specific in terms of job potentials, local materials and sexual composition of the population. This will provide a measure of assurance that local expectations, i e, training leads to employment, are not thwarted. To minimize cognitive problems faced by Batswana participants, IDM has proposed that management and finance training programs be designed so as to accommodate Tswana perception.

In addition to the horizontal spread effects, the project has the potential to provide vertical linkages between training and the larger goal of employment generation. In most of rural Botswana, however, there are low returns of various forms of cottage industries. Markets are small which exacerbate the difficulties of producers subsisting off their earnings alone. In both rural and urban areas, there is competition from mass produced goods and difficulties in obtaining raw materials and capital for investment.

The vertical spread effects of this project will require support from additional development efforts. The benefits of a training program cannot be assumed to occur spontaneously. Training is but one variable in a complex equation and a multiplier effect of benefits will be achieved only after a concerted effort.

4. Social Impact

Project training activities will directly benefit an estimated 1,000 target population which will receive training. Provided that the trained individuals can market their skills, it is projected that benefit distribution will most favorably affect the rural household segment of the population. If this program is successful, it has a potential for increasing the income of these households. It is anticipated that benefits to public sector participants and urban business people will be more or less equal.

The project impact on women is not yet easily assessed. Since women are involved in rural and urban enterprise, it is estimated that training will provide them with needed skills. It has already been demonstrated that women in the public sector experienced benefits from training. These benefits, however, could be overshadowed by negative effects if the project does not take special measures to incorporate women into the implementation process. The GOB, however, is well aware of the issue and is adopting policies to ensure that significant proportions of women are trained.

While the ultimate success of the project necessarily depends on the quality of project implementation, analysis of the project in terms of the social factors involved, indicates that the project is soundly designed to meet its stated objectives.

SECTION E: FINANCIAL ANALYSIS AND PLAN

1. Summary

The total budget for this project is \$19 354 000 of which USAID will contribute \$14 558 000. The GOB contribution will be \$4 796 000 which is 25 percent of the total project costs. Major components of the budget are in Table I.

Table I: Summary of Project Costs (\$000)

<u>USAID</u>	<u>ITEM</u>	<u>GOB</u>
3 560	Technical assistance	576
1 800	Technician support	869
100	Commodities	200
7 021	Participant training	1 491
400	Participant support	--
--	Construction	620
1 677	Inflation	668
--	Contingency	372
<u>14 558</u>	TOTAL	<u>4 796</u>

This budget has been prepared in close cooperation with GOB officials. Project Paper design members and USAID/Botswana officers have met numerous times with top officials of the target ministries and representatives of the private sector to review the GOB project budget and recurrent cost implications.

It is evident that the GOB fully recognizes the recurrent costs inherent in implementing a manpower training project of this magnitude and has clearly demonstrated its willingness and ability to meet both capital and recurrent cost requirements attributed to the GOB in the project budget. The recurrent costs to the GOB are estimated to be an annual pula equivalent of \$150 000 per ministry after project completion. This will be mainly for additional salary increments resulting from training and maintenance costs for training facilities. Currently, the four target ministries and ULGS's annual operational budget ceilings, as well as their projected annual increases are as follows:

Ministry of Education	\$40 108 000
Projected annual increase	11%
Ministry of Local Government and Lands ¹	22 797 000
Projected annual increase	8.7%
Ministry of Commerce and Industry	3 220 000
Projected annual increase	13.2%
Ministry of Agriculture	17 906 000
Projected annual increase	10.3%
Unified Local Government Service	
Projected annual increase	18%

¹ Includes Unified Local Government Service.

Thus, the additional recurrent costs of the project are estimated at about .03% for Ministry of Education; .06% for the Ministry of Local Government and Lands; 5% for the Ministry of Commerce and Industry; and .08% for the Ministry of Agriculture. All are well within planned budget increases as outlined in the GOB's Fifth National Development Plan.

Estimated AID Contribution by Fiscal Year
 Table II: AID Expenditures by Fiscal year (US Dollars)

51

Component	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89	Total
1. Technical Assistance¹									
A. Long-term OPEX (new starts/year)		(8) ² 800	(9) 900	(9) 900					2 800
B. Long-term (PSC) (one at GOP)		240		240					480
C. Short-term (12 per year) ³		(12) 120	(12) 120	(12) 120	(12) 120				480
2. Participant Training									
A. Long-term administrative/management Fully funded (28 x \$20 000 x 3 years)		(7) 420	(7) 420	(7) 420	(7) 420				1 680
B. Long-term technical Fully funded (28 x \$20 000 x 3 years)		(7) 420	(7) 420	(7) 420	(7) 420				1 680
C. Long-term private sector (16 x \$20 000 x 3 years)		(2) 180	(4) 240	(5) 300	(5) 300				1 020
D. Short-term administrative/management (12 x \$4 000 x 2 months) overseas		(3) 24	(3) 24	(3) 24	(3) 24				96
E. Short-term technical--overseas (20 x \$4 000 x 2 months)		(5) 40	(5) 40	(5) 40	(5) 40				160
F. Short-term private sector overseas-administrative and technical (5 x \$4 000 x 2 months)		(1) 8	(1) 8	(1) 8	(2) 16				40
G. Short-term administrative/management in-country (500 x \$500 x 2 months)		(125) 125	(125) 125	(125) 125	(125) 125				500
H. Short-term technical, in-country (300 x \$500 x 2 months)		(75) 75	(75) 75	(75) 75	(75) 75				300
I. Short-term private sector administrative/technical, BEF scholarships in-country (60 x \$500 x 2 months)		(15) 15	(15) 15	(15) 15	(15) 15				60
J. Short-term private sector administrative/technical MCI scholarships in-country (140 x \$500 x 2 months)		(35) 35	(35) 35	(35) 35	(35) 35				140

¹ See Annex III.A for a cost breakdown.

² The number shown in parenthesis indicates the number of individuals involved in the project activity.

³ Includes consultant services for evaluation.

Table II: continued

<u>Component</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	<u>FY 88</u>	<u>FY 89</u>	<u>Total</u>
3. <u>Commodities</u>									
<u>Teaching materials</u>		25	25	25	25				100
4. <u>Contract Costs</u>	200	500	500	500	500				2 200
5. <u>Participants still out on training</u>		(2) 1 345 ¹							1 345
SUB TOTAL	<u>200</u>	<u>4 372</u>	<u>2 947</u>	<u>3 247</u>	<u>2 115</u>				<u>12 881</u>
6. <u>Inflation (10% compounded annually)</u>			295	682	700				1 677
TOTAL	<u>200</u>	<u>4 372</u>	<u>3 242</u>	<u>3 929</u>	<u>2 815</u>				<u>14 558</u>

- ¹ This amount reflects the funding needed to fully fund all participants still out on training under SANDP I.
- a. 22.25 person years from participants who left in FY 81 will be fully funded in FY 83.
 - b. 45 person years from participants who left in FY 82 will be fully funded in FY 83.

Estimated GOB Contribution by Fiscal Year

Table III: Breakdown of Costs by GOB by Year (US Dollars)

<u>Component</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	<u>FY 88</u>	<u>FY 89</u>	<u>Total</u>						
<u>1. Technical Assistance</u>															
Counterparts for OPEX Officers ¹		(9)	72	(18)	108	(27)	144	(27)	144	(18)	72	(9)	36		576
<u>2. Participant Training (overseas)</u>															
<u>A. Long-term (public sector)</u>															
1. Salaries for 42 participants		(14)	70	(14)	105	(14)	130	(14)	132	(14)	86	(7)	26		549
2. Transportation			28		28		28		28						112
<u>B. Long-term (private sector)</u>															
Transportation		(2)	4	(4)	8	(5)	10	(5)	10						32
<u>C. Short-term (private sector)</u>															
1. Salaries		(8)	11	(8)	11	(8)	11	(8)	11						44
2. Transportation		(8)	16	(8)	16	(8)	16	(8)	16						64
<u>D. Short-term (private sector)</u>															
Transportation		(1)	2	(1)	2	(1)	2	(2)	4						10
<u>E. Short-term (public sector) (in-country)</u>															
Salaries ¹		(200)	170	(200)	170	(200)	170	(200)	170						680
<u>3. Construction</u>			220		370		30								620
<u>4. Technical Services Support</u>															
A. Salary ²		(9)	72	(18)	144	(18)	144	(18)	144						504
B. Housing ³		(9)	44	(18)	86	(18)	86	(18)	86						302
C. Office supplies		(9)	9	(18)	18	(18)	18	(18)	18						63
<u>5. Commodities</u>			50		50		50		50						200
<u>SUB-TOTAL</u>			<u>768</u>		<u>1 116</u>		<u>839</u>		<u>813</u>		<u>158</u>		<u>62</u>		<u>3 756</u>
<u>6. Inflation (10% compounded annually)</u>					112		176		269		73		38		668
<u>7. Contingency (for construction)</u>			93		93		93		93						372
<u>TOTAL</u>			<u>881</u>		<u>1 321</u>		<u>1 108</u>		<u>1 175</u>		<u>231</u>		<u>100</u>		<u>4 796</u>

1. Based on \$8 000 per year

2. Based on \$10 000 per year

3. Based on \$400 per month

Table IV: Summary of Inputs by Foreign Exchange and Local Costs (\$000)

<u>Item</u>	<u>AID</u>		<u>GOB</u>		<u>Total</u>		<u>Grand Total</u>
	<u>FX</u>	<u>LC</u>	<u>FX</u>	<u>LC</u>	<u>FX</u>	<u>LC</u>	
Technical Assistance	3 560			576	3 560	576	4 136
Technician Support	1 800			869	1 800	869	2 669
Commodities	25	75	148	52	173	127	300
Participant Training	5 721	1 300		1 491	5 721	2 791	8 512
Participant Support	400				400		400
Construction			515	105	515	105	620
Inflation	1 346	331	238	430	1 584	761	2 345
Contingency			300	72	300	72	372
	<u>12 852</u>	<u>1 706</u>	<u>1 201</u>	<u>3 595</u>	<u>14 053</u>	<u>5 301</u>	<u>19 354</u>

Table V: AID Obligations Schedules by Fiscal Year (\$000)

	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>Total</u>
Technical Assistance		1 160	1 020	1 260	120	3 560
Technician Support	200	400	400	400	400	1 800
Commodities		25	25	25	25	100
Participant Training		2 687	1 402	1 462	1 470	7 021
Participant Support		100	100	100	100	400
Inflation			295	682	700	1 677
TOTAL	<u>200</u>	<u>4 372</u>	<u>3 242</u>	<u>3 929</u>	<u>2 815</u>	<u>14 558</u>

PART IV: IMPLEMENTATION ARRANGEMENTS

SECTION A: IMPLEMENTATION SCHEDULE

A list of critical events for the project is included in Annex II-B of the Project Paper. Some of the major events are summarized below. It is anticipated that the Project will be authorized in April 1982, with the request for proposals for the implementation contract advertised in the Commerce Business Daily in April 1982. The Project Agreement will be signed in May 1982. It is anticipated that the implementation contract will be signed by September 1982. The first nine long term OPEX technicians will arrive in January 1983, and the first long-term participants will depart for training in September 1983. Also, in-country training will begin in September 1983. The project mid-term evaluation is scheduled for September 1984. The first group of long-term participants will return in June 1986. The final group of participants will return in June 1989, with the final evaluation scheduled for June 1988. The project's PACD is September 1989.

SECTION B: IMPLEMENTATION RESPONSIBILITIES

1. Government of Botswana

A. General

The Project Agreement will be signed by the Ministry of Finance and Development Planning and will provide funds for the provision of long-term OPEX advisers; short-term consultant services; and long- and short-term participant training in-country and overseas. A Project Agreement will be signed annually describing the scope and purpose of the project, and general provision. When plans are finalized for the provision of an OPEX technician for a specific job, a PIO/T describing his/her responsibilities will be drafted by USAID/Botswana and signed by both the GOB and USAID. The GOB will be responsible for providing a basic GOB salary for each OPEX position, plus local allowances, residential housing, furnishings, office space and equipment. All short-term training will be initially funded by the GOB who will submit requests for reimbursement to USAID on a quarterly basis.

B. Director of Personnel

The GOB's Directorate of Personnel in the Office of the President will be responsible for review and approval of all short- and long-term training and OPEX requests from target ministries and parastatals prior to submission of these requests for approval by USAID. It will be this office's responsibility to ensure that selection criteria are applied, that requests are consistent with ministerial and parastatal training plans, that training is relevant to job requirements, and that counterparts are identified for training for all OPEX requests. The AID financed short-term training advisor will assist the Director of Personnel in dealing with the large increase in short-term training requests, in coordinating these requests with key ministries and in working with training institutions to design training programs which meet ministerial needs. The Director of Personnel will be responsible for forwarding all training requests for USAID on a quarterly basis. A job description for this individual is included in Annex IV-C.

C. Target ministries and related institutions

The Ministries of Commerce and Industry, Education, Local Government and Lands, and Agriculture will be responsible for nominating candidates on a quarterly basis for long- and short-term training to the Director of Personnel who will then submit the nominations to USAID. For the purposes of this Projects, ULGS will be treated as a separate institution and will receive a proportionate share of project resources. The target ministries and ULGS will then apply the selection criteria for all candidates and will ensure that all training is compatible with ministerial training plans and that counterparts are selected for all OPEX technicians. In addition it will be the responsibility of each ministry and ULGS to appoint a training coordinator for their respective ministries. Ministerial training plans are discussed in detail in the Technical Analysis of the PP.

D. Training Institutions

In-country training institutions will provide the bulk of short-term training for private and public sector personnel. As discussed in the institutional analysis, IDM will provide training in public administration, finance and accounting; BIAC will also provide training in these areas. RIIC and the Brigades will train small entrepreneurs in areas such as tannery and carpentry and BAS will train small retailers.

2. AID

USAID/Botswana will be responsible for project monitoring and the USAID/Botswana project manager (the Education and Human Resources Officer) will serve as the principal liaison with the contractor. USAID/Botswana will prepare necessary PIO/Ts, project implementation letters and will coordinate the two external evaluations.

3. Contractor

A request for proposals, which will be open to both businesses and educational institutions, will be issued in April 1982. The contractor who will begin work in September will be responsible for recruitment of long- and short-term OPEX technicians, payment of salaries and other fees to these technicians and for the placement of project financed and trust fund participant trainees.

*The composition of this committee is discussed in the Project Description.

SECTION C: PROCUREMENT PLAN

1. Authorized source of procurement

The authorized source of procurement under the project will be Geographic Code 941 and Botswana, except for those items covered by the nationality waiver included in Annex V-D.

2. Imported shelf items

Some items of other than Geographic Code 941 source and origin will be purchased off-shelf in Botswana. Included among these items will be audio-visual aids and other teaching equipment for in-country training courses.

3. Personal services contract

The PSC recruitment will be the responsibility of USAID/Botswana and will be advertised through various international publications.

4. Procurement of commodities

The procurement of commodities under this project will be the responsibility of the Field Support Office of USAID/Botswana in conjunction with the Personal Services Contractor within the Directorate of Personnel.

SECTION D: EVALUATION PLAN

1. Internal evaluations

AID Project Evaluation Summaries (PES) will be prepared periodically to examine progress toward achieving project outputs and the performance of the contractor, USAID and the GOB in meeting project commitments. The first PES is scheduled for September 1983, and others will be scheduled as deemed necessary during the course of the project. These evaluations will be conducted jointly by the GOB and USAID in accordance with Standard AID procedures.

2. Mid-term formative evaluation

Specific issues to be considered at this time will include:

- a. Whether selection criteria should be adjusted;
- b. Whether in-country training is applicable to job requirements;
- c. Success of private sector scholarship fund;
- d. Performance of long-term participants;
- e. Impact on OPEX staff;
- f. Performance of contractor in selection of OPEX technicians and placement of participants.

3. End-term evaluation

At the end of the project, REDSO/EA and consultants will do a final ment of the project. This team will recommend to the GOB additional measures to be taken to alleviate the manpower constraint. Issues noted above for the mid-term formative evaluation should be re-examined at the end-term evaluation.

SECTION E: CONDITIONS AND COVENANTS

The Project Grant Agreement will contain, in substance, the following covenants:

1. Counterparts

The cooperating country covenants to send off for training a counterpart for each OPEX technician provided under the project.

2. Manpower planning

The cooperating country agrees that no short- or long-term training or OPEX assistance will be provided to institutions which do not have Director of Personnel and USAID approved training plans within eighteen months after signature of the project agreement.

3. ULGS

The cooperating country agrees that the Unified Local Government Services will be treated as an institution separate from the Ministry of Local Government and Lands and will receive a proportionate share of project resources.

4. Training coordinators

The cooperating country agrees that each target ministry and ULGS will designate a training coordinator to develop and implement training requirements.

5. Training institutions

The cooperating country agrees to provide support for in-country training institutions which are discussed in the project paper so that these institutions can accommodate the increased number of trainees financed under the project.

ANNEX IA: MANPOWER ANALYSIS

1. GOB Manpower Planning

In Botswana the mandate for manpower planning is shared by the Directorate of Personnel and the Ministry of Finance and Development Planning (MFDP). The former is responsible for planning for the manpower needs of the Public Service, and the latter for general co-ordination of employment policy, including the co-ordination of manpower planning on the national level. The two offices most directly concerned are the Directorate's Manpower Planning Unit and MFDP's Employment Policy Unit. Both are fairly new, having been organised barely fifteen months ago.

Location of the Manpower Planning Unit within the Directorate of Personnel provides direct linkages with the Government office responsible for the in-service training of public officers, as well as with the offices for Government's recruitment and personnel policies. In Botswana manpower is "budgeted" in conjunction with recurrent expenditure and the Director of Personnel sits on the Estimates (Budget) Committee, while the Deputy Director chairs that Committee's Sub-Committee on Manpower. The Manpower Planning Unit provides substantive support and direct linkages with the Macro-Economic and Budget Administration Units of MFDP for the budget process. It also plays a major role in the mid-term review of the current National Development Plan, which includes re-working of the Manpower and related sections. Other offices and institutions with which the Unit liaises closely are the Bursaries Department of the Ministry of Education, the Labour Department, University College of Botswana, various planning and training offices, and the like.

The Manpower Planning Unit is currently staffed by an expatriate (OPEX) manpower planning advisor and a Botswana planning officer, slated to replace the expatriate after completion of a Master's degree in the States. The planning officer, with a BSc in Economics from University College of Botswana, was assigned as a counterpart and worked closely with the advisor from the beginning of the effort to organize the Unit. He is currently at Utah State studying for a Master's degree.

2. GOB Manpower Budgeting

As has been repeated many times throughout this paper, Botswana lacks skilled manpower. The GOB recognizes this and in fact considers the manpower constraint to be an equal, if not greater constraint to development than the financial constraint.

The Government's recognition of this constraint goes beyond rhetoric, they have established a strict system of manpower budgeting. In the words of the National Development Plan 1979-85, 'allocation of recurrent finance to key departments is necessary but not sufficient to ensure the implementation of their programs. Increasingly, the availability of manpower rather than finance has been the operative constraint.' Just as it is necessary to ensure that finance is not preempted by low priority users, it is also necessary to ensure that skilled and administrative manpower is distributed according to development priorities. Accordingly a system of manpower budgeting has been introduced to complement the recurrent expenditure ceiling.

The annual manpower budget is prepared together with the recurrent financial budget, to which it is closely related, through a process of successive consultation between the Ministry of Finance and Development Planning, the Directorate of Personnel, and the individual ministries and departments. It distinguishes between a number of different groups of manpower, in particular the 'A' group (administrative, technical and professional posts above the graduate entry point), the 'B' group (other administrative and technical posts), and a number of other groups (including teachers, nurses and police officers, for example). The major distinction between the 'A' and 'B' groups is designed to reflect the relative scarcities—there is a presumption that the former group is more scarce and therefore requires tighter control in order to safeguard allocations of scarce skills between Central Government and the rest of the economy by making more skilled manpower available to other sectors.

In addition to performing an allocative role within Government, the manpower budget is intended to improve the allocation of scarce skills between Central Government and the rest of the economy, by making skilled manpower available to other sectors.

Thus the GOB takes an active role in rationing its manpower in an effort to effectively manage this scarce resource. The Plan goes on to note that the scarcity of skilled manpower threatens to continue to be one of Botswana's greatest problems. This implies that Government will still need to husband the country's manpower resources carefully for some time. It is important to recognise that there is a definite limit to the increase in the skilled Botswana labour force over the next few years, which is set by the output of school leavers who have been successful at each level, plus those skills can be upgraded by a combination of work experience and further education. Beyond the point where all of these are fully utilised, growth of the economy implied the use of expatriates, whether in the private sector or in the Government. While Government recognises the value of expatriates' skills, not least in the field of training itself, it is strongly committed to localization, and intends to limit the growth of expatriate employment, and to reduce it progressively as this becomes feasible. This implies limits to both the growth of the public service and to the proportion of skilled Botswana employed by Government. If Government preempts too many of the latter, localization in the private sector will be delayed while over-rapid growth of Government will put more expatriates into the public sector. Manpower budgeting will continue to be used to deal with the problem.

3. Manpower Planning for the Private Sector

While the Manpower Planning Unit at the Directorate of Personnel is responsible for GOB planning it is the Employment Policy Unit (EPU) at the Ministry of Finance and Development Planning which has responsibility for overall manpower planning including the private sector and the parastatals. When the EPU was created in September 1980, one of its first tasks was to create the National Employment, Manpower and Incomes Council (NEMIC), a consultative body made up of the Botswana Employers Federation, the Botswana Federation of Trade Unions, the Civil Servants' Association and several rural sector representatives. NEMIC has approved the re-introduction of national manpower planning work and the Employment Policy Unit has received OPEX assistance to develop a national manpower plan. A draft manpower plan should be available within the next year.

It is anticipated that such a plan would assist the country to better set manpower priorities and to rationalize existing training opportunities and institutions, as well as answer one of the key questions raised by the EPU: 'are the allocations of trained/educated manpower between different sectors of the economy optimal given the objectives of employment creation and rural development?'

4. Employment in the Private Sector

Formal sector employment has grown steadily over the last several years, from 41 000 in 1972 to about 83 500 in 1980. The fastest growing sector has been mining with employment growing by over 400% since 1972—and more than doubling since 1973 when the data base was more reliable. Real GDP grew by more than 350% for this sector between 1973/74 and 1979/80. So far as the other productive sectors are concerned, employment in freehold agriculture has remained very steady but is now just below the 1972 and 1973 levels. Employment in construction is now twice as high as in 1972, but the growth in employment has been closely related to the development of the major mining projects. The manufacturing sector is of particular interest, as growth in employment reflects diversification of the economy and growth not directly related to the mineral developments. From 1973 to 1979 (the more reliable period for the data) employment in this sector grew at 11.6% per year, ie, faster than the growth rate in real GDP (9.3%) and also faster than the equivalent growth rates in other Southern African countries including the Republic of South Africa.

5. Localization

Over the past 10 years, the Central Government has made progress towards localization. The overall monitoring of the country's localization efforts is carried out by the President's Commission on Localization and Training. The Commission has presented localization reports in 1973, 1977, 1979 and 1981. From 1974 to 1980 localization of the Central Government as a whole averaged about 90%. Over the same period Botswana Central Government employment rose from 5 397 to 8 851, an increase of 3 454, while expatriate employment rose from 413 to 965, an increase of 547.

Table 1 shows localization by cadre from Group A (senior and middle) personnel in 1979 and 1981. The government has progressed most rapidly in localizing the administrative and executive posts (97%) as well as the lower technical posts. 98% of the executive positions are held by Botswana. However, less progress has been made at the professional (42% Botswana) and senior technical level (65%) due largely to the extremely rapid development of Botswana. While more technical and professional posts have been created to assist with Botswana's economic growth, the GOB has been unable to train Botswana fast enough to avoid the expanded use of expatriates.

ANNEX 13: DEMAND AND SUPPLY FOR TRAINED MANPOWER

1. Demand for Trained Manpower by the GOB

An analysis of trained manpower in the GOB's civil service shows that the lack of skilled personnel takes at least three forms: (1) the simple lack of candidates to fill established positions (ie, the vacancy rate), (2) the filling of positions with expatriates, and (3) the filling of positions with less than qualified individuals. The following analysis will look at these three constraints for the senior and middle level government employees, Group A level, which requires at least a diploma (an Associate degree) or the equivalent experience for entrance.

For the past three years (1979, 80 and 81) the Group A vacancy situation in the GOB has been as follows: 1979-80, a 17.8% rate or 397 positions; 1980-81, an 18.5% rate or 461 positions and 1981-82, a 24.4% rate or 690 positions. The vacancy rate is increasing commensurate with the expansion of the government structures. From 1974-80, Central Government employment and real GDP both grew at an average annual rate of 9.3%. Table 2 breaks down the vacancy situation by government ministry of 1979-80 and 1980-81.

The expatriate situation is analyzed in Table 3 which shows the number of Group A Batswana and expatriates in post in the 1981/82 year by grade. Expatriates made up about 36% of the total Group A officers and they were most heavily represented in the professional and technical cadre. Table 4 further analyzes the professional cadre of Group A and shows that in 1981 there were 264 expatriates and only 171 Batswana in this cadre which has as its entrance requirement a minimum of a Bachelor's degree.

Table 2 provides additional information on expatriates for 1980/81 and shows which ministries employed them. In summary, the above analysis reveals that the GOB's Group A cadre was short 1 452 Batswana, ie, 690 vacancies and 762 positions encumbered by expatriates in 1981/82.

An analysis of the education attainment of Group A Batswana in post 23 July 1981 sheds some light on the question of quality of the Batswana manpower currently filling these senior level positions. Table 5 details educational attainment by cadre by years of schooling and shows that only 23% of all Batswana in Group A positions have more than twelve years of schooling. As shown in Table 6, the average years of schooling for this group is 11.4 years. This project will address this problem in two ways: (1) some of the employees with adequate education levels will be sent off for long term training, while (2) those less well qualified vis-a-vis years of schooling will be eligible for in-country and short-term courses.

A further analysis of the educational make up of Group A employees in 1981/82 shows that in the professional cadre Batswana fill only 21% of the positions requiring a science based degree while expatriates fill 42%; 37% of the positions are vacant. Government wide, Batswana fill 39% of the positions requiring science degrees, 25% of the positions are vacant and the remaining 36% of the positions are filled by expatriates. This is shown in Table 7.

Thus it is clear that not only are there high vacancy rates and large numbers of expatriates in the senior levels of the GOB civil service, but the Batswana who are currently filling Group A positions to a large extent do not have the proper education levels.

2. Supply of Trained Manpower for the GOB

As stated previously, the minimum requirement for entry into the Group A level of the civil service is a two-year post secondary degree or certificate or the equivalent in experience. It has been established above that there is a demand in 1980/81 for at least 1 452 Group A Batswana. The students who will have the potential to fill these positions will come from the post-secondary ranks. The Ministry of Education projects that there will be 1 379 post-secondary students available in 1980/81, 1 561 in 1981/82, and 1 651 in 1982/83. Not all of these students will become Group A level employees; some do not pass with high enough grades and some will go to the private and parastatal sectors. A 1977 tracer study of secondary students showed that 30% went on for degree training, 7% for technical training and another 30% directly filled Group B level government positions.

The estimated supply of new Group A level personnel for the Botswana Central Government (including allocations to the Unified Local Government Service, the parastatals and the private sector) in 1982/83 is only 296. This excludes 128 new diploma and degree holders who will become secondary and JC level teachers. Table 8 shows that 45% of the net increase in supply will come from Group B level officers who will be eligible for promotion to Group A due to their years of government service, ie, these people will not be diploma or degree holders and will represent the least skilled portion of Group A manpower. (This group of employees will be most able to benefit from the type of in-country training proposed under this project.) See Table 9 for a breakdown of government sponsored students expected to return in 1982/83 by field of study. In-service Group A trainees are not considered as new supply since they continue to hold their substantive posts and draw salaries against these established posts while on training. They are being upgraded by their training but they do not represent additional supply.

Thus, without even addressing the question of the skill level of the existing Group A staff, there is an established demand from Group A trained manpower of 1 452 in 1981/82 and a projected supply in 1982/83 of only 296, 45% of which will become available due to merit promotions. The analysis clearly makes the case for the need for additional training assistance such as that proposed under this project.

3. Supply and Demand for Trained Manpower in the Private Sector

Government statistics on private sector employment are broken down by economic activity and occupation groupings. A review of these statistics from 1976 through 1980 shows that non-citizen employment is concentrated in the managerial and professional/technical areas of expertise. Table 10 shows that localization is virtually complete in the clerical, sales, service agricultural and production areas. However, in 1980, 37% of the

professional/technical employment in the private sector was expatriate while expatriates provided 58% of the managerial talent. Expatriates in private sector formal employment totalled 2 748: 784 professional/technical, 667 managerial, 954 production (out of a total of 33 332 production workers) and 343 in other fields.

An analysis of several of the key sectors of the economy shows how heavily the private sector relies on expatriate skills. Table 11 indicates that mining, manufacturing and finance depend upon outsiders for 43 to 56% of their professional/technical skill. These sectors also receive from 56 to 87% of their managerial talent from abroad.

The supply of trained manpower for the private sector is extremely limited as it must compete with the public sector. The 292 available trained individuals for 1982/83 shown in Table 8 are all that will be available for the country as a whole. Under current government policy, the private sector will receive very few of this new supply.

Some of the larger private sector firms are able to do some direct recruiting of Cambridge leavers. These firms, such as Debswana (the Botswana De Beers mining operation) are able to sponsor students and send them off for training. Small firms obviously cannot afford this option.

The view generally held by the private sector is that the government takes the bulk of the supply and most Cambridge leavers go to government. The private sector operates under restrictive work permit laws but is unable to localize because of the virtual monopoly on supply which the government has.

One small source of supply for the private sector is the retirements from government service. The GOB has a liberal retirement policy which allows employees to retire at 45. In 1981, it is anticipated that only thirty-five people will retire from the GOB. Clearly the private sector is in dire need of trained manpower and there are few prospects for improvement in the situation in the near future.

ANNEX I-C page 1

Table 1: PERCENTAGE DISTRIBUTION: BATSWANA AND EXPATRIATES IN POST 1979 AND 1981

Cadre	1979	1981	1979	1981
	Batswana		Expatriates	
Superscale	62	70	38	30
General Administration	96	97	4	3
Professional	45	42	55	58
Technical (T.1 - 3)	62	65	44	35
Technical (T.4 -5)	97	98	3	2

Table 2: GROUP "A" VACANCIES BY MINISTRY

Ministry	1979/80			1980/81				NDP V In Post Target
	Ceiling	In Post	% Vacant	Ceiling	In Post	Expatriates	% Vacant	
Parliament	8	4	50.0	7	7	0	0.0	8
Office of the President	143	122	14.7	159	135	22	15.1	169
Finance	244	214	12.3	302	229	74	24.2	263
Home Affairs	92	81	12.0	117	92	13	21.4	99
Agriculture	424	369	13.0	452	402	122	11.1	470
Education*	216	165	23.6	255	198	70	22.4	308
Commerce and Industry	134	89	33.6	139	95	47	31.7	181
Local Government & Lands	199	157	21.1	202	162	71	19.8	171
Works and ** Communications	278	241	13.3	333	282	128	15.3	358
Mineral Resources & Water Affairs	177	134	24.3	194	152	76	21.6	191
Health	208	167	19.7	224	186	106	17.0	192
Justice	27	22	18.5	32	29	14	9.4	19
Attorney General	23	18	21.7	25	19	2	24.0	23
Auditor General	25	20	20.0	25	21	5	16.0	24
External Affairs	28	26	7.1	28	24	0	14.3	31
TOTAL	2226	1829	17.8	2494	2033	750	18.5	2507

* Excludes the Unified Teaching Service and Public Officer Teachers.

** Excludes the Department of Postal Services.

Manpower Planning Unit
Directorate of Personnel
February 1982

Table 3: GROUP "A" OFFICERS IN POST BY JOB CLASSIFICATION

Grade	<u>Batswana</u>		<u>Expatriates</u>	
	Number	Number	Number	%
PSP	1		0	0.0
SS I	2		0	0.0
SS II	17		2	10.0
SS III	8		3	27.3
SS IV	11		11	50.0
SS V	29		17	37.0
SS VI	48		16	25.0
GA 1	96		36	27.3
GA 2	176		15	7.9
GA 3	359		21	5.5
PR 1E	0		12	100.0
PR 1	9		31	77.5
PR 2	30		91	75.2
PR 3	73		110	60.1
PR 4	86		26	23.2
T 1	16		33	67.3
T 2	75		135	64.3
T 3	327		60	15.5
TI 1	0		8	100.0
TI 2	1		14	93.3
TI 3	8		0	0.0
Other			121*	
TOTAL	1,372		762	35.7

* There are at least 121 additional advisor and expert expatriates who are either fully-funded or for whom salary information was lacking on 23 July 1981.

Note: This table excludes UTS and Public Officer Teachers but includes staff on contract and temporary terms.

Table 4: PROFESSIONAL CADRE DISTRIBUTION - BATSWANA/EXPATRIATES
(Excluding the Ministry of Education)

	1979		1981	
	Batswana	Expatriates	Batswana	Expatriates
Office of the President	17	6	21	11
MFDP	23	34	27	25
Home Affairs	5	5	6	7
Agriculture	36	48	50	40
Commerce & Industry	14	14	14	16
Works & Communications	5	20	9	21
MRWA	8	30	9	24
Health	8	61	13	64
MLGL	4	29	9	37
Justice	-	8	1	13
Attorney General	12	3	8	3
Auditor General	6	-	4	3
TOTAL	138	258	171	264
	35%	65%	39%	61%

Table 5: GROUP "A" BATSWANA IN POST BY EDUCATIONAL LEVEL

	Super- Scale	General Admin.	Profes- sional	Tech- nical	Tech. Instr.	TOTAL
Less than Standard 7	2	11	3	12		28
Standard 7 (7 years)	7	66		88		161
Form I (8 years)	1	4		5		10
Form II (9 years)	3	23		22	2	50
Form III (10 years)	19	280	4	120	2	425
Form IV (11 years)	2	25	3	15	1	46
Form V (12 years)	21	104	31	122	4	282
"A" Level Equivalent (14 years)	5	18	24	7		54
1st Degree (16 years)	38	60	106	4		208
Post-Grad (18 years)	15	6	16			37
TOTAL	113	597	197	395	9	1301
Total ex- cluding "less than Standard 7"	111	586	184	383	9	1273

Note: Staff on Contract or Temporary terms are excluded.

Manpower Planning Unit
Directorate of Personnel
September 1981

Table 6: EDUCATIONAL ATTAINMENT:
GROUP "A" OFFICERS IN POST BY YEARS OF SCHOOLING

Cadre	Number	Years of Schooling	
		Mean	Median
Superscale	111	13.5	14
General Administration	586	10.8	10
Professional	184	15.0	16
Technical	383	10.0	10
Technical Instructor	9	10.8	11
TOTAL	1273	11.4	10

Manpower Planning Unit
 Directorate of Personnel
 September 1981

Table 7: GROUP "A" POSTS REQUIRING SCIENCE EDUCATION

	Science	Non-Science	TOTAL
<u>Advisors, Experts, etc.</u>			
Establishment Ceiling	66	55	121
Batswana			-
Expatriates	- treated as filled -		121
Vacancies			-
<u>Professional (PR 1E-4)</u>			
Establishment Ceiling	361	331	692
Batswana	76	122	198
Expatriates	153	117	270
Vacancies	132	92	224
<u>General Administration (GA 1-3)</u>			
Establishment Ceiling		920	920
Batswana		631	631
Expatriates		72	72
Vacancies		217	217
<u>Technical (T 1-3)</u>			
Establishment Ceiling	580	275	855
Batswana	335	83	418
Expatriates	132	96	228
Vacancies	113	96	209
<u>Technical Instructor (TI 1-3)</u>			
Establishment Ceiling	57		57
Batswana	9		9
Expatriates	22		22
Vacancies	26		26
<u>Superscale (SS IE-VI)</u>			
Establishment Ceiling	- treated here as		179
Batswana	administrative posts -		116
Expatriates		49	49
Vacancies		14	14
<u>TOTAL</u>			
Establishment Ceiling	1064	1760	2824
Batswana	420	952	1372
Expatriates	373	389	762
Vacancies	271	419	690

Table 8: MANPOWER AVAILABILITY FOR GROUP "A" POSITIONS

A. <u>Possible new entrants</u> to the Public Service		
-- Government sponsored students expected to return in 1982/83		
1. Degree holders		102
2. Diplomates		+ 32
3. Advanced Technician Certificates		+ 38
B. <u>Potential progression</u> of serving Officers		
1. Promotion after Government sponsored training		
	Diplomates	+ 56
2. Promotion on merit		
	GA 4 to 3; T 4 to 3	+ 132
C. <u>Wastage</u> : expected resignations, retirements, and deaths among Group "A" Batswana		- <u>68</u>
D. <u>NET INCREASE</u> (excluding expatriates)		292

Manpower Planning Unit
 Directorate of Personnel
 August 1981

Table 9: EXPECTED NEW SUPPLY OF "A" LEVEL PERSONNEL

	Degree	Diploma	Advanced Certificate	TOTAL
Agriculture	7	62		69
Education	55	73		128
Statistics		9		9
Library Science		9		9
Health	1 7			8
Mining	7			7
Railway Technicians			29	29
All others	44 36	8	9	97
TOTAL	157	161	38	356

Manpower Planning Unit
 Directorate of Personnel
 August 1981

Table 10: LOCALIZATION OF PRIVATE SECTOR FORMAL EMPLOYMENT
NON-CITIZENS AS A PERCENTAGE OF OCCUPATIONAL GROUPINGS

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
Professional and Technical	55	43	30	41	37
Managerial	65	37	62	57	58
Clerical	16	11	6	7	3
Sales	3	1	2	3	3
Service	7	2	1	1	2
Agricultural	12	1	1	1	1
Production	3	4	4	3	3

Table 11: NON-CITIZENS AS A PERCENTAGE OF FORMAL SECTOR EMPLOYMENT
IN PROFESSIONAL/TECHNICAL AND MANAGERIAL GROUPINGS

Year	<u>Manufacturing</u>		<u>Mining</u>		<u>Finance</u>	
	Prof/ Tech	Mgr	Prof/ Tech	Mgr	Prof/ Tech	Mgr
1980	48	56	56	87	43	67
1979	48	46	60	96	56	63
1978	40	53	56	97	49	77
1977	25	70	63	75	72	78
1976	57	65	79	98	65	60

Table 1: MINISTRY OF AGRICULTURE - Group A Ceiling, Positions Filled, ^{1/} Expatriates and Localization by Department/Division, 1980/81.

Department/Division	No. of Positions			Localization (percent) ^{2/}
	Ceiling	Filled or Training	Expatriates	
1. Division of Planning and Statistics	23	23	9	61%
2. Department of Animal Health	122	105	36	67%
3. Department of Agricultural Field Services	179	152	45	71%
4. Department of Agricultural Research	73	67	31	54%
5. Botswana Agricultural College	36	25	5	70%
6. Department of Co-operative Development	27	21	7	67%
Total	460	399	136	66%

^{1/} Includes advisors/experts attached or seconded to each Department/Division which perform line position jobs.

^{2/} Calculated as a percent of positions filled or in training.

Table 2: MINISTRY OF AGRICULTURE - PR 4/GA 2 and Above Ceiling,
Positions Filled, Expatriates and Localization by Department/
Division, 1950/51.^{1/}

Department/Division	No. of Positions			Localization (percent) ^{2/}
	Ceiling	Filled or Training	Expatriates	
1. Division of Planning and Statistics	17	17	9	47%
2. Department of Animal Health	29	25	21	16%
3. Department of Agricultural Field Services	55	43	22	49%
4. Department of Agricultural Research	46	40	31	23%
5. Botswana Agricultural College	23	15	7	53%
6. Department of Co- operative Development	22	16 ^{3/}	6	62%
Total	195	156	96	35%

^{1/} Includes advisors/experts attached to each Department/Division which perform line position jobs.

^{2/} Calculated as a percent of positions filled or in training.

^{3/} Includes advisor/experts.

Table 3: MINISTRY OF AGRICULTURE: Presently Planned Training (Funded and Nonfunded) by Training Level, 1980 - 1985.

Training Level	Funded	Nonfunded	Total
Diploma	60	63	123
BA/BS Degree	37	27	64
MS Degree	13	7	20
DVM	4	0	4
Ph.D.	1	0	1
Total	<u>115</u>	<u>97</u>	<u>212</u>

Table 4: MINISTRY OF AGRICULTURE: Presently Planned Funded Training by Training Level and Projected Coursework Completion Date, 1980/81 - 1985.

Training Level	Completion Year					Total
	1980/81	1982	1983	1984	1985	
Diploma	35	23	32	30	30	150
BA/BS Degree	13	8	5	7	4	37
MS Degree	8	3	2	0	0	13
DVM	0	0	0	1	3	4
Ph.D.	0	0	1	0	0	1
Total	<u>56</u>	<u>34</u>	<u>40</u>	<u>38</u>	<u>37</u>	<u>205</u>

Table 5: MINISTRY OF AGRICULTURE - Summary of Total Projected Manpower Requirements by Training Level, 1985¹

Training Level	Number Required
1. Less than Diploma	1,069
2. Diploma	353
3. BA/BS Degree	174
4. MS Degree	55
5. DVM Degree	20
6. Ph.D. Degree	4
Total	<u>1,689</u>

¹ Excludes headquarters personnel and most secretarial type positions.

Table 6: MINISTRY OF AGRICULTURE: Summary of Group A Trained Manpower Requirements by Department/Division and Training Level Under the Projected Manpower Requirement Growth, 1985.

Department/Division	Dipl.	BA/BS	MS	DVM	Ph.D.	Total
1. Div. of Planning and Statistics	11	9	13	-	-	32
2. Dept. of Agricultural Research	27	14	25	-	3	72
3. Botswana Agricultural College	17	17	6	3	1	44
4. Dept. of Agricultural Field Services	137	92	6	-	-	225
5. Dept. of Co-op. Development	27	9	-	-	-	35
6. Dept. of Animal Health	153	26	2	17	-	195
Total	<u>372</u>	<u>155</u>	<u>55</u>	<u>20</u>	<u>4</u>	<u>606</u>

Table 7: MINISTRY OF AGRICULTURE: Summary of Group A Trained Local Manpower available by Department/Division and Training Level, 1980.^{1/}

Department/Division	Dipl.	BA/BS	MS	DVM	Ph.D.	Total
1. Div. of Planning and Statistics	8	0	3	-	-	11
2. Dept. of Agricultural Research	17	7	2	-	0	26
3. Botswana Agricultural College	9	3	4	-	-	16
4. Dept. of Agricultural Field Services	57	22	1	-	-	110
5. Dept. of Co-op. Development	13	1	-	-	-	14
6. Dept. of Animal Health	60	2	0	1	-	63
Total	194	35	10	1	0	240

^{1/} Assumes personnel holding GA and T slots above the four levels have a diploma or equivalent in experience. Excludes all personnel now on training.

Table 5: MINISTRY OF AGRICULTURE: Summary of Group A Training Requirements by Department/Division and Training Level, 1950 - 1955.^{1/2/}

Department/Division	Dipl.	BA/BS	MS	DVM	Ph.D.	Total
1. Div. of Planning and Statistics	5	4	4	-	-	16
2. Dept. of Agricultural Research	12	32	28	-	3 ²	75
3. Botswana Agricultural College	5	2	-	-	-	7
4. Dept. of Agricultural Field Services	52	53	4	-	-	109
5. Dept. of Co-op. Development	16	6	-	-	-	22
6. Dept. of Animal Health	57	39	2	15	-	113
Total	<u>210</u>	<u>136</u>	<u>38</u>	<u>15</u>	<u>3</u>	<u>402</u>

^{1/} Assumes no attrition.

^{2/} It should be noted that, in the longrun, training for as many as five additional Ph.D.'s may be required for the Department of Agricultural Research.

Table 9 DEPARTMENT OF AGRICULTURAL RESEARCH -- Training Requirements by Training Level and Major^{1/}

Training Level and Major	Number Required ^{2/}
I. <u>PH.D. DEGREES:</u> ^{3/}	
1. Agronomy	2
2. Animal Science (or equivalent)	1
SUBTOTAL	<u>3</u>
II. <u>MS DEGREES:</u>	
1. Animal Nutrition	1
2. Agricultural Economics	2
3. Range Management	1
4. Animal Science	1
5. Agronomy	9
6. Crop Physiology	2
7. Soil Physics	1
8. Crop Systems	3
9. Agricultural Engineering	1
10. Entomology	1
11. Horticulture	1
12. Soil Science	1
13. Plant Breeding	3
14. Seed Technology	1
SUBTOTAL	<u>28</u> <u>==</u>

Table 9 DEPARTMENT OF AGRICULTURAL RESEARCH -- Training Requirements by Training Level and Major^{1/} (Continued)

Training Level and Major	Number Required ^{2/}
III. BS DEGREES:	
1. Computer Programming/Agric. Stat.	1
2. Animal Health	1
3. Agricultural Economics	3
4. Animal Science	2
5. Veterinary Research	1
6. Range Management	1
7. Range Ecology	1
8. Agronomy	9
9. Crop/Plant Sciences	9
10. Soil Science	2
11. Entomology	1
12. Horticulture	1
SUBTOTAL	<u>32</u>
IV. DIPLOMA DEGREES:	
1. Animal Health	2
2. Agriculture	10
SUBTOTAL	<u>12</u>
TOTAL	<u>75</u>

^{1/} Assumes: (a) No attrition;
(b) Diplomates now working in the Department are sent on for training as much as possible;
(c) If a Diplomate is not available for training, a person is sent on directly for a BS degree.

^{2/} Required interim degrees included in numbers (i.e., if a Diplomate is sent for an MS Degree, he/she must first receive a BS degree).

^{3/} It should be noted that this is the minimum number of Ph.D.'s required. In the longrun training should probably be provided for as many as five additional Ph.D. degrees with majors in the following areas: (1) Agricultural Engineering; (2) Agronomy; (3) Plant Pathology; (4) Millet/Sorghum Breeding; and (5) Entomology.

TABLE 10

EDUCATIONAL AND TRAINING NEEDS OF UNIFIED LOCAL GOVERNMENT
SERVICE - SUMMARY BY POSITION CLASSIFICATION OF THOSE IN POST, FEBRUARY, 1981

POSITION	"A" POSTS					"B" POSTS				
	QUALIFIED	NOT QUALIFIED HIGH TRAINING PRIORITY	NOT QUALIFIED LOW TRAINING PRIORITY	VACANT FEBRUARY 81	VACANT SEPT. 80	QUALIFIED	NOT QUALIFIED HIGH PRIORITY	NOT QUALIFIED LOW PRIORITY	VACANT (SURPLUS) FEB. 81	VACANT SEPT. 80
LGA ++ Positions	18	117	52	60	55	203	739	127	45	125
PR Positions	-	-	-	23	15	-	-	-	-	-
LT Positions	31	108	12	66	81	253	135	21	74	81
LN Positions	123	4	11	41	28	77	58	12	12	26
LS Positions	-	-	-	-	-	87	25	1	(16)	12
TOTAL	174	249	95	190	181	699	957	161	115	244

* Vacancies include expatriates in position

++LGA = Administration
LT = Technical
LS = Secretarial

PR = Professional
LN = Nursing

TABLE 114 Projections of Budget and Training Needs, Cadre by Cadre, 1985 - 1992

(Assuming Low Estimates)

	Total 1985 Establishment	Average Annual % Growth	New Posts	Resignations/ Dismissals	Retire- ments	Existing Employees to be trained	Vacancies to be filled by training	Total number to be trained
<u>Administration</u>								
Secy.	14	-	-	5	5	1	1	20
IGA 1 - 1	80	5%	64	15	13	47	6	115
IGA 4 - 6	152	4%	120	167	16	142	41	495
<u>Planning</u>								
IGA 1 - 1 (PR-1)	25	5%	0	1	3	2	0	26
<u>KAPO</u>								
IGA 1 - 1	11	-	-	3	-	0	0	14
<u>KAPO</u>								
IGA 4 - 6	32	9%	10	14	-	5	4	41
<u>Treasury</u>								
<u>Senior Posts</u>								
IGA 1/PR	14	-	-	3	4	5	0	18
<u>Treasury</u>								
IGA 1 - 1	42	-	-	9	1	30	10	64
<u>Treasury</u>								
IGA 4 - 6	62	-	-	44	4	35	23	105
<u>Revenue</u>								
IGA 1 - 1	20	-	1	9	6	11	8	35
<u>Revenue</u>								
IGA 4 - 6	200	-	-	145	11	160	35	371
<u>Supplies</u>								
IGA 1 - 1	37	5%	15	3	6	16	6	46
<u>Supplies</u>								
IGA 4 - 6	160	7%	68	39	8	45	19	179
<u>Fatimela</u>								
IGA 1-1	14	10%	0	1	3	6	-	18
<u>Fatimela</u>								
IGA 4 - 6	37	-	-	12	7	30	7	56

TABLE 11 (CONTINUED)

	Total 1990 Establishment	Average Annual % Growth	New Posts	Resignation/ Terminations	Retire- ments	Existing Employees to be trained	Vacancies to be filled by training	Total number to be trained
<u>Technical</u>								
Professional ET 2 - 4	54	9%	29	5	-	-	25	59
Building ET 1 - 3	105	4%	6	11	5	44	28	144
Building ET 4 - 5	290	5%	110	52	18	41	68	280
Water/Sewerage/ Sanitation ET 4 - 5	60	2%	47	5	-	-	13	65
Water/Sewerage/ Sanitation ET 4 - 5	141	26%	117	11	2	10	10	150
Transport/ Mechanical ET 1 - 3	39	5%	7	11	10	21	11	60
Transport Mechanical ET 4 - 5 (excludes drivers)	39	7%	18	7	2	15	-	42
Transport/ Mechanical ET 5 (Drivers)	94	5%	36	26	21	31	6	120
Roads ET 1-3	61	22%	47	5	-	6	6	64
Roads ET 4 - 5	116	44%	109	8	-	2	4	123
Fire ET 1 - 3	10	27%	9	1	-	1	-	11
Fire ET 4 - 5	50	55%	48	5	-	2	-	55
Parks ET 1 - 3	19	13%	13	1	-	3	2	19
Parks ET 4 - 5	37	24%	32	2	-	5	-	39
Social & Commu- nity Development ET 1 - 3	81	-	-	8	18	60	6	92
Social & Commu- nity Development ET 4 - 6	204	2%	24	83	20	38	-	165

TABLE 11 (CONTINUED)

	Total 1960 Establishment	Average Annual % Growth	Now Post-	Resignations/ Dismissals	Retire- ments	Ex-Lined Employees to be Trained	Vacancies to be Filled by Trained	Total number to be Trained
Family Welfare Educators LGA 4 - 6	194	-	141	71	15	424	42	917
Health LT 1 - 3	76	17%	90	6	2	5	5	60
Health LT 4 - 5	110	11%	85	5	5	-	25	125
Health LGA 1 - 3	38	10%	33	1	2	-	1	41
Health LGA 4-6	10	10%	10	2	-	-	-	40
Staff Nurses LH 2 - 5	404	6%	107	22	54	15	55	394
Enrolled Nurses LH 6 - 7	491	11%	287	19	21	76	57	474
Housing LGA 1 - 3	57	7%	24	5	4	16	16	63
Education Admin- stration LGA 1-3	15	2%	7	11	9	19	9	55
Land Board LGA 1 - 3	34	8%	11	6	8	17	7	51
Land Board LGA 4 - 6	92	1%	12	34	5	25	9	85
Land Board Technical LT 4-5	15	8%	18	1	1	15	7	41
Secretarial LH 1 - 4	195	6%	87	52	7	25	11	183

TABLE 12: Summary of Manpower and Training Needs 1982 - 1992

	Total 1982 Establishment	New Posts	Replacements/ Promotions	Retire- ments	Existing Employees to be trained	Vacancies to be filled by training	Total number to be trained 1992
<u>Administration/</u> <u>Secretarial</u>							
A	138	42	26	21	69	37	175
B	384	147	181	16	147	45	525
Total	522	189	207	37	216	62	700
<u>Treasury</u>							
A	127	24	22	34	28	32	181
B	429	66	240	50	270	83	701
Total	606	90	262	84	318	115	882
<u>Technical</u>							
A	68	184	50	19	75	85	422
B	267	429	111	33	166	88	818
Total	335	613	161	52	241	173	1240
<u>Social & Comm- Development/ Health</u>							
A	599	278	89	76	80	84	600
B	1717	777	206	81	532	125	1721
Total	2316	1055	295	157	612	209	2321
<u>Other Depart- ment (Housing, Education Land Board)</u>							
A	126	41	22	20	52	32	149
B	127	30	37	6	37	16	129
Total	253	71	59	26	89	48	278
<u>Secretarial</u>	199	87	52	7	22	11	183

TABLE 12 CONTINUED
Summary of Budgetary and Training Needs, 1982 - 1992, by A and B Post

All "A"
Positions

All "B"
Positions

Total

Total 1980 Establishment	New Post:	Resignation/ Dismissal:	Retire- ment:	Existing employees to be trained	Vacancies to be filled by training	Total number to be trained
1338	571	391	170	344	248	1944
3669	1579	827	201	1118	368	4095
5007	2150	1018	371	1462	616	5449

**TABLE 13. Projected Loss of Manpower and suggested overseas staffing
(or central Government Secondment to)
of Unified Local Government Service, 1982-1986**

Cadre	Current staffing of Overseas Personnel	Peak % of Officers on Training (of Establishment)	No. of Overseas Seconded Personnel Needed	Suggested Replacement Manyears in NDP V	Deficit between in post and Established Post
Secretariat/ General Administration	0	21%	16	32 man years	56 man years
Planning	4	29%	5	9 man years	30 man years
Education	0	50%	7	14 man years	37 man years
Housing	0	28%	7	14 man years	73 man years
Treasury	5	27%	15	29 man years	99 man years
Revenue	0	30%	0	0 man years	33 man years
Supplies	0	29%	0	0 man years	32 man years
Matimela	0	28%	0	0 man years	5 man years
Land Boards	0	33%	5	9 man years	35 man years
Remote Area Development	0	17%	0	0 man years	30 man years
Social & Community Development	7	38%	9	18 man years	129 man years
Professional	14	100%	105	210 man years	210 man years
Construction	6	24%	45	89 man years ⁺⁺	229 man years
Transport/Medical	1	24%	21	42 man years	65 man years
Water	11	71%	41	82 man years	82 man years
Sewage	0	75%	20	40 man years	80 man years
Foods	0	40%	8	16 man years	46 man years

1. Assumes two-year contracts

14. Not possible to accelerate training

TABLE 13. CONTINUED

Cadre	Current Staffing of Overseas Personnel	Peak % of Officers on Training (of Establishment)	No. of Overseas/Seconded Personnel needed	Suggested Replacement manyears in H.P.V.	Deficit between in-post and Established posts.
Fire	0	75%	5	10 man years	34 man years
Parks	2	40%	0	0 man years	22 man years
Nurses	13	25%	0	0 man years	146 man years
Health Technical	0	35%	6	11 man years	43 man years
Health Admin./ESPP	3	-	5	10 man years	50 man years
TOTAL			320	626 man years	1566 man years

MAJOR RECOMMENDATIONS OF THE PICARD REPORT ON STRUCTURAL AND ORGANIZATIONAL CHANGES WHICH ARE NEEDED TO IMPLEMENT TRAINING

1. The growth of the Unified Local Government Service has been, since its inception, largely uncontrolled and not related to any manpower planning either within the Ministry of Local Government and Lands or within the Directorate of Personnel. Further, physical growth of Council infrastructure has not been related to the manpower capacity of ULGS. Thus we recommend a programme of manpower planning for ULGS and that future physical growth of Councils' assets and responsibilities be linked with the manpower capacity of the Unified Local Government Service.
2. The Unified Local Government Service suffers from inadequate and inaccurate record keeping. This means that accurate establishment figures are very difficult to get. We strongly recommend that a systematic analysis be made of district level records and that the record keeping system be significantly strengthened.
3. In order to undertake a systematic programme of training for present and future employees of ULGS, we suggest that as much control be placed over the establishment growth of the service as is possible during the next decade and that the creation of new posts in the establishment be linked to manpower development in terms of training.
4. The Unified Local Government is not receiving its share of manpower from the national pool. We recommend that the highest priority be placed upon redressing this imbalance and that in future ULGS should receive a level of trained manpower commensurate with its role in Botswana society.
5. The key to the success of any manpower development and training programme in ULGS requires the linking of promotion, at all levels, to the successful completion of various stages of the proposed training programme. We recommend that this system of promotion be incorporated into the ULGS Schemes of service when they are finalized and promulgated. This suggests that participants in all levels of the ULGS training programme be strictly evaluated as to their performance.
6. In a number of the cadres of ULGS, there are large numbers of people who do not have the current requisite educational requirements for entry into the bottom rung of the service. While recognising that this situation cannot be rectified overnight, we recommend a programme of educational upgrading of all ULGS employees to the junior secondary level using a system of financial incentives to encourage such educational development. Alternatively if certain cadres cannot be significantly upgraded; we suggest the transfer of that cadre to a separate, non-compatible position classification system from the rest of ULGS.

7. Numeracy skills are a particular problem within ULGS and the lack of numeracy training will be a major barrier to ULGS training. We recommend that all cadres, which require such skills, be pretested prior to the development of a training curriculum so that the training programme which is developed will include remedial numeracy training where required.
8. We suggest that if non-technical training is to occur through existing training institutions; it will be necessary to have prior agreement, in writing, on the nature and scope of the institutional commitment to the ULGS training programme. If one or more of the existing institutions are not able to commit themselves to a ULGS training programme; we suggest that government consider the creation of a Local Government Institute to undertake local government training.
9. The proposed incorporation of the tribal Administration into the Unified Local Government Service has serious implications for manpower development and training. The record keeping system for tribal administration is inadequate to undertake the kind of training we suggest here and the inclusion of the tribal administration in the ULGS training scheme will considerably increase the burden over the next decade. We recommend a careful consideration of all of the implications of incorporation of tribal administration into ULGS prior to a final decision on the issue.
10. The implementation of a training program for ULGS will necessitate the withdrawal of large numbers of employees from local government institutions for long period of time. We suggest that it will be necessary to replace certain key officials with personnel seconded from Central Government or with overseas personnel. This need should be incorporated into the ULGS training program.
11. Both the Ministry of Local Government and Lands and the ULGS headquarters will have to be strengthened in order to undertake a sustained training program. We see the position of the staff development and training officer in ULGS as a key factor in training management and we suggest the need for a manpower planner located within the Ministry to assist the staff development and training officer in manpower development activities. We recommend that the whole personnel management system of ULGS be strengthened if a manpower development and training program is to be successful. The staffing of ULGS headquarters needs to be strengthened qualitatively and quantitatively prior to the undertaking of a major training effort.
12. Finally, a number of uncertainties remain as to the relationship between the Directorate of Personnel, the Unified Local Government Service headquarters and the Ministry of Local Government and Lands as to the responsibility for personnel management and the manpower development of ULGS. We recommends that this relationship be clarified as soon as possible but in any event prior to the embarkation upon a sustained training effort for local government employees.

MCI's Overall training Requirements up to 1987

(A) Economic Planning Unit

<u>No. of Trainees</u>	<u>Expected Starting Year</u>	<u>Level of Study</u>	<u>Major field of Study</u>
2	1983/84	MS or Post-graduate diploma	Development economics or Economic Planning

(B) Industrial Affairs Division

(Excludes RIO Cadre- See Appendix C)

<u>No. of Trainees</u>	<u>Expected Starting Year</u>	<u>Level of Study</u>	<u>Major field of Study</u>
3	1982/83	MS degree or Post-graduate diploma	(a) Business Administration (b) Industrial Economics
1	1983/84	MS degree or Post-graduate diploma	Public administration
1	1984/85	MS or Post-graduate diploma	Business administration or Industrial Economics

(C) Batswana Enterprises Development Unit (BEDU)

<u>No. of Trainees</u>	<u>Expected Starting Year</u>	<u>Level of Study</u>	<u>Major field of Study</u>
2	1982/83	MS degree/ Post graduate diploma	(a) Business administration/ consulting (b) Industrial Engineering
1	1983/84	MS degree/ Post-graduate diploma	Business administration

continued.....

BEDU continued

<u>No. of Trainees</u>	<u>Expected Starting Year</u>	<u>Level of Study</u>	<u>Major field of Study</u>
2	1984/85	BS/BA degree	Business administration Preferably small Scale Industries
3	1982/83	6-12 months diploma certificate course	(a) design of industrial tools (b) Printing industries (c) Small Scale Foundry operations
4	1984/85	6-12 months diploma/ certificate course	(a) low-cost automation and production management (b) textile industries (c) Furniture and joinery industries (d) Designs and tooling in metal work industries
3	1984/85	6-12 months diploma/ certificate course	(a) Potery/Ceremics (b) Wood-working designs (c) Garments desings
3	1985/86	6-12 months diploma/ certificate course	(a) Building construc- tion (b) Metal work (c) Business Marketing
3	1986/87	6-12 months diploma certificate course	(a) Leatherworks (b) Production Management (c) Jewellery/ Silver smithing

continued.....

BEDU Continued

<u>No. of Trainees</u>	<u>Expected Starting Year</u>	<u>Level of Study</u>	<u>Major Field of Study</u>
2	1984/85	BA/BS degree	(a) Business administration (b) Economics or Commerce
2	1985/86	BA/BS degree	(a) Business administration (b) Economics or Commerce
2	1986/87	BA/BS degree	(a) Business administration (b) Economics or Commerce

(D) Commercial Affairs Division

<u>No. of Trainees</u>	<u>Expected Starting Year</u>	<u>Level of Study</u>	<u>Major field of Study</u>
2	1983/84	MS degree/ Post-graduate diploma	(a) Business administration (b) International Trade (c) Export Promotion Techniques
1	1982/83	MS degree/ Post-graduate diploma	(a) Commercial Management (b) Import Procurement (c) Consumer Protection
4	1983/84	2-3 years Diploma/ Certificate	(a) Accountancy (b) Business Techniques (c) Consumer Protection

continued..../4

Commercial Affairs Division(continued)

<u>No. of Trainees</u>	<u>Expected Starting Year</u>	<u>Level of Study</u>	<u>Major field of Study</u>
4	1984/85	2-3 year Diploma/Certificate	(a) Accountancy (b) Business Techniques (c) Consumer Protection
3	1985/86	2-3 year Diploma/Certificate	(a) Accountancy (b) Business Techniques (c) Consumer Protection
4	1986/87	2-3 year diploma/Certificate	(a) Accountancy (b) Business Techniques (c) Consumer Protection

The two to three year diploma/certificate for the Business Advisory Service and Price Control Unit staff will be in-country training courses arranged through the BIAC or through the Institute for Development Management (IDM) preferably run jointly with the Training Programme for the RIO Cadre - See Appendix C.

(E) Wildlife and Tourism

Training needs for Game Scouts up to Assistant Game Warden are provided locally at the Maun Wildlife Training School, the only formal training institution within the Ministry of Commerce and Industry. Training needs for Game Warden and higher are indicated at Paragraph IV. Tourism staff should also be provided for at the Maun Wildlife School. However it is foreseen that at least two tourism staff members may need to be sent on specialised training courses overseas e.g. Post-graduate diplomas in Tourism Research, Planning, Statistics and Marketing during 1983 - 1987

(F) Government Printing Department

Most training up to T.5 are conducted locally by the Superintendent of Press (Training) and plans are afoot to develop training courses for staff in the printing industry (including the private sector) jointly with the Botswana Polytechnic. Training needs for staff at T.5 and above are usually at diploma/certificate (two years) and arranged through the British ODA. At most 4 staff members may be sent tfor such training by end of 1987 at an average of 1 per annum.

(G) Weights and Measures and Registry of Companies

Arrangements are under active consideration to prepare an in-country training programme (3 to 4 years Diploma/Certificate in Trading standards) for Trainee Assize Officers. Only short-term courses of 6 to 9 months duration in the principles of Company law, trade marks, copy rights and patent designs are foreseen in the period up to 1987 for one or two staff within the Registry of Companies.

ANNEX III-A

Page 1

ANNEX III: FINANCIAL EXHIBITS

SECTION A: OPEX COSTS (TWELVE MONTHS)

Annual salary	\$30 000
Less: GOB salary	10 000
	<hr/>
Annual base	20 000
Salary topping	20 000
Post differential	2 000
	<hr/>
Sub-total	22,000
Insurance	1 000
Storage	1 178
Educational allowance	2 000
Air freight	8 000
Travel to post and return	7 750
R & R travel	4 172
Guard service	900
Predeparture expenses	1 000
	<hr/>
Sub-Total	26,000
Contingency	2 000
TOTAL	\$50 000

ANNEX III-B

ANNEX III : FINANCIAL EXHIBITS

SECTION B: PARTICIPANTS TRAINING COSTS

	<u>GOB</u>	<u>AID</u>
Travel:		
Return airfare: US-Africa	2 000	
Advance per diem		50
US to training site-training site to US exit point		50
Participant fees and maintenance:		
Tuition/fees		4 000
Room/board		5 375
Monthly allowance		6 400
Books/supplies		500
Insurance (health and accident)		300
Clothing		250
Household equipment		300
Incidentals (eg physical exams)		150
Conferences:		
Orientation		550
Enrichment conference		800
University Contractor fee (includes Overhead)		1 275
	<u>\$2 000</u>	<u>\$20 000</u>

PROJECT DESIGN SUMMARY
 LOGICAL FRAMEWORK

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE RETAINED ON SUBMITTAL.)

Life of Project:
 From FY 82 to FY 89
 Total U.S. Funding 14,509
 Date Prepared: 2/23/82

Project Title & Number: Botswana Workforce & Skills Training 633-0231

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes: (A-1)</p> <p>To generate employment for Botswana through work force training directed at the public</p>	<p>Measures of Goal Achievement: (A-2)</p> <p>Modern sector employment exceeds 9% growth rate</p> <p>Traditional sector employment increases by 10%</p> <p>Real per capita income increases by 10%</p>	<p>(A-3)</p> <p>Updated rural/urban employment survey</p> <p>Updated rural/urban income distribution survey</p>	<p>Assumptions for achieving goal targets: (A-4)</p> <p>That employment generation continues to be a government objective</p>

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project: _____
From FY 82 to FY89
Total U.S. Funding 14,509
Date Prepared: 2/27/82

Botswana Workforce & Skills Training

Project Title & Number: 633-0231

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Purpose (B-1)</p> <p>Increase the number of trained Botswana in skill areas related to employment generation</p>	<p>Conditions that will indicate purpose has been achieved: End of project status (B-2)</p> <p>Increase number of Botswana in positions of responsibility with substantive inputs into the planning, design and implementation of employment generation activities</p> <p>Maintenance of high-level operational efficiency of GOB offices with OPEX staff while counterparts are off on training</p>	<p>(B-3)</p> <p>Directorate of Personnel annual reports on training accomplishments.</p> <p>Training plans for target ministries and ULGS</p> <p>USAID project reports</p>	<p>Assumptions for achieving purpose (B-4)</p> <p>GOB adequately applies the selection criteria</p> <p>AID through a contractor will be able to provide OPEX technicians with the technical skills and cultural sensitivity required to carry out operational responsibilities under the direction of the GOB</p>

**PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK**

Life of Project: 82 to FY 89
 From FY 82 to FY 89
 Total U.S. Funding 14,509
 Date Prepared: 2/27/82

.. 101-20-10-10
 SUPPLEMENT 1

Botswana Workforce & Skills Training

Project Title & Number: 633-0231

PAGE 3

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project outputs (C-1)</p> <p>Batswana trained in the US or third countries to replace US-funded OPEX personnel</p> <p>Batswana trained through in-country training programs</p> <p>A sustained or improved level of organizational efficiency in government departments in which OPEX technicians serve</p>	<p>Magnitude of outputs (C-2)</p> <p>1. 595 Batswana will receive in-country training in administration/management.</p> <p>15 Batswana will be provided US and third country short-term training in administration/management</p> <p>36 Batswana will be provided long-term training in the US; in administration and management</p> <p>2. 36 Batswana will receive training in the US in technical fields</p> <p>405 Batswana will be provided in-country training in technical fields</p> <p>22 Batswana will receive short-term training in the US or third countries</p> <p>3. 52 person years of long-term technician assistance will be provided</p> <p>48 person months of short-term technical assistance will be provided</p>	<p>(C-3)</p> <p>USAID project reports</p> <p>Training plans for target ministries</p> <p>Directorate of Personnel reports</p>	<p>Assumptions for providing outputs (C-4)</p> <p>Qualified applicants available for training</p> <p>Local training institutions remain operational</p>

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Botswana Workforce & Skills Training

Project Title & Number: 633-0231

Life of Project:
From FY 82 to FY 89
Total U.S. Funding 14 509
Date Prepared: 23/2/82

PAGE 4

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Project Inputs: (D-1)	Implementation Target (Type and Quantity) (D-2)	(D-3)	Assumptions for providing inputs: (D-4)
Long-term administrative training	108 person years of long-term training	AID records	that funds are available
Short-term administrative training in-country	1 190 person months of short-term in-country training	GOB records	
Short-term administrative training in US and third countries	30 person months of short-term overseas training		
Long-term technical training	108 person years of long-term training		
Short-term technical training in-country	810 person months of short-term training in-country		
Short-term technical training in US or third countries	44 person months of short-term training in US or third countries		
Long-term technical assistance	52 person years of long-term technical assistance		
Short-term technical assistance, including for the project evaluation	48 person months of short-term technical assistance		

ANNEX IV: PROJECT DETAILS

Section B: List of Critical Events

<u>Date</u>	<u>Major action</u>	<u>Responsible Organization</u>
March 1982	PP completed	PP Team/GOB
March 1982	PP submitted to AID/W	PP Team/GOB
April 1982	PP reviewed/authorized	AID/W
April 1982	RFP for contract advertised in <u>CBD</u>	REDSO/EA
May 1982	Project Agreement signed	USAID/Botswana/GOB
July 1982	Bids received	REDSO/EA
August 1982	Contract selection	REDSO/EA/USAID
September 1982	Contract signed	REDSO/EA/Contractor
September 1982	Request for first 9 OPEXers received from personnel based on selection criteria	GOB
September 1982	Contractor makes initial orientation visit to Botswana	USAID/Contractor
September 1982	Contractor begins OPEX recruitment	Contractor
September 1982	AID begins search for PSC short-term training specialist	USAID
January 1983	First 9 OPEXers arrive	USAID/Contractor/GOB
January 1983	First 16 participants selected for training by GOB and approved by USAID and placement search begins	GOB/private sector/Contractor
January 1983	Training specialist arrives	USAID
January 1983	IDM curriculum specialist arrives	USAID
January 1983	GOB begins initial construction of educational facilities	GOB
May 1983 *	Short-term training specialist recommends first cadre of in-country and US short-term trainees for training	GOB
May 1983	Short-term trainees approved by USAID	USAID

* Hereafter, training recommendations will be made to AID on a quarterly basis. For brevity, short-term training is only mentioned annually.

Annex IV, Section B (continued)

<u>Date</u>	<u>Major action</u>	<u>Responsible Organization</u>
May 1983	First long-term participants receive letters of admission to US universities	Contractor
September 1983	Long-term participants begin training in US	GOB/Contractor/USAID
September 1983	Most in-country short-term trainees in training	Training specialist/ GOB/USAID
September 1983	Request for 9 more OPEXers received from personnel based on selection criteria	GOB
September 1983	First phase IDM construction completed	GOB
September 1983	Request for second nine OPEXers received from personnel based on selection criteria	GOB
January 1984	Second 16 participants selected for training by GOB and approved by USAID. Placement begins.	GOB/Contractor
January 1984	Second nine OPEXers arrive (bringing total number of OPEXers to 18)	USAID/Contractor/GOB
January 1984	GOB begins second phase of construction of educational facilities	GOB
May 1984	Short-term training specialist recommends second cadre of in-country and US short-term trainees for training	GOB
May 1984	Short-term trainees approved by USAID	USAID
May 1984	Second group of long-term participants receive letters of admission to US universities	Contractor Contractor
September 1984	Second group of long-term participants begin training in US	GOB/Contractor/USAID
September 1984	Mid-term evaluation	USAID/GOB
September 1984	Most of second group of short-term trainees in training	Training specialist/ GOB/USAID
September 1984	Request for nine more OPEXers	GOB

Annex IV, Section B (continued)

<u>Date</u>	<u>Major action</u>	<u>Responsible Organization</u>
September 1984	Second phase of construction completed	GOB
January 1985	Nine OPEXers depart	USAID/Contractor/GOB
January 1985	Third group of nine OPEXers arrive	USAID/Contractor/GOB
January 1985	GOB begins third phase of construction	GOB
May 1985	Short-term training specialist recommends third cadre of in-country and US short-term trainees for training	GOB
May 1985	Short-term trainees approved by USAID	USAID
May 1985	Third group of long-term participants receive letters of admission to US universities	Contractor
September 1985	Most of third group of short-term trainees in training	Training specialist/ USAID/GOB
September 1985	Request for nine more OPEXers received from personnel based on selection criteria	GOB
September 1985	Final phase of construction completed	GOB
January 1986	Nine OPEXers depart	USAID/Contractor/GOB
January 1986	Fourth group of nine OPEXers arrive	USAID/Contractor/GOB
May 1986	Short-term training specialist recommends fourth cadre of in-country and US short-term trainees for training	GOB
May 1986	Short-term trainees approved by USAID	USAID
May 1986	Fourth group of long-term participants receive letters of admission to US universities	Contractor
June 1986	First group of long-term participants return from training	GOB/Contractor/USAID

Annex IV, Section B (continued)

<u>Date</u>	<u>Major action</u>	<u>Responsible Organization</u>
September 1986	Most of fourth group of short-term trainees in training	Training specialist/ GOB/USAID
January 1987	Nine OPEXers depart	USAID/Contractor/GOB
January 1987	Short-term training specialist departs	USAID
June 1987	Second group of long-term participants return from training	GOB/Contractor/USAID
June 1988	Third group of long-term participants return from training	GOB/Contractor/GOB
June 1988	End-term evaluation	REDSO/EA
June 1989	Fourth group of long-term participants return from training	GOB/Contractor/USAID
September 1989	Project PACD	USAID

ANNEX IV-C

ANNEX IV-C: JOB DESCRIPTION - TRAINING PROGRAM SPECIALIST

A. Duration and Location

Four years to be located in the office of the Director of Personnel

B. Qualifications

A Masters or PhD in Manpower Planning with experience in curriculum design. Developing country experience required. Ability to coordinate a wide array of disparate activities also required.

C. General

The Training Program Specialist in the office of the Director of Personnel will be under an AID personal service contract but would report to the Director of Personnel.

D. Duties

1. Works with target ministries and related institutions in refining manpower training plans.
2. Coordination with ministry training officers, assists target ministries in identifying individuals for short- and long-term training.
3. Coordinates course development of different in-country training institutions to ensure compatibility.

E. Commodities

Coordinates with training institutions as to teaching material needs and will liason with USAID/Botswana concerning procurement.

ANNEX IV-D: JOB DESCRIPTION - OPEX CURRICULUM AND MATERIALS DEVELOPMENT SPECIALIST

A. Duration and Location

Three years to be located at the Institute of Development Management.

B. Qualifications

A Masters or PhD in Education or related field with a speciality in curriculum design. Both developing country and public and private sector experience in curriculum design preferred. Experience with audio-visual materials also helpful.

C. Job Summary

Under the general supervision of the Director, and in conjunction with the teaching staff, of the Institute of Development Management, the incumbent will develop and design training programmes for key ministries of Government of Botswana and for the private sector. Initial emphasis will be on programs for the Ministry of Local Government & Lands; Agriculture; Education; Commerce and Industry; Unified Local Government Services and their related institutions. Specifically, the incumbent will identify training needs of IDM client groups; determine client group learning styles and levels; review, revise and develop curricula to meet defined needs; and develop locally based training aids and materials.

D. Job Duties

Identifies training needs of IDM client groups:

- By visiting and becoming knowledgeable about client organisation operations
- By conducting appropriate interviews and studies and by designing and administering appropriate questionnaires
- By analysing performance problems

Determining learning styles and levels of potential client group trainees:

- By developing and administering appropriate tests
- By conducting interviews and analysing performance reports

Develops curricula to meet defined needs of the client groups:

- By reviewing current IDM curricula
- By revising current curricula to better meet defined needs
- By developing new curricula to meet needs not currently met
- By adapting course designs to ensure required results
- By designing new courses as required.

ANNEX IV-E1. Mrs APersonal Background

Mrs A and her husband opened a butchery seven years ago, shortly after they were married. One year later her husband was killed in an automobile accident. Even though she was trained as a nurse and had no formal business experience, she kept the butchery and managed the business herself. Last year she decided to open a dry cleaning/laundry business in Broadhurst. Today she owns and manages both businesses. At the dry cleaners she employs 12 people including pressers, checkers-clerks, sorters, people who wash clothes and a bookkeeper. Business is good; one of their clients is the President Hotel, a major hotel in Gaborone. In the butchery Mrs A employs 5 people, including meat cutters, sausage and bologna makers, clerks and a bookkeeper. She has several children, a daughter who is being trained as a lawyer in Great Britain and a son who is studying engineering in Lesotho.

Training Needs

Since Mrs A has never received formal training in business, she would like training especially in areas such as bookkeeping. At the present time, she turns over all of the accounts to the bookkeeper and while she attempts to monitor the books, she is not comfortable with the extent of her knowledge. She stated that she could benefit from both long-term training overseas and/or short-term training courses in-country. The latter, however, is preferable since she would be more comfortable if she could regularly check on the businesses. If she was selected for training, her younger sister, who presently fills in for her when she goes on holiday, could manage the businesses.

When she first opened her dry cleaners she sent four new employees to Johannesburg for a one month training course in dry cleaning techniques. It was expensive for her; she paid their entire salary, accommodations, food and transport. The course was offered in Afrikaans, thus she could only send people who spoke the language. She would prefer that in-country training courses were available to her entire staff.

At her butchery store, her staff does not require training. In fact, people from surrounding butcheries are trained in meat cutting in her shop.

If several people participated in in-country courses, she could afford to pay their salary for two months. Any longer period would be a financial strain on her.

Criteria for training and/or selection process

If there is more than one candidate for a particular training position, Mrs A would prefer that the selection committee have a lottery in order to ensure objectivity. Furthermore, she stated that the training opportunities should be advertised in English and Setswana in the local paper and over the radio. She also would like a woman to sit on the selection committee.

ANNEX IV-E

Page 2

Relation to Botswana Employment Federation

If she has any question about business matters she calls the BEF. A recent example was her query to BEF concerning maternity leave, specifically the amount and period of time that an employee should receive her salary while on maternity leave.

Major Constraints to Successful Business

The major obstacle to successful business, according to Mrs A, is the reliability of the staff and their general work performance.

She feels required to supervise her staff continually.

Obtaining finance for a new business was not seen as a problem. When she and her husband started their butchery, they did not need to apply for a loan. However, for the dry cleaning business (the construction of the building and all of the machinery), she received a loan from NDB. This was readily granted since her immovable property included a butchery, a farm and two houses in town. She did not feel discriminated against because she was female, however, she did indicate that if she did not have collateral she would not have received financing regardless of being male or female.

2. Mr BPersonal Background

Mr B initially entered business with a group of small businessmen. The group invested in a paint factory, a glass factory and a dry cleaning establishment. Mr B was primarily responsible for providing the stimulus that resulted in the establishment of these businesses. At that time, he was the smallest shareholder of the group. He did not have financial resources and as a consequence, he had little to say in the management of these businesses. He decided to branch out on his own. He opened an ice cream and vegetable store which he operated for seven and one-half years. Confronted by a spiraling wholesale price structure of commodities and transport costs (from South Africa), Mr B decided that this type of business was not a viable proposition. Presently he runs a bottle store which supplies beer, soft drinks and wines. The soft drinks and beer are procured locally and the wine is obtained through Kalahari brewers (local company). Because of this arrangement he feels that he does not have to worry about transportation problems. In addition to this bottle store, Mr B plans to open another shop in Broadhurst in one month's time.

He presently employs 4 people in his store, all of whom are clerks. His wife does all the bookkeeping.

Training Needs

Mr B feels that every local small business person needs some type of training. While many people, such as himself, have on-the-job experience, they need to be trained in bookkeeping, how to display the goods, and how to develop good customer relations. They should be trained in some of the principles of business, such as profit and loss. He stated that his staff needs training in pricing, sales promotion, and how to develop a knowledge of their commodities.

Mr B indicated that if small business people received the proper training, business could expand beyond Botswana. He would like business people to expand their markets and export products to neighboring countries. There is a considerable amount of semi-processed materials in South Africa which Mr B argues should be processed to its final stage in Botswana. This would provide jobs to local people while training them in skills. The goods could then be exported to Zambia, Zaire, Zimbabwe, Angola and South Africa.

From Mr B's perspective, the university has failed to play a meaningful role to the private sector in Botswana. He would like the university to expand their courses in business administration and publicize the time and date these courses are being offered. He believes that IDM only trains people from parastatal organizations. It should expand its courses so as to include the private sector. He stated that part of a university's function is to play a role in the community and the business sector is a vital part in any community.

Mr B would prefer that his staff should be trained in-country. He could afford to have a member of his staff absent for one month during which time he would pay their salary. He interprets training of his staff as beneficial to himself and his business and in the long-run, Botswana.

Mr B feels that he personally requires training in business administration. If courses are not available in the country, he is in a position to attend long-term training overseas. His wife could manage the business while he was gone.

He strongly argues that people should not be trained in South Africa. He sited discrimination and the necessity of speaking Afrikaans as the reasons. He stated that short-term training should be in Botswana or another African country.

Criteria for Training and/or Selection Process

Mr B would like to see a selection committee composed of representatives from the Chamber of Commerce, the Botswana Employers Federation and the Business and Professional Women's Organization of Botswana. Concerning the latter, he indicated that women have demonstrated that they have business potential. Mr B stated that the Chamber of Commerce is especially knowledgeable of the problems that confront small business owners.

Criteria should be established for selecting individuals to be trained. It should include: the person's educational standard, their acumen for business, and their character. All of this could be substantiated by the proper documents.

The availability of training should be advertised in the Daily News and over the radio in both English and Setswana.

Relations to Botswana Employers Federation

Mr B sees BEF as playing an important role in the local business community.

Major Constraints to Successful Business

Obtaining financing to start a business is the major constraint. Mr B explained that Batswana are primarily pastoral people. For them, business is a novelty; they do not comprehend it. In general they lack collateral. Cattle are not acceptable and farmers on tribal land will not be in possession of a title of land ownership.

Mr B indicated that few business people have ventured into manufacturing in this country. He said that there are no safeguards for outside investors who invest in Botswana. He feels that safeguards are necessary. He also stated that it is critical that a Motswana participates with outside investors, so that part of the profits will stay in the country. He gave an example: if a South African comes to Botswana to set up a business, he should have a Motswana counterpart. The government could possibly finance the Motswana counterpart through a parastatal agency. This would give government a greater involvement in business.

Another constraint to successful business is a lack of training.

3. Mr C

Personal Background

Mr C was born in Zimbabwe where he served as an apprentice for 5 years in a building trade. He worked in Zambia for 10 years as a production manager, foreman and manager of a furniture business. In 1974 he came to Botswana. He and his three sons presently own a furniture business which manufactures furniture for government and private homeowners, repairs and reupholsters furniture and upholsters motor car seats. Mr C presently employs 90 individuals in a building which is 1530 square meters. His skilled craftsmen are brought in from Zimbabwe. The remainder of his employees are local and include builders, laborers, receptionist, clerks, secretary and bookkeepers. He is planning to expand his business and open a new factory in Broadhurst which will be five times the size of his present factory and will staff between 200 and 250 individuals. His workers are paid a salary range of 36 thebe per hour up to 500 pula per month. He estimates that he spends between 8 000 and 9 000 per month in wages, plus an overhead cost of 3 000 pula.

Training Needs

Mr C feels that long-term training is only viable for his son who could benefit from courses in business administration. Mr C indicated that this training could benefit him (Mr C), his son and eventually the country. For his staff, Mr C prefers in-country training. He sees a need for skilled training, such as cabinet making. He would also like to see his staff trained so that they could read detailed diagrams. This would save him bringing in expatriates from Zimbabwe to do this work. He explicitly stated that other than his son, no members of his work force should receive overseas training because they would then demand too high a salary. If his staff were to receive some training in Botswana, he would agree to pay their salary however, he would expect them to sign a contract to return to work for him for at least 3 or 4 years. Furthermore, he would agree to increase their salary if the individual returned from training "a better person". Mr C went on to emphasize that he cannot raise his employees salaries too much because in order for him to make a profit he would then have to raise the price of his products. That would mean that then the average Motswana could not afford to buy his furniture. He acknowledges that his employees need on-the-job training. He mentioned the possibility of the brigades, however, at present he views the brigades as ineffective. According to Mr C the brigades only provide a rudimentary training. Furthermore, when people complete their training at the brigades their wage demand is considerably higher than their skills merit. He has employed people from the brigades in the past and has found that he has to provide them with additional training in his factory.

Criteria for Training and/or Selection Process

Mr C feels that it is best to administer a standard test to all of the candidates. This would be an objective way to decide which candidate is the most qualified.

Relations to Botswana Employers Federation

According to Mr C BEF is particularly valuable if there is a labor problem. They are helpful to the business owner since they stand behind the 35 thebe per hour minimum wage.

Major Constraints to Successful Business

Mr C is worried about several factors which he sees as an obstacle to business expansion.

He is concerned about the strong dependency of business in Botswana on South Africa. In order for business to expand, imports should be cut down. He envisions a partial solution that would help his own business. Specifically, the market should be divided, with South Africa providing all household furniture and Botswana providing all business and office furniture, or vice versa. Things should proceed along this line until Botswana can take over the entire market.

ANNEX IV-E

Page 6

In addition to South Africa cornering the market on furniture, Mr C has to obtain most of his materials from South Africa, ie, even nails are purchased in SA. For the long range benefit of Botswana many small manufacturing businesses are needed in country.

Another obstacle to business expansion is the diamond price slump. He feels that there will be little building going on for some time. Workers will have to be laid off. No one will be able to purchase his furniture. Because of the present diamond slump, the banks are now cutting back on overdrafts.

Finally, Mr C feels that he is being discriminated against in his efforts to obtain capital. Capital is necessary for any business to be successful. Mr C further explained that the commercial banks will finance white expatriates but not black or colored people. He stated that the men who processed the loans in these commercial banks and that most members of the Board of Directors are white. He drew upon his own experience as illustrative. He recently applied for a loan at Standard and Barclays Bank. He was told to apply at the National Development Bank. He subsequently invested 3 000 pula to provide a detailed report on all of his assets. However, he was refused the loan. Now he has reapplied to one of the original banks and is waiting to see if his loan will be approved. Mr C interprets this as a racial problem. He stated that there is a presidential commission that is investigating the granting of preferential loans, however, he is skeptical about the outcome since he believes that the government wants to encourage outside investors.

4. Mr DPersonal Background

In 1896 Mr D's father emigrated from India to South Africa. He worked as a laborer in the sugar fields for a period of time and then emigrated to Botswana to set up his own business. He opened a general store in Village X. This store is still in the family. The present Mr D was born in Botswana. He owns a clothing store on "the Mall", which is the major commercial center of Gaborone. He was educated in South Africa, but had no training in business. His store provides ready-made clothing, all of which is imported from South Africa. The stock would be classed as "better clothing"; it includes a number of designer items (ie Pierre Cardin suits). Ninety percent of the clothes are men's wear and the remainder is female clothing.

Mr D wished to point out that clothing business in Gaborone requires a merchant to be well established financially. When starting his business, Mr D had to provide a South African manufacturer with trade and credit references. There is a special firm in South Africa that investigates these references for South African manufacturers. Once the manufacturer was satisfied that Mr D was a good businessman, only then would they provide him with clothing. Furthermore, South Africa "confines" various types of clothing (ie designer) to different stores in Gaborone. Mr D interprets this as being to the benefit of the business owner.

Mr D's clothing store is staffed by four people: clerks, bookkeeper and a laborer.

Training Needs

Mr D indicated that he could use some training in business administration. However, this training could have to be in-country. The maximum amount of time that he would spend away from his shop would be 10 days. While his brother could possibly take over managing the store for him, he would not be comfortable leaving his business for a long period of time.

Mr D does not feel that his staff needs any training other than that which he provides them. He feels that the best experience is on-the-job.

Criteria for Training and/or Selection Process

Mr D would like to see the level of education, knowledge of business and overall character of an individual be the determinants when awarding training scholarships.

Relations with Botswana Employers Federation

Although Mr D has never had any labor problems, he indicated that if he did have a problem, he would take the issue to BEF.

Major Constraints to Successful Business

Mr D feels that the major constraint to successful business is securing the proper merchandise. He said that it is necessary to know the local taste.

He has had no problems in securing financing in the past. He indicated that as long as an individual is solvent, the banks will provide assistance.

PROJECT AUTHORIZATION

Name of Country: Botswana
Name of Project: Botswana Workforce and Skills Training
Number of Project: 633-0231

1. Pursuant to Section 531 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Southern Africa Manpower Development (SAMDPII) Project for Botswana ('Cooperating Country') involving planned obligations of not to exceed \$14,509,000 in grant funds over a seven year period from date of authorization, subject to the availability of funds in accordance with the A I D OYB/allotment process, to help in financing foreign exchange and local currency costs for the project.
2. The project consists of (a) providing (long term and short_term_training both overseas (US and Third Country), in-country for Batswana in several critical areas including public administration, (b) providing long term and short term OPEX personnel, and (c) providing a_limited amount of training materials.
3. The Project Agreement which may be negotiated and executed by the officer to whom such authority is delegated in accordance with AID regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as AID may deem appropriate.
 - a. Source and Origin of Goods and Services
Goods and services financed by AID under the project shall have their source and origin in the Cooperating Country or in countries included in AID Geographic Code 941 except as AID may otherwise agree in writing.
 - b. Covenants
Covenants shall be included in substance as follows:
 - (1) Counterparts
The Cooperating Country agrees to assign a counterpart to long-term training for each OPEX technician provided under the project.
 - (2) Manpower Planning
The Cooperating Country agrees that no short or long-term training or OPEX assistance will be provided to institutions which do not have Director of Personnel and USAID approved training plans within eighteen months after signature of the project agreement.

(3) ULGS

The Cooperating Country agrees that the Unified Local Government Services will be treated as an institution separate from the Ministry of Local Government and Lands and will receive a proportionate share of project resources.

(4) Training Coordinators

The Cooperating Country agrees that each target ministry and ULGS will designate a Training Coordinator to develop and implement training requirements.

(5) In-Country Training Institutions

The Cooperating Country agrees to continue to support in-country training institutions discussed in the project paper and increase budgets and facilities to accommodate the short-term training requirements under the project.

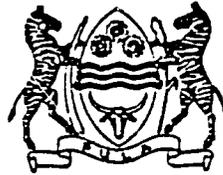
c. Waivers

Waive the requirement set forth in Handbook I, Supplement B, Chapter 5, that the suppliers of services to be financed under grants to a RLDC have their nationality in AID Geographic Code 941 countries to permit the procurement of services (approximate cost \$80,000) from suppliers having their nationality in countries included in AID Geographic Code 935; and certify that the interests of the United States are best served by permitting the procurement of these services from Free World countries other than the Cooperating Country and countries included in Code 941.

TELEPHONE: 55255

TELEGRAMS: FINANCE

REFERENCE: FDP 4/2/16 I (84)



REPUBLIC OF BOTSWANA

MINISTRY OF FINANCE AND DEVELOPMENT PLANNING

PRIVATE BAG 008

GABORONE

22nd March, 1982

Mr Louis Cohen,
Director,
USAID,
P.O. Box 90,
GABORONE.

Dear Sir,

Southern Africa Manpower Development
Project II

Following my letter to you ref: FDP 4/2/16 of 3rd February 1982 concerning the review of the Project Identification Document for Phase II of the project mentioned above, a GCB/USAID Reference Group has now produced an agreed project paper (PP).

I now wish to formally request you to submit the project paper (PP) to Washington, DC for consideration.

Yours faithfully,

J. M. MATHIBO
for/Permanent Secretary

BEST AVAILABLE DOCUMENT

5C(1) - COUNTRY CHECKLIST

Listed below are, first, statutory criteria applicable generally to FAA funds, and then criteria applicable to individual fund sources: Development Assistance and Economic Support Fund.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 116. Has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, can it be demonstrated that contemplated assistance will directly benefit the needy?

2. FAA Sec. 113. Has particular attention been given those programs, projects, and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort?

3. FAA Sec. 481. Has it been determined that the government of the recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the U.S. unlawfully?

4. FAA Sec. 620(b). If assistance is to a government, has the Secretary of State determined that it is not dominated or controlled by the international Communist movement?

5. FAA Sec. 620(c). If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen

- a. No such determination
b. The project will increase the number of trained Batswana in skill areas related to employment generation. The project will improve the GOB's capacity to implement programs which create employment opportunities for the Rural/Urban poor.

Yes

No such determination has been made

Yes

No

for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) the debt is not denied or contested by such government?

6. FAA Sec. 620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities?

No

7. FAA Sec. 620(a), 620(f), 620D; Continuing Resolution Sec. 511, 512 and 513; ISDCA of 1980 Secs. 717 and 721. Is recipient country a Communist country? Will assistance be provided to Angola, Cambodia, Cuba, Laos or Vietnam? (Food and humanitarian assistance distributed directly to the people of Cambodia are excepted). Will assistance be provided to Afghanistan or Mozambique without a waiver? Are funds for El Salvador to be used for planning for compensation, or for the purpose of compensation, for the confiscation, nationalization, acquisition or expropriation of any agricultural or banking enterprise, or property or stock thereof?

No

8. FAA Sec. 620(i). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance, or (b) the planning of such subversion or aggression?

No

9. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U.S. property?

Security and protection measures appear to be adequate

10. FAA Sec. 620(k). Does the program furnish assistance in excess of \$100,000,000 for the construction of a productive enterprise, except for productive enterprises in Egypt that were described in the Congressional Presentation materials for FY 1977, FY 1980 or FY 1981?

No

11. FAA Sec. 620(l). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?

No such denial has been considered

12. FAA Sec. 620(m). Is the country an economically developed nation capable of sustaining its own defense burden and economic growth and, if so, does it meet any of the exceptions to FAA Section 620(m)?

No

13. FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters,
a. has any deduction required by the Fishermen's Protective Act been made?
b. has complete denial of assistance been considered by AID Administrator?

No

14. FAA Sec. 620(q); Continuing Resolution Sec. 518. (a) Is the government of the recipient country in default for more than six months on interest or principal of any AID loan to the country?
(b) Is the country in default exceeding one year on interest or principal on any U.S. loan under a program for which the Continuing Resolution appropriates funds?

a. No.
b. No

15. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget which is for military expenditures, the amount of foreign exchange spent on military equipment and the amount

Until 1977 Botswana had no army, only a small police force. In 1977 a small defense force (army) was organized. For 1979-80, police and internal security expenditures represented approximately 6% of the GOB budget or about 4% of GDP. Less than 8% of foreign exchange reserves were spent on military equipment in the 1979-80 period and no money was spent on sophisticated weapons systems.

spent for the purchase of sophisticated weapons systems? (An affirmative answer may refer to the record of the annual "Taking into Consideration" memo: "Yes, taken into account by the Administrator at time of approval of Agency OYB." This approval by the Administrator of the Operational Year Budget can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)

16. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?

No, not applicable

17. FAA Sec. 620(u). What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget?

There are no arrears

18. FAA Sec. 620A; Continuing Resolution Sec. 521. Has the country aided or abetted, by granting sanctuary from prosecution to, any individual or group which has committed an act of international terrorism? Has the country aided or abetted, by granting sanctuary from prosecution to, any individual or group which has committed a war crime?

We have no knowledge of any such action

19. FAA Sec. 666. Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. who is present in such country to carry out economic development programs under the FAA?

No

20. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or re-processing equipment, materials, or technology, without specified arrangements or safeguards? Has it detonated a nuclear device after August 3, 1977, although not a "nuclear-weapon State" under the nonproliferation treaty?

We have no knowledge of any such delivery or receipt.

B. FUNDING SOURCE CRITERIA FOR COUNTRY ELIGIBILITY

1. Development Assistance Country Criteria.

a. FAA Sec. 102(b)(4). Have criteria been established and taken into account to assess commitment progress of the country in effectively involving the poor in development, on such indexes as: (1) increase in agricultural productivity through small-farm labor intensive agriculture, (2) reduced infant mortality, (3) control of population growth, (4) equality of income distribution, (5) reduction of unemployment and (6) increased literacy.

Yes

b. FAA Sec. 104(d)(1). If appropriate, is this development (including Sahel) activity designed to build motivation for smaller families through modification of economic and social conditions supportive of the desire for large families in programs such as education in and out of school, nutrition, disease control, maternal and child health services, agricultural production, rural development, assistance to urban poor and through community-based development programs which give recognition to people motivated to limit the size of their families?

Non-applicable

2. Economic Support Fund Country Criteria.

a. FAA Sec. 502B. Has the country (a) engaged in a consistent pattern of gross violations of internationally recognized human rights or (b) made such significant improvements in its human rights record that furnishing such assistance is in the national interest?

No

b. FAA Sec. 532(f). Will ESF assistance be provided to Syria?

No

c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

No grant commodities will be sold and thus no sales proceeds will be generated.

d. FAA Sec. 620B. Will ESF be furnished to Argentina?

No

5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable generally to projects with FAA funds and project criteria applicable to individual funding sources: Development Assistance (with a subcategory for criteria applicable only to loans); and Economic Support Fund.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

A. GENERAL CRITERIA FOR PROJECT

1. Continuing Resolution Unnumbered; FAA Sec. 634A; Sec. 653(b).

(a) Describe how authorizing and appropriations Committees of Senate and House have been or will be notified concerning the project; (b) is assistance within (Of National Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure)?

a. The congress was notified utilizing normal congressional notification procedures.

b. Yes

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,000, will there be (a) engineering, financial other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

a. Yes

b. Yes

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

None required

4. FAA Sec. 611(b); Continuing Resolution Sec. 501. If for water or water-related land resource construction, has project met the standards and criteria as set forth in the Principles and Standards for Planning Water and Related Land Resources, dated October 25, 1973?

This is not a water or water-related land resource construction project.

5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?

Not required because there is no construction element.

6. FAA Sec. 209. Is project susceptible of execution as part of regional or multi-lateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

No

7. FAA Sec. 601(a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of cooperative and credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

The project will improve the GOB training capability for middle and senior level personnel. This will improve the capacity of Botswana citizens to participate effectively in the development of both public and private sectors.

8. FAA Sec. 601(b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

The project will fund U.S. technical assistance and participant training.

9. FAA Sec. 612(b), 636(h); Continuing Resolution Sec. 508. Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

GOB will contribute approximately 25% of project costs.

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

Botswana is not an excess foreign currency country.

11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes

12. Continuing Resolution Sec. 522. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?

Not applicable

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria N/A

a. FAA Sec. 102(b), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

b. FAA Sec. 103, 103A, 104, 105, 106, 107. Is assistance being made available: (include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.) N/A

(1) (103) for agriculture, rural development or nutrition; if so (a) extent to which activity is specifically designed to increase productivity and income of rural poor; 103A if for agricultural research, full account shall be taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made; (b) extent to which assistance is used in coordination with programs carried out under Sec. 104 to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value, improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration of programs explicitly addressing the problem of malnutrition of poor and vulnerable people; and (c) extent to which activity increases national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.

(2) (104) for population planning under sec. 104(b) or health under sec. 104(c); if so, (i) extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.

(4) (105) for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development; and (ii) extent to which assistance provides advanced education and training of people in developing coun-

tries in such disciplines as are required for planning and implementation of public and private development activities.

(5) (106; ISDCA of 1980, Sec. 304) for energy, private voluntary organizations, and selected development activities; if so, extent to which activity is: (i) (a) concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; (b) facilitative of geological and geophysical survey work to locate potential oil, natural gas, and coal reserves and to encourage exploration for potential oil, natural gas, and coal reserves; and (c) a cooperative program in energy production and conservation through research and development and use of small scale, decentralized, renewable energy sources for rural areas;

(ii) technical cooperation and development, especially with U.S. private and voluntary or regional and international development, organizations;

(iii) research into, and evaluation of, economic development process and techniques;

(iv) reconstruction after natural or manmade disaster;

(v) for special development problems, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance;

(vi) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development.

c. (107) is appropriate effort placed on use of appropriate technology? (relatively smaller, cost-saving, labor using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor.) — N/A

d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be N/A

furnished (or has the latter cost-sharing requirement been waived for a "relatively least developed" country)?

e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"?

N/A

f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

N/A

g. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

N/A

2. Development Assistance Project Criteria (Loans Only)

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan, at a reasonable rate of interest.

N/A

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?

N/A

3. Project Criteria Solely for Economic Support Fund

a. FAA Sec. 531(a). Will this assistance promote economic or political stability? To the extent possible, does it reflect the policy directions of FAA Section 102?

N/A

b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities.

N/A

ANNEX V-D

ANNEX V-D : WAIVERS

I Waivers required

A waiver of nationality requirements from AID Geographic Code 941 to Code 935 for the procurement of approximately \$80,000 in services.

II Justification for Waiver of Nationality Requirements for Services

A Summary Waiver Information

Cooperating Country:	Botswana
Authorizing Document:	Project Authorization
Project:	Botswana Workforce and Skills Training
Nature of Funding:	Grant
Description:	Residential utilities, security guards, household maintenance, medical costs and general repair and maintenance of project equipment
Probable Source	South Africa
Total Value: (Approximate)	\$80,000

B Discussion

Services for which a waiver of nationality requirements is being requested are contract and support services such as security guard service, household maintenance and medical costs. Total \$80,000.

All of these services will be procured either from South Africa or from South African owned firms. In the case of security guard service and household maintenance, these services are routinely provided by South African firms operating in Botswana. The general repair and maintenance of equipment for items manufactured in South Africa is generally done by South African firms operating in both Botswana and South Africa. It is not possible to distinguish between South African firms operating in Botswana and Botswana owned firms. Thus, tests of beneficial ownership discussed in Handbook 1B: 12 cannot be applied. Accordingly, a waiver is required for all project financed services.

Additionally, for the small amount of services required, it is not feasible to require US firms to provide them, since US firms providing these services do not operate in Botswana. Also, no Code 941 firm would be interested since the services required are of limited magnitude and would not generate any interest.

UNCLASSIFIED
Department of State

ANNEX V-E

OUTGOING
TELEGRAM

PAGE 01 STATE 341654
ORIGIN AID-35

3508 056061 AID6204

STATE 341654

3508 056061 AID6204

ORIGIN OFFICE AFCA-03
INFO ARAF-01 AFEA-03 AFDP-02 AFDR-05 PPCE-01 POPH-01 PPPB-03
GC-01 GCAF-01 GCFL-01 AFDA-01 RELO-01 7C-00 /025 AB

INFO OCT-00 AMAD-01 /030 R

DRAFTED BY AID/AFR/SA:VDICKSCH
APPROVED BY AID/AA/AFR:FSRUDDY
AID/AFR/SA:LPOMPA
AID/AFR/SA:LTAYLOR
AID/AFR/DR/SAP:OKLINE
AID/AFR/DR/ENR:RZIGLER
AID/AFR/GC:TBORK
AID/AFR/GC:AWILLIAMS
AID/PPC/PC:ABAKER
AID/AFR/DP:HMILES
AID/AFR/SA:RWRIN (DRAFT)
AID/AFR/DP:TCORNELL (DRAFT)
AID/OAA/AFR:WORTH
AID/AFR/SA:THORSE

P 290257Z DEC 81
FM SECSTATE WASHDC
TO AMEMBASSY GABORONE
INFO AMEMBASSY NAIROBI
AMEMBASSY MBABANE

UNCLAS STATE 341654

AIDAC, NAIROBI FOR REDSO; MBABANE FOR RLA

E.O. 12055: N/A

TAGS:

SUBJECT: BOTSWANA MANPOWER DEVELOPMENT PROJECT, SAMDP 11
(633-0231)

1. SUBJECT PID, REVIEWED ON DEC. 7 AND 10, 1981 IS APPROVED. ISSUES PAPER BEING POUCHED FOR YOUR INFORMATION. THIS CABLE SUMMARIZES ISSUES AND PROVIDES GUIDANCE FOR MIS-SION PREPARATION OF PROJECT PAPER.

2. (SUMMARY). WHILE CONTINUATION OF THE MANPOWER TRAINING PROJECT PAPER APPEARS TO BE AN APPROPRIATE RESPONSE TO THE PERVASIVE AND CRITICAL MANPOWER SHORTAGE IN BOTSWANA, THE PP MUST INDICATE PRECISE PROJECT FOCUS SUPPORTED BY ANALYSIS OF THE DEMAND AND SUPPLY AND A RATIONALE FOR THE SELECTED A.I.D. APPROACH. SELECTION OF OPTIMUM APPROACH SHOULD TAKE INTO ACCOUNT, INTER ALIA, VARIED RECORD OF OPEX PERSONNEL DURING SAMDP PROJECT IN ACHIEVING TRAINING OBJECTIVES AS INDICATED IN SAMDP EVALUATION. PROBABILITY THAT MAXIMUM A.I.D. FUNDING LEVEL FOR BOTSWANA HAS ALREADY BEEN ACHIEVED SHOULD NOT BE IGNORED IN DETERMINING LEVEL OF EFFORT.

3. ISSUES TO BE RESOLVED DURING PROJECT DESIGN ARE AS FOLLOWS:

A. PROJECT FOCUS. CRITERIA FOR DETERMINING AID SUPPORT TO GOB TRAINING PROPOSALS NEED TO BE ARTICULATED. LEVEL AND FIELD OF TARGET POSITIONS, RELATIONSHIP OF TARGET POSITIONS TO CONDUCT OF OTHER AID PROJECTS AND TO AID STRATEGY MAY BE AMONG THE FACTORS INCLUDED IN THE MISSION'S DECISION MATRIX.

B. USE OF OPEX. TWO PRECEDING PROJECTS HAVE PROVIDED OPEX TECHNICAL ASSISTANCE. CONTINUED USE OF OPEX WILL NEED TO BE JUSTIFIED WITH ASSURANCE THAT THEY WILL INDEED

BE USED MORE EXTENSIVELY IN PROVIDING IN-COUNTRY TRAINING UNDER SAMDP 11 EVEN THOUGH LITTLE IN-COUNTRY TRAINING WAS PERFORMED UNDER PREVIOUS PROJECTS.

C. DONOR COORDINATION. PP SHOULD DESCRIBE COORDINATION MECHANISM FOR INTEGRATING SAMDP 11 ACTIVITIES WITH THOSE OF THE WORLD BANK AND OF CIDA, SIDA, ODA AND WHICHEVER OTHER DONORS ARE HEAVILY INVOLVED IN MANPOWER DEVELOPMENT IN BOTSWANA.

4. THE PP WILL BE EXPECTED TO PROVIDE THE FOLLOWING ADDITIONAL INFORMATION:

A. AN ELABORATION OF THE SPECIFIC RELATIONSHIP BETWEEN SAMDP 11 AND GOB/AID DEVELOPMENT PRIORITIES;

B. FURTHER ANALYSES OF ALTERNATIVE APPROACHES AND RATIONALE FOR SELECTED APPROACH;

C. RATIONALE FOR THE RELATIVE SHARES OF TOTAL PROJECT RESOURCES PROPOSED FOR OPEXERS AND FOR TRAINING;

D. DIFFERENCES BETWEEN SAMDP AND SAMDP 11.

5. PARTICIPANTS CURRENTLY IN TRAINING AS WELL AS ANY STARTING TRAINING DURING FY 82 ARE TO BE FULLY FUNDED UNDER SAMDP (633-0059). IF ADDITIONAL FUNDING AND AN EXTENSION OF PACT ARE REQUIRED, A PP AMENDMENT SHOULD BE SUBMITTED TO AID/W ASAP. (RLA WILLIAMS HAS BEEN BRIEFED ON AMENDMENT OPTION).

6. PLEASE PROVIDE AID/W WITH COPIES OF COMPLETED MANPOWER STUDIES REFERRED TO IN PID WHEN PP IS SUBMITTED. HAIG

UNCLASSIFIED