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Botswana, Lesotho, and Swaziland (BLS) Study of Public Administration Management: Issues and Training Needs

(In Four Volumes) Volume II: Botswana

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Education and Manpower Development Division
Eastern and Southern Africa Region

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GLOSSARY

AAT	Association of Accounting Technicians
ACCA	Association of Certified Chartered Accountants
ATI	Accountancy Training Institute
BDC	Botswana Development Corporation
BIAC	Botswana Institute of Administration and Commerce
BTC	Botswana Telecommunication Corporation
BWAST	Botswana Workforce and Skills Training
CAS	Center for Accounting Studies
CIS	Chartered Institute of Secretaries
DOP	Department of Personnel
GCE	General Certificate of Education
HRP	Human Resource Planning
IDM	Institute of Development Management
ILO	International Labor Office
IPM	Institute of Personnel Management
MCI	Ministry of Commerce and Industry
MLGL	Ministry of Local Government and Lands
MOE	Ministry of Education
NDB	National Development Bank
NITTEC	National Industrial Training and Technical Education Council
ODA	Overseas Development Aid
PAS	Political and Administrative Studies
RSA	Republic of South Africa
SADCC	Southern Africa Development Coordinating Conference
SAMS	School of Accountancy and Management Studies
UB	University of Botswana
ULGS	United Local Government Services
UNDP	United Nations Development Program
USAID	United States Agency for International Development

REPUBLIC OF BOTSWANA

FISCAL YEAR

April 1 - March 31

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This report is based on missions to the BLS countries, in March 1985, by Mrs. N. Shields (Economist/Mission Leader), and Mr. H. Davies (Public Accountant, Consultant), and in July 1985, by Mrs. N. Shields (Economist/ Mission Leader), and Messrs. R. Lynn (Senior Management Specialist), L. Roberts (Management Training Specialist), and P. Langseth (Personnel Management Specialist). The report was discussed in the field in February 1986 in a mission composed of Mrs. N. Shields, (Mission Leader), Messrs. P. Langseth and R. Roberts.

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PREFACE

Botswana is in the process of reorienting its educational priorities to meet the specific needs of a diversifying economy. It is able to earmark resources for this after having made remarkable progress since independence in providing basic schooling to most of the country's children of eligible age. With the introduction of an ambitious national scheme for apprenticeship training, the standardization of trades testing, and the expansion of higher educational institutions, the Government has embarked on a long-term program for training local people in vocational skills, public management and accountancy. These measures have been accompanied by the creation of a new ministry whose duties include the development and management of public administration.

Against such a background, the Government and the educational establishment in Botswana are seeking answers to a number of structural and functional problems in making the system progressively more responsive to the needs of the economy, especially in the sphere of higher technical and managerial development; and in progressively replacing expatriate managers and professionals with the minimum of disruption. This study by the World Bank focuses on the main issues involved, and, we hope, provides a forum for debate among the many Government and donor agencies concerned with manpower development in Botswana. This report was discussed in draft in February 1986 with representatives of all government ministries, departments and training institutes. Many of the useful suggestions made by them have been incorporated into this final version.

SUMMARY AND CONCLUSIONS

i. This study arose out of concern that lack of management skills is a constraint on the economic development of Botswana. This concern emanates from the fact that in Botswana, as in many developing countries, the differences between managerial and administrative functions are generally blurred. Public servants must possess a specific body of conceptual knowledge, skills, and attitude relevant to their roles; and personnel policies must be designed to motivate them. The focus of this report is on training and management/administrative arrangements needed to influence the attitude of middle and upper level public sector managers to improve their job performance. In addition, the report identifies practical action oriented programs to effect improvements in current management and training practices as well as suitable areas of external assistance.

I. OUTLINE OF THE BOTSWANA CIVIL SERVICE

ii. There are in Botswana, nine ministries and about five autonomous departments with a total permanent staff of about 22,565 and almost half that amount as unestablished staff. In addition, several posts are held by expatriates. The Civil Service is divided into ten grades and career streams of which the highest is the superscale, where most of the top senior management positions are to be found. The superscale constitutes one percent of the total permanent establishment of the Government. In addition to grades, some of the established positions are divided into separate occupational groupings. While many of the routine bookkeeping and financial record work in the Civil Service are performed by general administrative staff, the specified account and auditing specialists are located in five ministries/departments of Government with 73 percent of the positions in the Ministry of Finance and Development Planning. There are also 91 identifiable personnel staff in the Civil Service and 60 percent of these posts are in the Office of the President. The ratio of personnel officer to staff is 1:248. The planning cadre, largely centralized in the Ministry of Finance and Development Planning, are staffed primarily with expatriates (40 percent) and have at least ten unfilled vacancies.

II. CIVIL SERVICE MANAGEMENT ISSUES

iii. The Botswana Government has, in recent years, taken valuable initiatives related to management improvement. In 1983, the Presidential Commission on Economic Opportunities sponsored a study to review current management practices and make recommendations on ways and means of improving productivity. As a follow-up to the study, a national Productivity Seminar was organized in January 1985 with broad participation

from all sectors of the economy. Other initiatives taken by the Government are the Public Service Review Program by O & M Unit in the Directorate of Personnel (DOP), which has the objective of the improvement of overall performance in the Civil Service and the appointment of a training advisor in DOP (para. 2.04). These initiatives indicate that the Government is clearly aware of the managerial problems it faces, and of the need for reform. One recurring theme of all the reports on management deficiencies is that lack of management training, and lack of clarity regarding roles and functions are contributory factors to low productivity. The major issues in management identified are:

- (a) Problems in the Delegation of Authority: There is over-concentration of workload around some senior managers who have difficulty delegating responsibility to the lower levels in the hierarchy;
- (b) Preparation and Selection of Managers: There is a tendency in the Civil Service to promote promising individuals too quickly into managerial responsibilities before they have developed the needed experience. As a result, some managers have no clear conception of their roles and responsibilities as managers;
- (c) Lack of Motivation and Discipline: There are not adequately clear standards for what a day's work is expected to produce, and because delegation is somewhat over cautious, and work objectives not always clearly defined, there is a lack of urgency and application among staff; and
- (d) Counterpart Development: Despite the general successful use of expatriates, the development of local expertise is often slow because it is easier to continue to use expatriates than to develop local expertise. However, use of expatriates is very carefully managed, and despite rapid economic growth, overall public sector expatriate employment has dropped from 8.5% in 1974 to 6% in 1984.

iv. It is clear from the discussions of the National Seminar on Productivity that the senior management has a sharp appreciation of the important areas of reform: some of the areas of reform identified by the seminar include the need for the Directorate of Personnel (DOP) and the Department of Labor to play a more active role in management training, the need for systems and incentives to strengthen management accountability, and the need for improved communication between managers and staff. These recommendations are clearly useful, but a problem lies in the capacity to follow-up and implement most of the recommendations. The Government needs to maintain the momentum of the Productivity Seminar by setting up a joint

committee of the Directorate of Personnel and the Department of Labor to facilitate the implementation of the most important recommendations of the seminar. In addition, the current mode for preparing new managers for their role needs to be reviewed. New managers should receive a systematic training in basic managerial skills, and this training should be reinforced by carefully planned assignments. Consideration should be given to obtaining a consultant to assist in developing tailor made management training programs suitable for Botswana and based on some experiments in some Ministries such as Health. Finally, the Government needs to develop a systematic program for ensuring that counterparts are trained by expatriates. This could be developed with the assistance of IDM.

III. MANAGEMENT DEVELOPMENT IN PARASTATALS

v. The parastatals in Botswana, like the Civil Service, are torn between the need to operate efficiently, and the need to localize their staff. Management, in most parastatals, involves a combination of managerial/administrative skills and technical skills specific to the industry. Therefore, preparation for managerial responsibility also entails perfecting the technical expertise of future managers. Currently, most parastatals use combination of on-the-job training and external training to prepare candidates for managerial positions.

IV. PERSONNEL MANAGEMENT

vi. The Directorate of Personnel (DOP) is potentially an important agent in supporting the productivity of the Civil Service. However, this office currently plays relatively passive roles, and until recently, its major emphasis appears to be routine administration rather than facilitating the management of human resource in the Civil Service. The O & M Unit has begun the process of reviewing the performance and productivity in the Civil Service and a training advisor has been appointed. There are needed improvements at two levels: first, at the level of personnel management systems and processes, there is need for improvements in the methods of recording information on personnel, in human resource budgeting system, and in human resource planning; and a need to improve the use of expensive training facilities. There is a lack of clearly defined training needs tied to organization priorities, although some progress has been made in some Ministries, and problems of effective utilization of expatriates to develop skills among nationals. Secondly at the cadre level, there is a lack of personnel management skills needed to perform the function effectively and need to improve career development opportunities for personnel officers. Recommended actions include

upgrading existing personnel information system and improving human resource planning procedures and human resource budgeting (an additional computer specialist may be required); and raising the professional stature of personnel cadre by formation of a personnel management association similar to the UK Institute of Personnel Management (IPM) to regulate the entry qualifications and standards within the cadre. There is need for a systematic approach toward the management of counterpart-expatriate arrangement. The functions of the existing Localization and Training Commission should be strengthened by creation of a post within DOP to develop a roster of expatriates and monitor their performance as trainers. In addition, the officer should develop the skills specification for expatriates to ensure that they are qualified successful trainers; participate in the selection to ensure that the training requirements are fulfilled and defined as part of the job description with agreed performance indicators.

V. TRAINING INSTITUTES

vii. Although adequate capacity for training exists in Botswana, the quality of training is inadequate and training efforts need to be rationalized. Botswana Institute of Administration and Commerce (BIAC) is the primary public administration training institute and is administered directly from the Office of the President. BIAC enrolls about 589 participants a year and operates with a staff of 56 consisting of 43 teaching staff, seven administrative staff and five secretaries. Until recently, BIAC received technical assistance from UNDP/ILO. In addition to courses in administration and personnel management, BIAC offers courses in secretarial practice and accounting. BIAC has difficulty attracting and retaining highly qualified staff because of its salary and grading structures. While there is in fact little overlap of functions between Institute of Development Management--(IDM) the regional based institute--and BIAC, the content of its training and its relationship to other institutes should be carefully reviewed and coordinated. The quality of its staff needs upgrading. BIAC should prepare a Staff Development Plan. An attempt should be made to recruit competent and experienced staff. In its planning and coordination, there should be a realignment of teaching responsibilities between BIAC and the university, so that BIAC could expand its certificate and diploma level courses. BIAC should be encouraged to hire part-time lecturers (paras. 5.13-5.14). At the University of Botswana, the Faculty of Social Science prepares students for the following related qualifications: BA degree in law and management, BA degree in public administration, BA degree in accountancy, B. Com degree and the certificate and diploma in Accounting and Business studies. The University is considering a proposal for a Faculty of Business Studies. Overall, the Government spends 58 times as much on each student at the

university as is disbursed for each primary student. The cost of university administration is too high and takes up about 17 percent of the total expenditure of the university. This compares with 13 percent for the University of Lesotho. Staff:student ratio in the Faculty of Social Science is 1:7.5 and needs to 1:12. The university has difficulty attracting and retaining suitable lecturers in most disciplines and especially in economics. Vacancies remain unfilled for more than two years. The university needs to carry out a thorough review of the management and accountancy programs to ensure that its non degree programs do not overlap with programs of other institutions. In addition, the B Com program should be revised and integrated into the proposed framework for the training of professional accountants. It is strongly recommended that vacancies be filled as soon as possible and temporary arrangements be made for replacing staff who are on in-service training. A faculty exchange with another university should be arranged.

VI. ACCOUNTANCY TRAINING

viii. The Government, the private sector, and the training institutes are concerned about the state of the professional training of accountants in Botswana. Accountancy training is offered at BIAC, the IDM, the University, and at the Accountancy Training Institute (ATI). Programs at BIAC include a one year full-time course leading to a certificate in accounting and business studies, a one year full-time course for public sector accountants leading to a diploma in accounting and business studies and a recently established program leading to a higher national diploma in accountancy and business studies. BIAC's program has qualified for exemption from three subjects in level 1 of the UK based ACCA and part A of the Chartered Institute of Secretaries Examinations (CISE). As previously stated, the university prepares candidates for certificate and diploma in accounting and business studies, and for BA degree majoring in accounting and B.Com. In addition, the regional based IDM offers two three-week courses on accounting, a two-week course in internal auditing, an 18-week certificate course in financial management; and a four-week preparatory course for the AAT level II examination. The Accountancy Training Institute (ATI) is also preparing students for the AAT examination by means of correspondence course and half day a week tuition. There appears to be unproductive overlap of efforts. With the initiative of some professional accountancy firms, there is a move to establish a regulatory agency—the Institute of Accountancy—but this is still at an early stage. The finalization of the Draft Act has been delayed in part due to controversy over the level of autonomy to be granted to the proposed Institute and over which training institute should take the lead in rationalizing accountancy training. The Government needs to move quickly and present the enabling legislation. Once the institute has legal status, the Centre of Accounting Studies (CAS) should be established and its programs developed. Meanwhile, until CAS is legally established, ATI, which is already patronized by the

Association of Accountants, should form the nucleus for the CAS. The management of CAS should be contracted out to a recognized firm of professional accountants under clear policy guidelines and agreed monitoring procedures. The Center's tuition should focus on a combination of part-time, evening classes, block-release and week-end programs (paras.6.11-6.13). The Institute and the proposed centre should foster cooperation between all institutions involved with accountancy training. Botswana could also benefit from the experiences of the well established and well run Lesotho Centre of Accounting Studies and efforts should be made to foster cooperation between the two.

VII. CURRENT DONOR INITIATIVES

ix. Because of the Government's concern over the need for managerial improvement, USAID through the Botswana Workforce and Skills Training Project (BWAST) is assisting the Government in identifying the training needs in key ministries and designing programs to meet these needs. The World Bank has through six projects supported training programs for supervisory staff and middle management in the following sectors: health and population, urban and water supply, and power. The British Overseas Development Administration and other bilateral agencies are also assisting with experts and fellowships.

VIII. AGENDA FOR CHANGE

x. To tackle its management deficiencies, the Government needs to take immediate action in various areas.

(i) General Management. First the Government needs to set up an action plan to implement the recommendations of the productivity seminar. An implementing committee composed of representatives of the Directorate of Personnel and the Department of Labor should be established with the following responsibilities of: (a) designing the action program and prioritizing the recommendations of the seminar; (b) developing a well articulated training program for senior and middle managers. To ensure the implementation of necessary changes with respect to each office, each office should be assigned an expert. In addition, a management training specialist should be obtained through bilateral aid to develop the training component of the action plan (para. 8.02 (a)). The Government needs to increase substantially the staff of the O & M Unit in DOP by addition of at least three to four persons to enable them provide the necessary support to ministries in the implementation of recommended changes contained in O & M reviews.

(ii) Counterpart Training. A systematic approach to the management of counterpart-expatriate relationship should be developed. This will require a specific allotment of time and budget. The Government should consider strengthening the functions of the existing Localization and Training Commission by creating a post within DOP to take overall responsibility for the management of counterpart development. This officer should develop the skills specification for expatriates to ensure that they are qualified successful trainers, participate in the selection of expatriates to ensure these requirements are fulfilled and develop a roster of expatriates and prospective counterparts. (paras. 4.16 and 8.02). Initial training plans should be drawn up and procedures agreed upon for evaluating the performance of expatriates as trainers. In the first instance, the Government should consider commissioning IDM to study the best arrangement for counterpart training and improved methods for monitoring and evaluating progress (para. 8.02 (c)).

(iii) Training Institutions. In addition to recommendations made under each of the institutions, the Government should establish a review and coordinating committee to oversee the rationalization and ensure that the programs of training institutes are aligned to the priority needs of the Government. BIAC should ensure that its lecturers are qualified and a comprehensive internal training program is developed for new lecturers. The Government should seek external funding for three technical assistance positions over a four year period to help upgrade the accounting programs and up to six fellowships in accounting and public administration (para. 8.02 (d)). There is an urgent need to fill existing vacancies particularly in the Department of Economics at the University (para. 8.02 (e)).

(iv) Accountancy Training. The immediate action is to pass the accountancy act establishing the Institute. Leadership in this effort should be taken by the Ministry of Finance and Development Planning. Once the institute has legal status, its teaching arm--the Center of Accounting Studies--should be established. The Center should be divorced from either the university and/or BIAC. Meanwhile ATI could be used as the nucleus for the Center. Donor support should be sought for capital development (para. 8.04).

(v) Personnel Information system: The Human Resource Planning Unit in DOP should be strengthened by addition of a computer specialist. A computerized personnel information system building on the partially designed one in DOP should be established (para. 4.13).

IX. PROPOSALS FOR EXTERNAL ASSISTANCE

xi. The Government should seek external assistance to implement the recommendations made above and, particularly, for the establishment of the Center of Accounting Studies (para. 9.01).

INTRODUCTION

Geography and Socio-economic Setting

1. Botswana is a landlocked country in Southern Africa, bordered by the Republic of South Africa (RSA), Namibia, Zambia and Zimbabwe. With an area of 570,000 km² and an estimated population of just over one million (mid 1983), it is for the most part sparsely populated. Over 80 percent of the population is concentrated along the relatively fertile eastern third of the country, as two-thirds of the country is desert. Rainfall is erratic and drought frequent. More than 80 percent of the population derives its livelihood from traditional agriculture or cattle. Since the early 1970s however, mining especially of diamonds and nickel/copper has gained considerably in importance as an alternative source of income. The country's economy is closely linked with that of RSA which supplies about 85 percent of the imports and provides about 15 percent of wage employment for Botswana's labor force. Furthermore, along with RSA, Lesotho and Swaziland, Botswana is a member of the Southern African Customs Union (SACU) from which the Government obtains approximately one quarter of its budgetary revenues.

Recent Economic Developments

2. The 1970s was a decade of rapid economic growth. The mining of diamonds and nickel/copper, which started in the early 1970s, led to annual increases in GDP of over 10 percent during the decade. Per capita GNP rose from US\$110 in 1970 to about US\$900 in 1981. Increased receipts from the Customs Union, direct taxes and mineral royalties caused recurrent revenue to rise nearly 33 percent a year, which was substantially in excess of the growth in recurrent expenditure. Recurrent budgetary surpluses, together with grants, covered nearly half of the steadily growing capital expenditures, and since external borrowing exceeded requirements, the Government became a net creditor of the banking system. The economy also showed overall surpluses in the balance of payments due primarily to the rapid rise in exports and to large private capital inflows associated with mining investments.

3. During 1981, the slump in world demand for diamonds and metal prices had major repercussions on Botswana's mineral-led, export-dependent economy. Real growth in GDP declined in 1981/82, and exports and foreign exchange reserves fell sharply as the diamond mines began stockpiling part of their production. Receipts from nickel/copper exports also fell, causing severe financial problems for the mining company. Total export receipts in 1981 declined by 21 percent, whereas imports continued to grow. The deficit in the trade and service balance increased sharply and was not sufficiently covered by inflows on the transfer and capital account. For the first time in over a decade, Botswana recorded an overall

balance of payments deficit. Foreign reserves had fallen to about 3.4 months of imports by the end of 1981 from 4.7 months in 1979 and 4.1 in 1980. To cope with the economic strains of reduced mineral exports and revenues, the Government sought to control the growth of aggregate demand by raising interest rates, restraining domestic credit expansion, imposing a general wage freeze in early 1982, devaluing the pula by 10 percent in May 1982, and cutting the Government's development budget for FY82/83 by over 15 percent.

4. In mid-1982, the prospects for Botswana's economy started to improve again following the opening of a third diamond mine. The opening of the new mine, at Jwaneng, led to higher export quotas and earnings. By the end of 1982, a surplus in the overall balance of payments was restored and foreign reserves covered almost 4-1/2 months of imports. The outcome of the 1982/83 budget was more favorable than expected because of higher mineral revenues and cuts in capital spending. The overall budgetary deficit was equal to about 4 percent of GDP. The current account deficit on the balance of payments was reduced to just over 6 percent of GDP from about 22 percent in the preceding year. Disbursements from foreign loans covered over 75 percent of the deficit, and foreign reserves at the end of 1983 covered more than five months of imports. As a result of increased revenue from diamonds as well as under-spending, the 1983/84 Government budget produced a substantial surplus. Latest Government estimates show that the current account deficit was further reduced in 1984, reflecting improvement in the diamond market and weakness of the pula against the South African rand. In January 1985, the pula was officially devalued by approximately 15 percent against the currency basket to which it is pegged. Since diamonds are priced in US dollars, this will further increase Government revenue.

5. Over the past two years, the long-term development issues have been considerably overshadowed by the prolonged drought. The Government has alleviated the adverse effects of the drought through a relief program which includes the provision of emergency food, labor projects which offer short-term jobs and free seed for farming households. Farmers also receive grants for de-stumping and animal power for ploughing. The Government's relief program is continuing as the drought persists in the southern and western parts of the country. Despite very rapid growth during the 1970s, Botswana's economy is still at an early stage of development, extremely vulnerable to changes in international mineral and metal markets and to drought and recurring outbreaks of animal diseases. The mineral-led development has not encouraged the building up of linkages within the economy and only modestly increased the number of employment opportunities for Botswana's labor force. Historically, Botswana's economy has been centered on livestock and, until today, traditional agriculture and cattle raising have remained the main economic activity for about 80 percent of the population. However, an increasing concentration of cattle ownership,

partly resulting from drought which affected mainly owners of small herds, has reduced the options for about 50 percent of the population to make a reasonable living from agriculture alone.

6. The major challenge for the Government in the present decade is to provide the infrastructure and services required by the more labor-intensive productive sectors, to foster linkages and to create lasting employment opportunities for Botswana's labor force, which is growing at over 3 percent a year and is vulnerable to reductions in employment opportunities in South Africa. One of the most serious constraints on growth of the productive sectors is the severe shortage of skilled technical, managerial and professional manpower, which greatly impairs the country's absorptive capacity, encourages the use of capital intensive technology, raises production costs, and stifles investment. A high proportion of skilled and professional positions are filled by expatriates and many posts in Government (particularly in local government) and the private sector are inadequately staffed. The manufacturing sector is further constrained by the small domestic market, the country's limited raw materials base and landlocked position, and competition from South Africa and Zimbabwe.

Objectives of Study

7. This study arose out of the concern by the World Bank, Botswana Government, and other agencies that management is a constraint on development and that there is need to strengthen the institutional capacity of Botswana to manage its economy. Increasingly with development, the differences between the functions performed by administrators and managers have narrowed because Governments are undertaking and administering projects. Public servants are both policy makers and executors of policies. Consequently, irrespective of their levels, public servants must possess the conceptual knowledge, skills and attitudes relevant to the performance of their duties and personnel policies must be designed to motivate them to perform their duties effectively. Administrative and management training are essential ingredients in the creation of a well managed Government. The importance of administrative training of public servants was one aspect of human resource development which at the early stages of independence was given substantial financial and expert support by the U.K. The focus of this study is on training and administrative arrangements designed to strengthen the knowledge and skills and influence the attitudes of middle and upper level public servants with a view to improving their job performance. Specifically, the objectives of this study are: to assess, on the basis of existing data, the management training needs of Botswana, to evaluate the capacity of existing training institutions to provide the necessary training, and make recommendations for (i) improving administrative management of the institutions as a means of controlling costs; (ii) for more efficient and effective use of resources to meet the training objectives; (iii) to evaluate the efficiency

of existing personnel management systems and practice; (iv) to identify practical action-oriented approaches for achieving improved coordination of training efforts at the national level as well as coordination of efforts within the region and to identify suitable areas of external assistance.

Organization of Report

8. This report is organized as follows:

- | | |
|--------------|---|
| Chapter I | provides a description of the organizational structure of the Civil Service. |
| Chapter II | discusses some of the management issues in Botswana and makes recommendations on specific areas needing improvement. |
| Chapter III | examines the management development process within the parastatals. A number of parastatals play key roles in the overall economic development strategy of the country. |
| Chapter IV | examines the current functions and role of the Directorate of Personnel and makes recommendations on the development of human resource planning and on the need to strengthen the personnel function within the Civil Service. |
| Chapter V | describes the roles of the major management and accounting training institutes in the country. |
| Chapter VI | outlines the current state of accountancy profession in Botswana, the ongoing initiatives to regulate the profession and rationalize training in accountancy skills, describes the training that is being provided, and recommends future action. |
| Chapter VII | describes ongoing donor initiatives in the area of management training and needs assessment. |
| Chapter VIII | presents a short action program for the Government. |
| Chapter IX | describes the role external assistance could play in assisting Botswana in the area of management, personnel management and accountancy training. |

I. OUTLINE OF THE BOTSWANA CIVIL SERVICE

Overall Structure and Size

1.01 The Head of the Botswana Government is the President. He is supported by the executive, legislative and judicial organs of the Government. The Executive Branch, the civil service is responsible for the day to day operations and largely determines the direction and quality of the development efforts in Botswana. The Civil Service is organized into nine ministries and five executive departments. The Central Structure is the office of the President where many key functions of Government are carried out, for instance, police, information and broadcasting and the civil service personnel administration. The overall organization of the civil service is presented in Annex 1. There are currently 22,565 members of the civil service establishment. This number does not include 149 "Shadow Positions" which are posts held by expatriates, to be taken over by qualified nationals on return from external education or assignments. In addition, there are also 129 "Miscellaneous" positions which fall outside of the establishment figure (consisting mainly of the Members of Parliament (24), Members of the House of Chiefs (16), Speaker of the National Assembly, locally engaged staff in foreign embassies, and Judges).

1.02 The largest parts of Government are the Ministry of Education (which accounts for almost 43 percent of the civil service establishment), the Office of the President, the Ministry of Health, and the Ministry of Agriculture. The civil service has been growing by about 4 percent since 1984, growth in the Ministries themselves being fairly consistent -- between 3 percent (Ministry of Agriculture) and 6 percent (Ministry of Works & Communications, Ministry of Health, Ministry of Justice) (Annex 2 shows the size of percentage growth of all parts of the Civil Service).

Grading Structure

1.03 The Civil Service staff are organized into a relatively sophisticated and complex grading structure consisting of ten grade and career streams: The superscale, general administrative staff scale, professional staff scale, technical staff scale, etc. These scales are described in Annex 3.

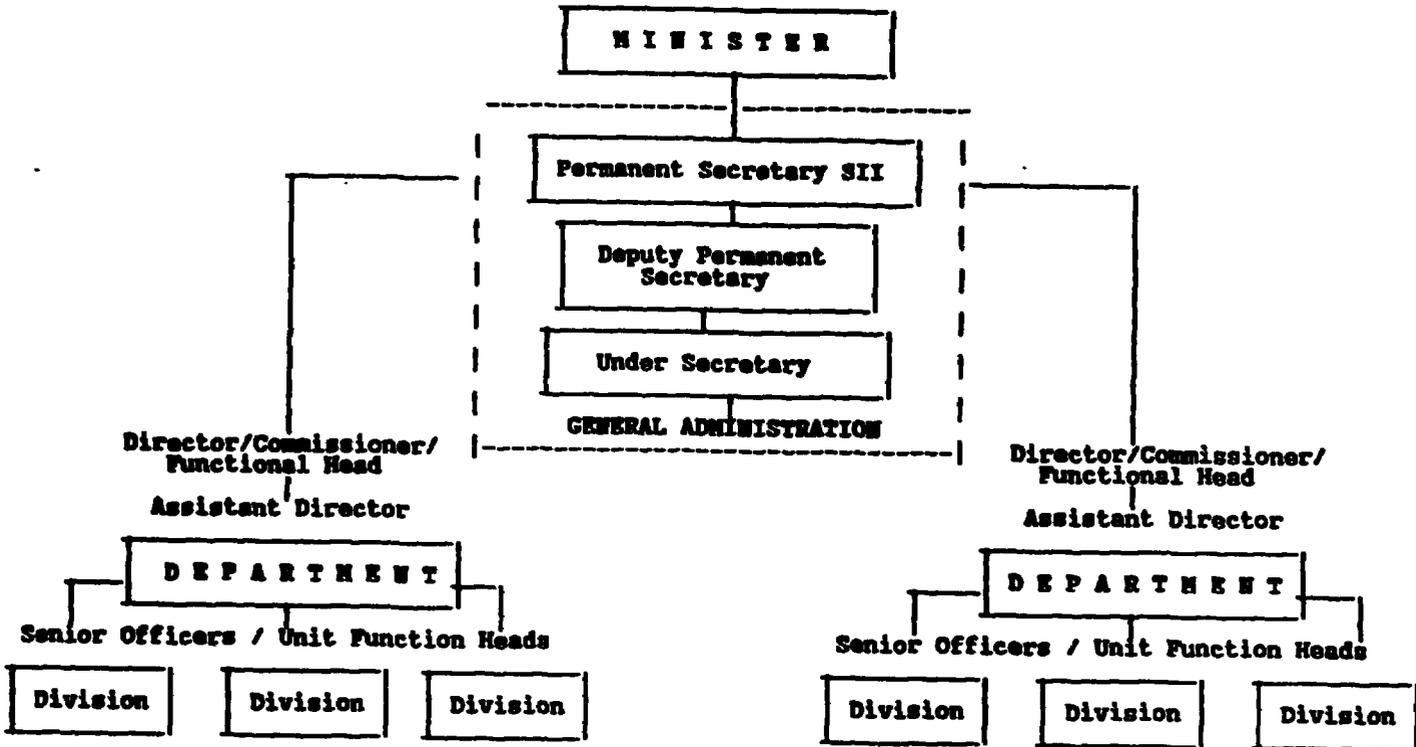
Managerial Structure

1.04 The Senior and Middle level managers, as well as Heads of Functions, all fall within the Ungraded or Superscale Staff. In total, there are 233 such senior positions, constituting about 1 percent of the total establishment. These positions include the general senior government managers--Ministers, Permanent Secretaries, Under Secretaries, Directors, Deputy Directors, and Assistant Directors. There are also a number of other posts in this group, which are more specifically related to the management of a function--Commissioner of Police, Controller of the Savings structure there are a range of supervisory managers responsible for specific units, and often labelled "Chief Officer", e.g., Chief Immigration Officer, Chief Animal Production Officer, Principal Education Officer, Chief Environmental Officer; and also Registrar of the Examinations Council, Employment Coordinator, Managing Editor, Registrar of Companies, Chief Electrical Engineer. (Examples of senior positions for all Ministries are shown in Annex 4).

1.05 Although the grading of these senior positions is generally consistent at the Permanent Secretary, Deputy Permanent Secretary, and Under Secretary levels, Directors are graded at a number of different levels (as senior as Director of Personnel (SS II), down to a number of Directors at the SS VI level, including Director of Library Services, Director of Tourism, Director of Meteorological Services). Deputy and Assistant Directors are also similarly graded at a number of different levels.

1.06 The managerial structure of a Ministry can typically be illustrated, in schematic form, as in the following chart (next page). Of course, each ministry has its own distinctive managerial structure. The management and organizational structure of the Ministry of Works & Communications, is shown as an illustration in Annex 5.

Structure of a Representative Ministry



Accountancy and Audit Staff

1.07 While much of the routine bookkeeping and financial-record work in the civil service is carried out by general administrative staff, the specific Accountancy and Audit specialist staff are confined mainly to five parts of the government: They are:

Ministry of Finance & Development Planning	:	305
Ministry of Local Government & Lands	:	21
Ministry of Works & Communications	:	49
Auditor General's Office	:	39
Ministry of Agriculture	:	2
TOTAL		416

(Details are shown in Annex 6).

As can be seen, the Accountancy and Audit Cadre are largely centralized within the Ministry of Finance, where the majority (73 percent) work in the Office of the Accountant General. The majority of the Accountancy Staff fall within the Superscale grades (in the most senior positions) and General Administrative grades, although some fall into the Professional Grade Stream:

Distribution of Accountancy Cadre

Grades	Senior Positions	Professional Stream	General Administrative Stream
SIV	Accountant General	-	-
SV	Chief Finance Administrator	-	-
SVI	Assistant Accountant General	-	-
	Principal Finance Officer	-	-
PR 1	-	Principal Finance Administrator	-
PR 2	-	Senior Finance Administrator Senior Principal Accountant	-
GA 1	-		Finance Officer Chief Accountant
PR 3	-	Finance Administrator	
GA 2	-		Senior Accountant
GA 3	-		Accountant
GA 4	-		Assistant Accountant
GA 5	-		(Senior) Accounts Assistant
GA 5/6	-		Accounts Clerk Assistant Accounts Clerk

Personnel and Training Staff

1.08 There are a total of 91 identifiable Personnel Staff in the civil service, largely centralized in the Office of the President (60 percent), and distributed among other Ministries as follows:

Distribution of Personnel Staff	
Office of the President	: 55
Ministry of Finance & Development Planning	: 1
Ministry of Home Affairs	: 1
Ministry of Education	: 17
Ministry of Local Government 2 lands	: 15
Ministry of Works & Communications	: <u>2</u>
TOTAL	91 -----

1.09 This personnel staff represents about 0.4 percent of the total establishment, or a personnel specialist:staff ratio of 1:248. Personnel staff are located in the Superscale and General Administration Grades:

Grades of Personnel Staff	
Title	Grades
Director of Personnel	S II
Deputy Director of Personnel	S III
Assistant Director of Personnel	S IV
Principal Personnel Officer	GA 1
Senior Personnel Officer	GA 2
Personnel Officer	GA 3
Assistant Personnel Officer	GA4

1.10 There are also 20 identifiable training specialists in the civil service (in addition to training responsibilities exercised by many professional and technical staff), namely in the Ministry of Commerce & Industry, Ministry of Local Government & Lands, and Ministry of Works & Communications. Most of these training specialists fall within the Professional or Technical Grade Streams.

Planning Staff

1.11 There are a total of 47 posts in the planning cadre, largely centralized in the Ministry of Finance and Development Planning (40 percent) and distributed as follows:

Planning Cadre

Total number of post	47
Ministry of Finance	19
Accross the ministries	28

Distribution of Planning Staff (1)	
Ministry of Finance or Development Planning	19
Ministry of Home Affairs	1
Ministry of Agriculture	-
Ministry of Local Government	5
Ministry of Education	4
Ministry of Works and Communications	5
Ministry of Health	4
Directoral of Personnel	(2)
Ministry of Commerce	4
Ministry of Mineral Resources	5
Total	47

1) Source: Establishment Register 1985/1986

There are ten vacant posts and 40 percent of the cadre are expatriates.

II. CIVIL SERVICE - MANAGEMENT ISSUES

Introduction

2.01 Civil Service management in Botswana is characterized by careful attention to detail, planning, and dedication. If one uses as a criterion, the ability of the Civil Service to formulate and implement development strategies, the management of the Botswana Government rates highly not only in the Southern Africa region, but throughout the continent. The organizational structure of the Civil Service was designed to ensure efficiency with a focus on centralized functional responsibility. The key ministry dealing with Finance and Development planning has the status and the quality of staff to ensure that development is effectively managed and well coordinated with public sector investment priorities, and the need for a balanced budget. Budgeting processes are carried out within clearly defined procedures and with a discipline that produces realistic budget submissions and efficient budget management. Although the budget procedures are sometimes viewed as somewhat lengthy, this allows for necessary participation of the House of Assembly and coordination among ministries, prioritization, and the creation of detailed and well-tested submissions. Financial management is a strong focus of attention in the Civil Service. Financial accountability is clearly established for senior government managers, and there are in place financial controls and systems to ensure effective financial management within individual ministries.

2.02 On the human resources side, the close involvement of the Directorate of Personnel and the Macro Planning and Policy Unit in calculating and projecting manpower levels results in a frugal approach to staffing. In fact, if anything, problems may lie in the high vacancy rate^{1/} in some areas. This may be attributed to the view that the capacity of a manager to carry a 20-30 percent vacancy rate is a buffer that indicates potentially too high an establishment figure. Because of the shortage of local skills in many specialized areas, the Botswana Government has made active use of expatriates and technical assistance, and applied these resources to important areas of economic progress. However, such assistance is very carefully managed, and despite rapid economic growth, overall public sector expatriate employment has dropped from 8.5 percent in 1974 to 6 percent in 1984.

2.03 Technical assistance has been carefully channeled to the development of skills and capacities and has resulted in an expansion of local employment especially in the Civil Service. The most important characteristics of technical assistance management in the Civil Service include the assessment of technical assistance needs as part of the planning and budgeting process; and the careful administration of technical

^{1/} In 1981/82, only P 86.3 million of the P 90 million personnel emolument was spent.

assistance from the Directorate of Personnel to ensure the effective placement and integration of expatriates into the Civil Service system. As is bound to be the case, the Botswana Civil Service does have its share of management problems, but by and large it is distinctively thorough with carefully designed procedures and the level of management commitment needed to deliver effective services and plan, coordinate, and control large scale government projects and initiatives. The section discusses some of the management issues in Botswana.

Issues

2.04 The Botswana Government has in recent times taken valuable initiatives related to management improvement. In 1983, the Presidential Commission on Economic Opportunities sponsored a study to "review current management practices and make recommendations on wages and means of improving labor productivity"^{2/}. The study reinforced the concept that productivity is essentially an outcome of management practices, and where it is low, it is a result of a lack of management training, and a lack of clarity regarding managerial roles and functions. Problems exist especially at the middle level of management caught between a lack of trust from above, and a lack of opportunity due to highly centralized decision-making structures. The report emphasized the need for improved use of organizational objectives as a basis for measuring performance, and the systematic application of organization and methods procedure to improve productivity. Other initiatives taken by the Government are: (i) the Public Service Performance Program by the Organization & Methods Unit in the Directorate of Personnel (DOP) which has, as an objective, the improvement of overall performance and productivity in the Civil Service; (ii) in the training area, DOP is planning to undertake an increased number of special seminars with the assistance of the Institute of Development Management (IDM) on topics such as the "Management of Training" and the "Training of Trainers"; (iii) the planned introduction of annual training plans for all ministries and departments; and (iv) the recent placement of a training advisor in the training unit of DOP. In addition to the issues identified by the report. Additional issues are highlighted below:

2.05 Systems and Procedures: Strict adherence to systems and procedures geared to exercising control from the center is the characteristic of the Botswana Civil Service. In the hands of some managers however, too close an attention to procedure may discourage initiative and creativity among lower level managers and staff. Centralization is also partly a reflection of the fact that managerial talent in the Botswana Civil Service is somewhat concentrated into some key central functions and at higher levels in the hierarchy, while there is a shortage of experienced and effective managers at the periphery and at more junior levels in the hierarchy. This tends to work against sufficient

^{2/} Peter Olson: A Review of Management practices in Botswana and their Impact on Employment Productivity, January 1983.

delegation of responsibility, which is necessary if less experienced junior managers are to build up experience and a sense of accountability. Although many senior managers do delegate, because of the lack of experience at lower levels in certain areas of government, there is an over-concentration of work load around some senior managers.

2.06 Lack of Experienced Managers: Individuals are promoted into managerial positions as a result of their achievements in technical assignments over a period of time, and as a result of their educational accomplishments. In many cases they do not have the necessary foundation or experience in management to enable them to move comfortably into their new roles. While the available training programs for managers may lay down a useful conceptual foundation, these managers require a wider range of pragmatic, problem-solving skills and insights that come most effectively from on-the-job training and through well planned and monitored assignments. Nurturing managerial experience at lower levels of the hierarchy is a key responsibility for more senior managers and may need more focused attention.

2.07 Lack of Motivation and Discipline: While managerial commitment and discipline appears to be high, and while staff morale seems not unfavorable in general, there does appear to be some lack of motivation at lower levels which limits the capacity of managers to accomplish results. There are no clear standards for what a day's work is expected to produce, and because delegation is sometimes over-cautious and work objectives not always clearly defined, there is some lack of a sense of urgency and application among staff. A need exists to improve communication within work units, especially the manager's clarification of work expectations, and policy frameworks, and timely feedback on work performance.

2.08 Management of Expatriates: Despite the generally effective use of expatriates, use of experts as line managers leads to some resentment among locals who feel qualified to take over responsibility but do not have the opportunity, especially when (in the case of some) the expatriates are reluctant to complete their assignments and would prefer to stay. There is a move however, to use expatriates in adviser positions, but the Government faces some conflict between the goal of increasing the pace of development, and limiting the use of outside experts. The fact remains that it is often easier to locate and recruit expatriates than it is to identify and develop local expertise, and while it is the aim to provide counterparts for expatriates, this does not always happen.

2.09 Planning: On the planning front, most of the important elements of effective planning procedures are in place,—guidelines, capital and recurring expenses, macro-projections, sectoral planning methods, procedures for cabinet review, and detailed project planning mechanisms.

In general these procedures have operated with central direction although more recently central controls have been a little relaxed. More specific needs exist at the levels of planning skills. Because of shortage of trained economists, there is difficulty in filling vacancies or expanding the cadre, and a heavy reliance on funded technical assistance. As a result of the shortages within the cadre, there are sometimes unavoidable disruptions in planning services within individual ministries when planning officers are transferred, or withdrawn for overseas training. Recently, the manual for planning officers was revised. However, there is an ongoing need to ensure that the written guidelines are kept updated.

Recommendations

2.10 The need for more systematic training as a pre-requisite for taking up management positions on skills improvement, the decentralization and delegation of responsibility have been stressed in a study reviewing the management practices in Botswana. As a follow-up to this study, a National Productivity Seminar was organized in January 1985 with a broad participation from different sectors of the Botswana economy. The seminar produced some 80 recommendations, and some of the most important in terms of Civil Service management were: (a) the need for the Directorate of Personnel to play a more active role in management training by sponsoring seminars in management techniques; (b) the need for systems and incentives to strengthen management accountability; (c) the promotion of performance standards, to be used as the basis for planning, control, and rewards; (d) the need to enrich the jobs of subordinates by expanding the scope of work and responsibility levels; (e) improved communication between managers and staff; (f) increased use of organization and methods to increase productivity; (g) the adoption of a staff suggestion scheme on productivity; the use of management by objectives techniques; (h) and improved human resource planning and management.

2.11 While these initiatives and the recommendations are clearly useful, a problem lies in the capacity to follow-up and implement the most important recommendations. It is clear that there are not sufficient resources either in the Directorate of Personnel or the Department of Labor to carry out such implementation even though these agencies were specifically assigned with this responsibility. Equally, if these initiatives are to be kept alive, there will be a need for effective management consultancy skills which are in somewhat short supply within the Government. The changes envisaged would require a sustained effort over a number of years, involving: training in problem-solving, and consulting support techniques; the need for systems and incentives to strengthen management accountability; the promotion of performance standards to be used as the basis for planning, control, and rewards; the need to enrich the jobs of subordinates by expanding the scope of work and responsibility levels; improved communication between managers and staff; increased use of

organization and methods to increase productivity; the adoption of a staff suggestion scheme on productivity; the use of management by objectives techniques; and improved human resource planning and management.

2.12 It is clear from the discussions of the productivity seminar that the senior management of Botswana Government has a sharp appreciation of the important areas for reform and a willingness to take the necessary action. Because the overall foundation of Civil Service management is sound, these reforms can be tackled as specific projects building upon the strengths that exist. Additional areas needing strengthening are:

(a) Management Training: The current vehicle for preparing new managers for management responsibility should be reviewed against defined needs. New managers should receive a more systematic grounding in basic managerial skills with a direct, problem-focused curriculum rather than training with a heavy conceptual base. This training should be concerned with skills improvement and not primarily with promotion. In addition such training should be reinforced by carefully planned preparatory assignments, and the use of mentors and coaches to guide learning from on the job experience. For senior managers, it is recommended that (as has occurred in the past) special seminars or IDM programs should be commissioned, to provide training in the skills of developing subordinate managers, and in areas of current concern. These programs should be combined with active consultancy assignments by IDM to help managers identify key problems and to follow through on the benefits of training.

(b) Internal In-Service Training: A management trainer/consultant should be obtained for a one to two years assignment in the Directorate of Personnel to support the current efforts to develop tailor-made management training programs within ministries based on the procedures, problems and policy environment of that ministry. These programs should be carefully tested and evaluated, and should form the basis for developments of programs in other ministries. These programs should be designed and delivered in collaboration with IDM.

(c) Training of Counterparts: The Directorate of Personnel should carry out a study and come up with proposals on how to more effectively train counterparts to take over responsibility from expatriate managers. Although this study should focus on the Civil Service it should also pay special attention to the parastatals. The study should include improved methods for monitoring progress in expatriate training of counterparts, including evaluation of the expatriate's performance as a trainer.

III. MANAGEMENT DEVELOPMENT IN PARASTATALS

Introduction

3.01 There are a number of parastatals in Botswana which play a key role in the overall economic development strategy of the country. The Botswana Meat Commission for example, provides one-third of the employment in the formal manufacturing sector. The Botswana Development Corporation (BDC), and the National Development Bank are the major government vehicles for developing local enterprises backed up by a financial assistance policy that seeks to attract investment by providing tax incentives, by attractive foreign exchange regulations, and by credit and initial capital. The Botswana Power Corporation has helped Botswana move from dependence on imported electricity, to generating most of the country's energy needs from local resources. Other important parastatals include the Botswana Agricultural Marketing Board, Water Utilities Corporation, Botswana Housing Corporation, Botswana Livestock Development Corporation, Bank of Botswana, and Botswana Cooperative Bank. The Botswana Telecommunications Corporation (BTC), is a parastatal under the control of a board consisting of Government representatives and Cable & Wireless (Ltd.) U.K. Some parastatals operate under business law (such as BDC, which has Government majority shares, but also three other shareholders, the Netherlands Finance Company for Developing Countries, the German Development Company, and the International Finance Corporation); others such as BTC operate under statutory law. This chapter discusses managerial issues in the parastatals.

Localization and Managerial Expertise

3.02 Despite attempts to establish effective management development, many parastatals still lack managerial strength. For example, BDC has made slow progress towards localizing its management positions. Although BDC has prepared localization plans, its implementation has been slow. As pressures for localization increase in general, there is however a danger of rapid promotion of managers inadequately prepared for such responsibility and without the necessary technical background and experience. Promotion of unprepared managers could detract from the efficiency of the enterprises. However, there is a tendency in many enterprises to rely on the recruitment of expatriates as an easier option than investing energy in the training of local candidates.

3.03 Management in most parastatals involves a combination of managerial/administrative skills and technical skills related to the activity of the parastatal. Therefore, preparation of individuals for

responsible managerial positions requires both management and technical training. Parastatals in Botswana vary in their approach to this combined training task. Some of the utilities have developed some very sound internal technical training programs because of the lack of technical training offered by local training institutions^{3/}. However, most of the important technical training needed by parastatals is still acquired outside of the country. In regard to basic skills, on-going expansion of vocational training will address some of these needs assisted by projects financed by the African Development Bank and the World Bank. Promising initiatives have been taken to develop local technical schools and to provide vocational training through the Brigades, but progress has been slow.

Approach to Management Training

3.04 The approach to management training varies among the parastatals. Some have formal development plans while others rely mainly on time on the job to identify managerial candidates and on-the-job experience to provide managerial skills. Some of the parastatals make use of IDM programs although not to the same degree as the Civil Service. Wherever financial resources allow, parastatals favor external managerial training, especially MBA programs. In terms of accountancy skills, parastatals make use of BIAC and university diploma programs, and some are also sponsoring students for the much more expensive Accountants Training Institute program. However, like all sectors of the Botswana economy, the parastatals are dependent on expatriates in senior accountancy positions. Expatriates play an important role in other aspects of parastatal management, and although some are effective at training counterparts, this is a role which generally needs improvement. In some cases, such as NDB, not all expatriates have identified counterparts. This tends to perpetuate the reliance on expatriate management assistance.

Management Development Process

3.05 As an illustration of management development among the parastatals, this section outlines the approach adopted in BDC, a parastatal with a fairly formal management development system. The management staff of BDC consist of the following: senior management including the general manager and deputy general manager; middle level management and heads of functional units including the financial controller, the manager of project development, the corporation development manager, the group internal auditor and the company secretary; the first line of management consists of four division managers; and below this level, currently four senior Project officers who represent a supervisory level, and future managerial candidates. This represents an overall

^{3/} Botswana Polytechnic has achieved some success in offering training in electrical engineering.

management population of about 15. The management development process starts with the recruitment of newly qualified university graduates^{4/} as assistant project officers. These new recruits are given two years on-the-job training to help them develop sector specialisms to prepare them for work in one of the Divisions, (e.g. transportation, hotels and tourism, property management and development). On promotion to Project Officer they are sponsored for a Masters Degree or training for the ACCA qualification. Overseas training is accompanied by bonding arrangement for programs over a year, the bond being equivalent in time to the training program. Although there are leakages to the private sector, attempt is made to retain staff by ensuring that promotion is based on merit, and on extensive training opportunities and experience.

3.06 Project officers are assigned to BDC subsidiaries to take on administrative responsibilities. During their period at this level, project officers identify their own programs, mainly to strengthen their technical, commercial, and financial management skills. While some of these programs are paid for by BDC, funding is also provided by other agencies such as the Botswana Employers Federation. Attachment is for at least two years. Promotion to senior project officer positions is based upon performance. Further development at this level is provided by a combination of supervisory assignments, attendance of management conferences, and the use of short overseas seminars. Senior project officers are trained for divisional manager positions^{5/}. These managers have responsibility for training senior project officers, delegating managerial tasks, supervising their performance, and gradually passing over key areas of responsibility including the preparation of Board papers. Senior project officers also take on acting responsibility when expatriate divisional managers are on leave, and their performance is assisted by the general manager. Further training at the divisional manager level consists largely of attending specialized overseas seminars. While BDC occasionally recruits for managerial positions directly from outside, on balance their preference is promotion from within. BDC has commenced a five year localization plan under which the expatriate contract is tied to the development plan for the citizen counterpart. The plan includes the localization of the general manager position. Most of the managers of BDC subsidiary organizations are expatriates. However, these expatriate positions are limited to two years after which the management position is advertised to attract citizen candidates. In many cases, however, the contract period has to be extended because suitable citizen candidates cannot be located. When a local manager is located, the expatriate may remain as a director or advisor.

^{4/} These are largely new graduates who have achieved notable examination performance in the university's B. Com, BA (Econ.), or BA public administration programs.

^{5/} There are currently three citizens and one expatriate at senior project level while divisional managers are mainly expatriates.

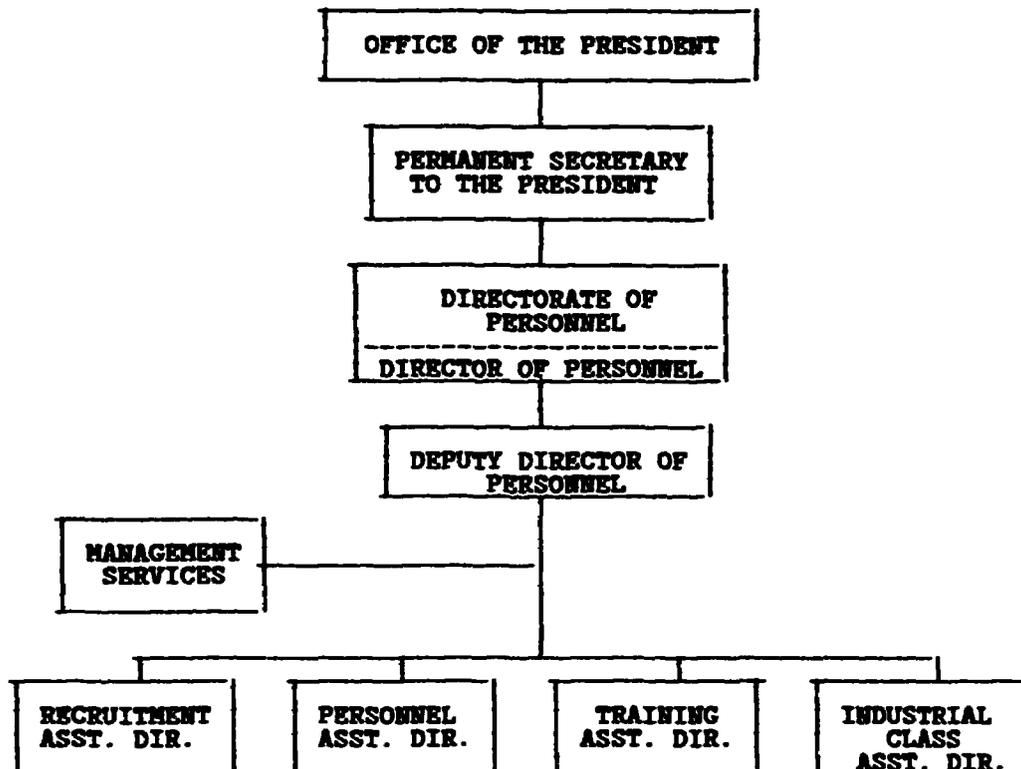
IV. PERSONNEL MANAGEMENT AND POLICIES

Introduction

4.01 The Directorate of Personnel is potentially an important agent in supporting the productivity of the Botswana Civil Service. Until recently its major emphasis appeared to be routine administration rather than directly facilitating the management of human resources in the Civil Service. The O & M unit has begun the process of reviewing the performance and productivity of the Civil Service. Recent additions to the Directorate of a Training Advisor and a Human Resource Planning Advisor, are steps in the right direction. This chapter examines the current functions and role of the Directorate, and recommends development of improved human resource planning, the strengthening of the management of the personnel function and steps to improve the professionalism of personnel staff across all sectors of the Botswana economy through the formation of an Association of Personnel Managers. These recommendations are built upon a strong recognition in the Botswana Government of the need to strengthen the management of human resources in the Civil Service.

Role and Status of the Personnel Function

4.02 The personnel function in the Civil Service is managed centrally in the Directorate of Personnel, by a personnel director who is of the rank of Principal Secretary and within the Office of the President. Assisting him is a deputy director personnel, responsible for five functional managers, as shown in the chart below.



The personnel cadre is responsible for all personnel and establishment work in the Public Service and exists primarily^{6/}in the Directorate of Personnel. Their functions are outlined in the Public Service Act of 1973, and the Associated Subsidiary Registration. The positions in the personnel cadre are:

(a) Assistant Personnel Officers deal with routine personnel decisions, and make recommendations on cases falling outside established procedures; are involved in appointments, transfers, confirmations of employment, administering retirements and resignations, interpreting and carrying out general orders regarding compensation, conditions of service and its administration; and examining disciplinary cases referred to the Directorate.

(b) Personnel Officers are appointed after completing an advanced course in public personnel administration. They are responsible for a wide range of personnel management duties including preparing and analysing emoluments, administering the localization program, forecasting vacancies and training requirements, processing disciplinary cases, placement of school leavers and returning graduates, adjudicating difficult personnel cases, and research into problems relating to schemes of service, grading, etc. Personnel officers may be assigned to work with permanent secretaries in larger ministries to help in the management of their personnel program.

(c) Senior personnel officers are responsible for a sector of the directorate's work with substantial delegated authority to carry out procedures and programs. They are responsible for planning and supervising the work of their section and for coaching junior personnel staff.

(d) Chief Personnel Officers manage units in the Directorate, and contribute to development of personnel management policy.

Current Perceptions of the Personnel Cadre

4.03 Despite its location in the Office of the President, the personnel cadre does not enjoy an especially high status. There is a perception outside DOP that the professional competence of the personnel cadre needs improvement, despite the fact that many have undertaken lengthy government sponsored periods of study. The fact that the personnel cadre are centralized makes it more difficult for them to be effective. Although it is unclear how many personnel specialists work across the private and public sector in Botswana, there are almost 100 personnel specialists in the Civil Service excluding other individuals such as executive officers, those who carry out some personnel responsibilities as part of their jobs. In the private sector, and the parastatals, there are personnel

6/ Some 91% of the cadre are located centrally.

specialists, who operate relatively sophisticated personnel management systems and procedures. These approaches and experience of the private sector could be shared with personnel specialists in the Civil Service.

Personnel Information System

4.04 Several managers, personnel officers, and management consultants in Management Services expressed the need for improved access to fuller information about staff and positions in the Public Service. Currently, information on staff comes from two main sources--the personal records kept in the office of the Directorate of Personnel, and the computerized payroll data files in the Computer Bureau of the Ministry of Finance and Development Planning. The personal files are of limited practical value, as each has to be accessed whenever information is needed. The information on the computer payroll file is usually more valuable. As computer operations in the Civil Service are effective and well managed, the existing system provides some up-to-date and accurate basic personnel information. Within the last three years, DOP has made several attempts to improve and computerize its current personnel data and lay down specifications for a future system. However, for the system to be of full value, certain additional data elements, already in the system, would have to be updated regularly by personnel officers. These include demographic data (sex, age, nationality, marital status); employment data (review of employment status, recruitment, job title, salary); experience data (work experience, skills); and education and training data (training courses, educational attainment). As this information is entered only on the commencement of employment and not regularly updated, it is not available for use by personnel officers, human resource planners, or line managers, to support personnel decision-making.

Human Resource Budgeting

4.05 The DOP recognizes the need to use the annual human resource budgeting system as an effective tool for objective human resource planning and utilization. It is important to note that the human resource plan should be formed in the light of other considerations and constraints and not purely on basis of financial factors. However, the budgetary implications of the human resource plan are substantial: 60 percent of the Government recurrent budget is committed for human resources and manpower-related costs. In fact, the figure rises to 70 percent if one considers such costs against the Government's controllable expenditure. An effective human resource budgeting system should provide accurate estimates of projected salary and wage costs, making allowances for likely vacancies, salary and wage increases, grade changes, etc.; include the estimated costs of staff development and training; provide Departments and Ministries with costing ratios to help local human resource budgeting; provide Departments and Ministries with advice and support to assist them to achieve budgetary targets; and monitor the overall budgetary performance of the Government, recommending action to correct deviations, or revising budgets to meet agreed new priorities.

4.06 The principal constraint to an improved human resource budget system is likely to be the attitude of Departmental Heads, to what they may perceive as 'interference' in their budgetary discretion. While department heads have accepted the role of the Ministry of Finance and Development Planning in general budgetary matters, there is a need to establish a similar acceptance of the role of Personnel. There is tradition of balancing departmental spending by pooling unspent salaries and wages resulting from vacant posts. However, if human resource budgeting is to be fully effective, departmental managers would need to work within actual resource requirements, and control their staffing numbers. For this to be a realistic proposition managers will need greater incentives to become more cost conscious. In addition, this will require a special program of education to emphasize the objectives and processes of human resource planning and budgeting, and the role that managers are required to play.

Human Resource Planning

4.07 Until recently, human resource planning has been treated as an essentially financial matter in the Civil Service carried out in very broad categories, and done mainly in the Ministry of Finance and Development Planning. It is a reflection of two important considerations: firstly there is a firm government emphasis on the creation of employment; secondly there has been no systematic approach to the training and development of Civil Service managers. However, the DOP has undertaken some human resource planning activities for the Civil Service although these have been carried out in a somewhat ad hoc basis until now.

4.08 The size and complexity of the Civil Service is itself, a constraint on current human resource planning activities. Government and local government in providing a wide range of services, employ approximately 36,000 people in more than 15,300 different posts^{7/}. This sheer size means that human resource planning requires a systematic approach for identifying human resource supply, the number of different jobs, and the location of these jobs, as well as demand in each of these categories. The approach needs to go beyond budgeting considerations, and underpin the planning for skills development and training. In addition, the current human resource planning is carried out at an aggregate level only, and a promising initiative in training needs analysis (e.g. the BWAST exercise^{8/}) has been applied at the work unit level but has not yet been expanded to involve the whole civil service. A fully developed human resource planning system in addition to providing budget control, would also include the identification of skill levels, and training requirements; the examination of organization structures and staff deployment; and the overall efficiency and effectiveness of the Civil Service.

7/ Source: Establishment Register, 1985/6.

8/ Creative Associates, Inc., "The Handbook for Manpower Development", USAID Botswana Workforce and Skills Training Project (BWAST), February 22, 1985.

Management of In-Service Training

4.09 In-service training can make an important contribution to improving performance if it is related to identified needs. Until recently however, there has not been a sufficiently objective and systematic approach to identifying training needs in the Civil Service and as a result current in-service training is an ineffective development tool. Good progress has however been made with assistance of the World Bank and SIDA, in developing in-service training modules for the staff of Local Government authorities. A step towards training needs analysis has been taken in those departments/ministries identified within the USAID BWAST project. Apart from those ministries, managers do not accept responsibility for identifying individual training needs and many personnel officers have limited skills. The need to show that a certain amount of money has been spent, or certain number of staff trained often take precedent over attention to selection criteria. In addition, training skills are seldom linked to an analysis of future skills requirements; nor do staff evaluation reports provide an especially accurate basis for identifying the types of training required. Furthermore, there is no clear policy or set of criteria to guide the decisions on in-service training. The result is a somewhat subjective, and ad hoc approach which is likely to be irrelevant to the urgent priority training needs. As the Civil Service has limited resources for training, careful planning is required to derive maximum benefit. A rational training plan requires a definition of current and future performance requirement, an assessment of current and anticipated performance levels, and an analysis of the gap that exists between levels and requirement^{9/}. Once these needs are prioritized, available training options should be carefully evaluated leading to selection of the most appropriate delivery technique. Recently, the DOP has devised guidelines for the preparation of annual training plans in all ministries and departments. The intention is that all government ministries and departments will be required to prepare and submit for DOP consideration training plans by February each year. These training plans will be discussed with individual ministries and departments in March of each year. The outcome will be shared with the national training institutions for implementation, and with the donor community for assistance with external training. The DOP Training unit will (given that managers and personnel officers have limited experience and skills in identifying individual training needs) have to provide guidance during the discussion phase of the planning process.

^{9/} These elements are missing even in existing training plans prepared by Creative Associates and under contract with USAID.

Management of Counterpart Development Through Expatriates.

4.10 At present, there is a standing Commission on Localization of Training, which monitors the pace and impact of localization. The commission is expected to produce strategies for counterpart development. However, the Government has had difficulty in ensuring that expatriates train local counterparts. A number of factors contribute to the unsatisfactory use of expatriates to develop counterparts in the Civil Service: there is little systematic definition of the expatriate's training responsibility, nor adequate monitoring of their performance as trainers. As a result, although training is expected of all expatriates as part of their contractual obligation, it is too often treated as a residual to be done informally after "operational" tasks are completed. Secondly, expatriates are given responsibilities and functions that do not allow them any time for training counterparts. The training activity is not budgeted for or written up as a contract or in the job description. Furthermore, due to a shortage of manpower, in many instances, no qualified counterparts are available to work with the expatriates. Even where an expatriate-counterpart relationship is established, high turnover and frequent reassignments often prevent the localization of positions, since counterparts are transferred before they have acquired the necessary skills, knowledge, and experience. So far, neither donor agencies nor the Directorate of Personnel has systematically analyzed the use of expatriates as trainers of counterparts, to assess the current effectiveness of such arrangements or to provide guidance for future assignments.

Recommendations

4.11 Strengthening the Human Resource Planning Function: The Government has taken steps to strengthen the Human Resource Planning function within DOP by obtaining through technical assistance, a Human Resource Planning Advisor. At present, the Human Resource Planning unit (HRP) consists of the advisor and his counterpart. It is essential that the unit be responsible for (a) upgrading the personnel information system (including reviewing the existing information and updating procedures, and establishing a computerized system); (b) improving Human Resource Planning procedures (including updating the Establishment Register, and enhancing methods of projecting human resource needs against demand); and (c) improving Human Resource Budgeting (including reviewing the criteria for increasing the establishment, and procedures for coordinating financial and staffing information). The basic objectives of such a human resource planning function would be to: (a) develop appropriate systems to predict the demand for human resources in Departments, across Ministries and overall, in the short, medium, and long term; (b) provide efficient and effective systems for analyzing and evaluating existing and future needs,

for improving services, and removing any financial or other constraints; (c) develop existing systems (confidential annual report, information on training and qualifications undertaken, etc.), supplementing staffing information, to identify current human resource supply, and predict future positions; (d) develop (presumably with Finance)^{10/} machinery for bringing together projections of human resource demand and supply to form human resource plans; (e) coordinate staffing-related activities to maintain the planned levels, or respond to agreed new priorities; and (f) provide regular reports and projections to inform Departments and Ministries of their performance against the human resource plan.

4.12 For the HRP unit to perform its functions satisfactorily, it will have to liaise closely with the computer bureau in the Ministry of Finance and Development Planning, and the O & M Unit within DOP. Sources in the Computer Bureau of the Ministry of Finance and Development Planning have indicated (see Annex 7) that most of the data could be made available with some coordinated effort between the Computer Bureau and the DOP. The unit should be strengthened by the addition of a computer specialist. Additional staff resources to support this unit should be provided by the DOP and the O & M Unit. A steering group with representatives from DOP, some senior line managers and the planning cadre should oversee the development of the new system. The proper development of the HRP function should be carried out in four phases:

- (a) the strengthening of the Human Resource Planning Unit by providing it with additional resources;
- (b) the design of a computerized personnel management information system;
- (c) the implementation of the already specified, partially designed information system; and
- (d) priority actions to improve human resource planning and budgeting by the Directorate of Personnel coordinated with Ministry of Finance and Development Planning.

4.13 For the personnel information system to operate at its full potential, it would require readily accessible manual records containing key information on individual members of staff; systems to ensure that the information is accurate and updated; adequate orientation and information on the system and its operation; quick responses to requests for staffing information; and methods of revising the information base and system to meet changing or new needs. It may be necessary to provide DOP with its own computer facilities to ensure easy access and confidentiality of

^{10/} The Employment Policy Unit of Ministry of Finance and Development Planning is responsible for the preparation of the National Manpower Plan. This unit will only be responsible for the Civil Service Human Resource Planning.

personnel records. The objective should be to keep limited information on staff, rather than collect data for the purpose of esoteric statistical analysis. A streamlined and simple approach, would help ensure the information is updated because everyone can see clear justification for doing so, facilitate easier monitoring, and enable requests for staffing information to be reviewed, justified, and met efficiently.

4.14 Establishment of an Association of Personnel Management in Botswana: To upgrade the professionalism of the personnel cadre it is recommended that an Association of Personnel Officers be established to cover the public, parastatal, and private sectors. The Association should have a Governing Board made up of representatives from all sectors, and assisted by a high level advisor with a local counterpart assigned to him. The advisor function could be identified for donor funding for two years and be placed at IDM which is currently offering the most advanced training in personnel management in Botswana. IDM should take the initiative of bringing together representatives from the Civil Service, parastatals, and private sector to help form the Association. Responsibilities of the advisor would include helping to establish the Association with its functions, procedures and priorities, and setting up and assisting the work of its subcommittees. It is recommended that subcommittees could be established in the following areas:

- a) Professional Standard Sub-committee, to establish the appropriate entry level into the personnel cadre, review and upgrade the schemes of service for the personnel cadre, and consider a certification process for personnel specialists;
- b) Regional Cooperation Sub-Committee to identify common objectives and potential sharing of resources in the BLS region, and beyond (e.g. SADCC);
- c) Education Sub-Committee to establish a coordinated program of: (a) orientation, (b) skills development, (c) advanced, and (d) special topics. Once the offered courses and qualifications are brought together as one integrated program, it is recommended that an examination be established using external moderators. It is also important to emphasize that despite the value of external validation and affiliation, the Association and its qualifications need to be established and designed to meet specifically Botswana-based needs. The Education Committee should also arrange annual or semi-annual conferences for the members of the association inviting top speakers from outside the country. Monthly member meetings and workshops, should be organized with the member organizations on their current practices and problems.

d) Affiliation Sub-committee to establish external validation for the qualification and examination offered by the Association. At an early stage this sub-committee should liaise with the Institute of Personnel Management of U.K. (IPM) in an attempt to obtain IPM acceptance of the Botswana program, which over time will need to branch out into a graduate and non-graduate stream.

4.15 Improved Management of Counterpart Development by Expatriates: A more systematic approach towards the management of counterpart-expatriate arrangements, will require a specific allocation of time and budget. It is recommended that the existing Localisation and Training Commission be strengthened by the posting of an officer within the Directorate of Personnel to take overall responsibility for the management of counterpart development. This officer should develop the skills specifications for expatriates to ensure that they are qualified successful trainers^{11/}; participate in selection of expatriates to ensure that these requirements are fulfilled, and that they are defined as part of the job description with agreed performance indicators; develop a roster of all expatriates and their counterparts, with training plans, and agreed performance indicators; design a process for expatriate performance evaluation (with special emphasis on the training of counterparts); and periodically, monitor the training of counterparts. Whenever an expatriate is recruited, the selection should ensure that the individual has the necessary training skills, and is given clear terms-of-reference specifying his role as a trainer, and the basis for evaluating his performance in this role. The training responsibilities of the expatriate should also be taken into account in fixing his work assignments, so that he is given adequate time to instruct, coach, and supervise the counterpart.

4.16 Secondments of Personnel Staff: Consideration should be given to periods of secondment for personnel staff to work within ministries, in a way similar to the planning officers, to deal more effectively with needs specific to each ministry.

V. TRAINING INSTITUTIONS

Introduction

5.01 While there are a number of training institutions in Botswana providing training for management (including private consultancies), this report concentrates on the major national institutions. The role of the Institute of Development Management is given extensive treatment in the main report. Therefore, this chapter is restricted to the analysis of

^{11/} The Government needs to differentiate between those highly technical jobs for which the expatriate is required to perform line function with no training responsibility and those functions which an expatriate holder is required to transfer knowledge to a local person. In the former, the expatriate need not have training qualifications.

issues relating to the Botswana Institute of Administration and Commerce (BIAC), and the University of Botswana (UB). Details of institutions providing accountancy training are given in Chapter VI.

5.02 It has been the custom, for some years, to use a process of review committees to monitor and influence the content of the syllabi of various training institutions under government control, and to help coordinate the training programs among the institutions. In July 1985, the Cabinet approved the formation of a National Industrial Training and Technical Education Council (NITTEC) representing various government ministries, the Botswana Employers Federations, and the Botswana Federation of Trade Unions. The role of this Council is to coordinate training, ensure standards, and carry out special assignments for the Directorate of Personnel through ad hoc committees. NITTEC has recently proposed a special committee consisting of the various training institutions described in this report. It is understood that this committee will play an important role in bringing the institutions together to study areas of common interest.

Botswana Institute of Administration and Commerce (BIAC)

5.03 BIAC is a government institution administered directly from the Office of the President. Previously known as the Botswana Training Center, its name was changed in May 1980 to reflect its new responsibilities. Its activities are divided into three sections: the Public Service Section providing in-service training for government employees; the Accountancy Section providing certificate and diploma programs in accountancy and business studies; and the Secretarial Section providing training for the secretarial cadre. The development of BIAC has been strongly supported by the ILO and UNDP under its previous incarnation (Botswana Training Center) and by a joint ILO-UNDP second phase project from 1982 to 1984. The World Bank has assisted by financing the provision of additional physical facilities.

5.04 The Public Service Section provides training to public officers on national political, social and economic needs; and on the skills required in operational posts in the public service. The curriculum is divided into three parts:

- (a) Clerical and Administration Courses at three levels - induction, basic and advanced;
- (b) Stores and Supplies Administration Courses, a primary storekeepers' course, a supplies induction course, basic supplies administration, and advanced supplies administration;
- (c) A Personnel Management Course.

5.04 The Accountancy Section offers three programs, a Certificate, a Diploma and a Higher Diploma in Accountancy and Business Studies. These are described in more detail in the section dealing with Accountancy Training (para. 6.04 (a)).

5.05 The Basic Administration Course is a 12 week program in office management/administration skills for civil servants. The course is designed as a preparatory course for officers at the GA 5 level of the General Administrative Cadre, to assume supervisory, office management, and general administrative responsibilities. The course is a requirement under the Public Service Commission Examination Board. The program includes courses in government administration, office management, language skills, general orders and regulations for industrial class employees, public finance and accounts, and supplies administration and procedures.

5.06 The Advanced Administration Course is an eight week program designed to equip students with administrative skills for supervisory and middle management level and prepares officers who have served at the GA 3 level for at least three years for promotion to GA 2 level. Like the basic program, it is a required course under the Public Service Commission Examinations Board.

5.07 The Basic Personnel Management Course is a 12-week preparatory program for officers at the GA 5 level who are under consideration for promotion into supervisory or middle management position in the area of personnel management. It is also a required course under the Public Service Commission Examination Board. Many of the courses appear to be similar to the Basic Administration Course, but includes a module on personnel management covering topics such as the role of personnel management, the staffing function, training and development, manpower planning, organization and methods, performance appraisal, controlling employees, and industrial relations.

5.08 Participation in Accountancy Programs: Each year about two hundred people apply for about 50-60 places on two Certificate level programs offered. While this enables BIAC to enforce its entry requirements of pass in GCE ordinary examination, some junior candidates (about 25 percent) are admitted if they are recommended by their employees, and have the requisite experience. Between 25 and 30 students enroll each year for the Diploma level course. The entry requirement for this is credit in the certificate course or equivalent and a year's relevant work experience. Of the current Diploma students, 56 percent are female, and 88 percent possess the GCE. The average age is about 25 years with about four years work experience. A recent ILO survey of a sample of diploma holders showed about 25 percent are employed in the central government, 32 percent in local government, 21 percent in parastatals, and 22 percent in private and other organizations.

5.09 Accountancy Course Examinations: In 1980 BIAC established an Accountancy Examinations Board, consisting of representatives of the Government (Accountant-General, Auditor-General), parastatals, private sector, and BIAC staff, to advise the Directorate of Personnel on standards, and to screen examination papers and authorize results. Over time BIAC has enforced its standards more rigorously. Overall, the pass rate for the Certificate has been about 60 percent, although this has declined from 75 percent in 1982 to 48 percent in 1984. Overall, in the Diploma the pass rate has been about 59 percent, declining from 84 percent in 1982 to 50 percent in 1984.

5.10 BIAC Staffing: There are currently 56 staff at BIAC consisting of the Principal, 43 teaching staff, 7 General Administrative staff, and 5 Secretarial staff. Until recently BIAC had ILO/UNDP experts in their staff but this contract is now terminated. In the Accountancy section there are 9 local lecturers (5 with Bachelor degrees) and 7 expatriates (3 with Masters degrees and 4 with Bachelor degrees). These staff fill the positions of Head of Accountancy, Lecturers (8), Assistant Lecturers (3), Principal Instructors (2), Senior Instructor, and Instructor.

5.11 Revenue and Expenditure: BIAC is administered and funded out of the Office of the President with the primary responsibility to provide introductory training to new entrants into the Civil Service and in-service training for others. Over 83 percent of the student body comes from the public sector and of the 589 participants in courses in 1983/84, 73 were from the private sector and 37 were parent-sponsored. BIAC received donor support from ILO in the form of equipment, instructional materials and staff for the development of accountancy course. This support has now terminated (para. 5.10). In 1983/84, over 98 percent of BIAC's revenue came from the Government. The cost therefore to the Government per its sponsored student is about P 1 721 (US\$930.3). Non-Government sponsored students pay fees. The level of fees is set at P 800 (US\$432.4) for boarding students and P 400 (US\$216.2) for non-residents. In 1983/84, approximately 44 percent of the participants were boarders. BIAC's budget has increased in the same manner as other government agencies in Botswana. In 1984/85, its budget was P 832,100 compared to P 782,363 in 1983/84—a 6.4 percent increase. The 1984/85 budget was distributed as follows: staff costs 45.2 percent compared to 48.6 percent in 1983/84; administrative costs 27.4 percent (24 percent in 1983/84); food 18.6 percent (21 percent in 1983/84); and utilities 8.8 percent (6.4 percent in 1983/84). The cost per participant in 1983/84 was P 1,328.3 (US\$715) while boarding costs per boarder amounted to P 823.5 (US\$445.1). Without more comparative data, it is not possible to judge the cost effectiveness of these programs.

5.12 Summary and Issues: BIAC is providing adequate accountancy training through its Certificate and Diploma courses and have succeeded in obtaining exemptions from both the ACCA and CIS examinations. BIAC has provided the Botswana economy with 169 diplomates and is making a valuable contribution to the training of accountants at the technician level. As has been described elsewhere (Chapter VI), BIAC should play a useful role within the proposed institute of accountancy. However, since its inception BIAC has had to rely on continuous donor assistance from ILO/UNDP, which has funded 9 project staff totalling 33 staff years, between January 1979 and March 1985. While this development project has undoubtedly helped BIAC at its initial stages, its future success depends on its ability to recruit and retain high calibre staff. For the time being, as a Civil service entity, BIAC has difficulty recruiting and retaining high level staff^{12/}. This may pose a problem with the introduction of Part II of the Higher National Diploma courses--program aimed at Senior Managers--and with the proposed realignment of standards of its accountancy training to fit the requirements of the proposed Institute of Accountants. In addition, because of the current Civil Service schemes of service, BIAC cannot offer part-time evening classes which may be essential within the proposed framework for accountancy training.

5.13 Recommendations: While it is highly desirable that BIAC continue to operate with as much independence as possible, it is recommended that the Government closely monitor BIAC's progress, and where necessary seek external assistance for its development. The Government should approach IDM to play an institutional support role for BIAC and this role should include assistance with the development of its future training strategy and the training of staff in teaching techniques. Although BIAC is likely to remain an integral part of Government, it is recommended that the entry level salaries for lecturers be increased, and attempts be made to ensure that lecturers are well qualified and have the relevant experience^{13/}. This is particularly essential for the accountancy faculty. BIAC should prepare a comprehensive staff development plan for each of its staff which should include training plans. In its planning and coordination, the Government should encourage a realignment of teaching responsibilities between BIAC and the university, to help BIAC concentrate on and expand its teaching of certificate and diploma level courses. To play the recommended role in the framework of accountancy training (See Chapter VI), there is a need to review BIAC's current staffing, and plan for additional strengthening that may be necessary. This is especially important in

^{12/} The entry for instructors is GA 3 which pays P 9,844 to P 7,704.

^{13/} The use of partial autonomy for BIAC was raised and discussed during the green cover review of this report with the Government. Part of the terms-of-reference of NITTEC is to carry out studies on behalf of DOP on issues such as schemes of service reviews. One possibility is that NITTEC be approached to review the current status of BIAC and the feasibility of alternative schemes of service.

accounting, commerce, law and computer skills. Plans should include a combination of special training and an addition of three high level trainers in these areas to help develop local staff capabilities. Training and staffing support should be considered as areas for donor assistance. Ways should be found to increase BIAC's flexibility to delivery its training services. Within the framework of accountancy training (Chapter VI), it will be highly advantageous for BIAC to be able to offer both evening programs and outreach capacities to teach outside of Gaborone. Consideration should be given to the provision of resources to make more frequent use of part-time lecturers. In addition, it is essential to establish a longer-term support arrangement for BIAC in the aftermath of ILO's departure.

5.14 In terms of its longer-term development, the goals for BIAC should envisage its emergence as a well rounded public administration and commercial college, catering to both the public and private sectors. Its public sector role needs to be broadened to offer a more systematic series of programs aimed specifically at different levels of responsibility in government, linked closely to an improved succession planning process in the Civil Service. Although such programs should be accompanied by some form of certification to demonstrate successful completion of each stage, the emphasis should move away from standardized general syllabi towards those based specifically on the roles, functions, and problems experienced by junior and middle level public administrators. To be attractive to government and to fit more closely with the current training plans, these programs should be offered in shorter modules (although clearly related within an overall framework), and where possible, on a part-time and evening basis to attract existing Civil Service employees. This is clearly a development that cannot be achieved rapidly, and will require both upgrading the caliber of BIAC's teaching staff, and very close collaboration with the O & M unit and the training unit in the Directorate of Personnel in the design of the content of the modules and the framework within which they are contained. An increased private sector focus is essential to the long-term status of BIAC as a national institution. This development should be managed in parallel with the broadening of public sector programs, and will involve the production of special modules and programs with a private sector emphasis (This is especially important, although not exclusively related to the evolution of accountancy programs). BIAC should take the initiative of calling together informal user groups from the private sector and parastatals to help define priorities and syllabus content. In this respect, short and part-time courses will also be especially appropriate to private sector and parastatal needs. In the short-term, while BIAC's teaching competence is being upgraded, consideration should be given to using part-time trainers from the private sector and parastatals. Close coordination with IDM will also be important.

The University of Botswana

5.15 Origin: The University of Botswana was established in July 1982. From 1964 to 1975, the joint University of Botswana, Lesotho and Swaziland had its headquarters in Lesotho and branched in the other two countries. When the University of Lesotho split away in 1975, its place was taken by the University of Botswana and Swaziland, until the independent University of Botswana was established. After the split, the governments of the two countries agreed to continue to exchange students and to cooperate in specific areas, an Advisory Committee for accountancy training was established.

5.16 Programs Relating to Management and Accountancy: The University through the Faculty of Social Sciences offers a number of programs relating to management and accountancy.

- (a) BA Degree with Combined Major in Law and Management: this program follows the LLB program for the first two years, and in Years 3 and 4 include some specific law and management topics (see Annex 8).
- (b) BA Degree in Public Administration: this program prepares candidates for career in the public sector, and can also be taken as a combined program with Political Science (see Annex 9). The degree includes an eight week attachment to government organizations to enable students to gain experience into the operation of public administration machinery, to participate in work assignments under the advice of the faculty, and to produce reports on their field experience in addition to research project option.

5.17 The School of Accounting and Management Studies in the Faculty of Social Sciences, also offers four accountancy programs - the BA in Accounting, the B. Com, the Certificate in Accounting and Business Studies, and the Diploma in Accounting and Business Studies. These are described further in the section on Accountancy Training (Chapter VI). Since 1980/81, the number of students enrolled in accountancy subjects has more than doubled, from 218 to 442 in 1984/85. For the B. Com program, the average annual enrollment varies from 30 to 37. In the Certificate program the enrollments have increased from 117 in 1980/81 to 226 in 1984/85. In the Diploma program enrollments have increased from 48 in 1980/81 to 57 in 1984/85.

5.18 The Department of Political and Administrative Studies (PAS) runs a certificate course for the Land Board Administration for officers working for landboards with at least five years administrative experience. The course includes, Botswana Politics, Economy of Botswana, Botswana's legal system, constitutional and administrative law, land law, local Government and administration, land board administration, and personnel administration (Annex 9). PAS also offers research, consultancy and extension services to government ministries and parastatals, as well as organizing lectures, seminars, or workshops for civil servants and public enterprise managers, among others. They list their areas of special interest as public policy analysis, rural development administration, public enterprise management, African politics, and SADCC. The Department has six faculty members willing to undertake such arrangements; all have Masters degrees.

5.19 The Department of Economics: The Department offers economics as a subject in a single major degree, and in a combined majors degree. Although separate figures for economics students are not available, the combined figures for enrolments in economics and social science has almost doubled since 1979. However, a small proportion of these are economics students because only few meet the entry requirements which emphasize mathematics and statistics. In recent years, the university has graduated between ten and fifteen economics students per annum. Economics is an increasingly important discipline in both the private and public sectors, and is especially important to the Civil Service as the entry requirement for the planning cadre.

5.20 The Staff Development Program places local students in funded post-graduate programs at overseas universities. Currently, there are about 40 such students, of which about six are pursuing studies in management related topics.

5.21 Proposals for a Faculty of Business Studies: There is a recent proposal to establish a Faculty of Business Studies at the University^{14/}. According to the proposal^{15/}, if the University were able to train 50 B.Com. graduates each year (a target it has not reached), it would produce only 250 graduates by 1991, less than half of the projected requirement in the National Manpower Development Plan. Furthermore, other major training institutions in Botswana, including the IDM and the BIAC, would not be able to meet the need for accountants by 1991. The proposal would involve expansion of the School of Accountancy and a Management Studies (SAMS) into a Faculty of Business Studies and substantial increase in enrollment in

^{14/} The National Manpower Development Plan (1984) prioritizes the training of additional citizens by 1991 in these (among other) areas: accountants (a further 748), administrators (a further 748), managers (a further 1,492), bookkeepers (a further 2,250), production supervisors (a further 2,102), personnel specialists (a further 148), government executive officials (a further 835).

^{15/} Proposed Faculty of Business Studies, University of Botswana (undated).

existing programs^{16/}. While the present Certificate and Diploma courses would remain, the B. Com program would be revised and changed. The new program would enable students to major in Accountancy, leading to a professional accounting qualifications; in Management, preparation for a career in government or business; in marketing, for career in Business, and in finance, for responsible careers in banking, insurance or statutory corporations. The proposed Faculty would require 14 teaching staff (the current staffing of SAMS is 8), with new additions in a few year period. However, the plan assumes no expansion of existing physical facilities and deserves serious consideration for donor support.

5.22 Plans for Masters Degree in Administration: Early discussions have taken place on the desirability over the long-term of introducing a Masters' program in Administration.

5.23 Revenue: The University is generously supported by the Government. It received about P 5.5 million in Government subvention in 1984/85. In addition on a grant basis, each student receives tuition and fees, room, board and supplies, as well as an allowance for personal expenses (P 8,000 per student). The University's total revenue in 1984/85 was P 10.4 million. This compares with P 9.6 million in 1983/84 and a projected revenue of about P 12.6 million for 1985/86. In addition to the direct subvention and student fees, the University derives income from external sources in the form of grants, donations, and transfers of money for payment for sponsored posts. Income from this source amounted to P 0.6 million or five percent of the total revenue in 1984/85. Approximately 22.4 percent of the total revenue came from sales and services of auxiliary enterprises like bookstore, refectory and residences.

5.24 Costs: The direct costs of the university's academic departments in 1984/85 was P 5.2 million, while the overheads of the University was approximately P 5.8 million. The average cost per student year over each year of the four year degree course for the 1,208 full time equivalent (FTE) students enrolled at the university is about of P 9,234.3 (US\$4,991.5) or four times the 1984 per capita GNP. These estimates do not include the annual interest and amortization charges on the capital cost of University buildings (which in 1984/85 was valued at P 17.9 million), nor the earnings foregone by those who attend the University. Overall, the University spends 58 times as much on each student as is disbursed for each primary student. While these costs are high^{17/}, it is generally true that countries which have a very small enrollment in higher education, do have

^{16/} They project that the enrollments in the Certificate and Diploma will increase by 87% by 1991 (from 283 to 530), and by 89% in the B.Com. Program (from 141 to 266).

^{17/} These costs are particularly high because of the heavy reliance on expatriate lecturers.

costs per student which are well above the average and these costs are roughly comparable to those of other Eastern and Southern African countries, for example, Lesotho US\$5,898; Malawi US\$3,419; and Tanzania US\$9,809^{18/}.

5.25 Overhead Costs: Overhead costs or non academic teaching costs total about P 5.8 million in 1984/85 (Annex 10). These costs are distributed as follows: 28.5 percent for institutional support i.e. university administration; 11.5 percent for operation and plant maintenance; 14.7 percent for library and resource center; 3.8 percent for research; 2.8 percent for community and student services; and 4.9 percent for the bookstore and the rest for refectory and residences. After the direct teaching departments, institutional support costs, that is the costs of University administration takes up 17 percent of the total expenditure of the University in 1984/85 (15 percent 1983/84) (Annex 10). This proportion is high and compares with 13 percent for the same category of expenditure in the University of Lesotho. A situation where 17 percent of total recurrent expenditures is devoted to administration is not to be taken lightly.

5.26 The Costs of Academic Departments comprise of 46.2 percent of total University recurrent expenditure in 1984/85 (47.4 percent in 1983/84). This compares with 34 percent for the National University of Lesotho and the University of Malawi. The recurrent expenditure of the Faculty of Economics and Social Science comprises of 6.9 percent of the total University expenditure in 1984/85—a drop from what it was in 1983/84. This compares with 9.1 percent for the Faculty of Education and 10.7 percent for the Faculty of Science. Student teacher ratio in the Faculty of Economics and Social Science is about 7.5:1. The Faculty can make significant economies since the ratio of staff to student is below 10:1. This ratio compares unfavorably with those now set by the UK University Grants Committee of one member of the lecturing staff to 12 students. It is therefore recommended that the Faculty of Economics and Social Science raise the ratio to 12:1.

5.27 The Faculty of Social Science also awards certificates and diplomas in business and administrative studies. Most of these students are part-time students who sponsor themselves. The certificate covers a period of two years while the duration of the diploma is three years. Certificate students pay P 140.00 a year in fees, while diploma students pay P 150.00 a year in fees. Although, this program is coordinated by the university, most of the lecturers are part-time. The lecturers are paid between P 9 and P 11.0 per hour worked. This program in 1984/85 was subsidized by the University by about P 23,000.0 which represents the total

18/ L. Wolff: Controlling the Costs of Education in East Africa. IBRD Report No. 4907 - EAF, August 3, 1984.

outlay on salaries of part-time lecturers. Given the limited data it is not possible to assess the cost effectiveness of this program. It is recommended that a more detailed study of the cost effectiveness of the various academic departments of the University be undertaken.

5.28 Issues: The University of Botswana is clearly making an invaluable contribution in providing the intellectual grounding for future managers, administrators and accountants. There has been an impressive growth in the enrollments in the schools concerned with such education, and projection of still further growth over the next five years. However, there are a few issues which need to be addressed.

(a) Programs are too Academic in Orientation: It is the perception of many managers in Government and the parastatals that the University programs are over-academic for the needs of managers, administrators and businessmen dealing with a wide range of practical problems in an ever more complex environment. While a university is not simply a training college, nevertheless the faculty concerned with general managerial and financial management training have a special responsibility to ensure that the content of such programs is closely aligned to practical circumstances. This is especially important in Botswana where new graduates are often placed in positions of responsibility without the opportunity to build up years of experience.

(b) Frequency of Review Committee Meetings: There are review committees representing members of government and the private sector who meet to influence the content of university syllabi and teaching methods, and to coordinate their programs with those of other institutions. However, these committees need to meet more frequently and continue the efforts to ensure the practical content of university management-related programs. In addition to the meetings each semester, special meetings of sub-committees should take place to give in-depth consideration to details of the syllabus, teaching methods, and material and their relation to practical needs in each sector of the economy.

(c) Relationship with BIAC Programs: While expansion of the type proposed for the creation of a Faculty of Business Studies would clearly bring added benefits and contribute to meeting increased projected demand, such an expansion should be planned with two important considerations. Firstly, there is a need to rationalize the training currently offered across the spectrum of education and training organizations in Botswana, and to determine whether it makes sense for the University to devote scarce resources to certificate level programs (especially when there appears to be some overlap with programs offered at BIAC) or whether it would be better for the University to divest itself of

lower level programs to use its scarce resources to better effect. Secondly, an expanded program of education (such as that envisaged in the proposed new B.Com Program) should have support from managers in the Civil Service, parastatals, and the business community, to ensure that these programs are designed to meet the most urgent, practical needs of Botswana.

(d) Faculty: The Faculty of Social Science finds it difficult to attract and retain enough suitable lecturers in economics and some other related disciplines essential to the development of managerial skills in Botswana. For example, there is a marked shortage of trained economists for the planning cadre in the Civil Service (as well as economists for other sectors of the economy). And yet the department of economics lost its professor 20 months ago and the vacancy has yet to be filled. In addition, the department lost a lecturer in December 1984 and a further lecturer is leaving to pursue a Ph.D. It is urgent, therefore, that the vacancies be filled as soon as possible, and that a temporary replacement be found for faculty members pursuing further education overseas. In this connection, the university would benefit from a twinning arrangement with an overseas university which would include arrangements for faculty exchange. The current relationship with the State University of New York does not include such exchange arrangements. In addition, the department needs an expansion of faculty which should consist of highly qualified and experienced lecturers. This may require donor assistance.

Recommendations

5.29 It is recommended that the ongoing review process focus on the managerial and accountancy programs in the university and address the following:

(a) Study of the relationship between university programs and programs offered by BIAC and IDM, with a view to rationalization and devising methods for improved ongoing collaboration and coordination.

(b) Proposals for revision of the curriculum of the B.Com. program, especially in view of its importance in the structure of the proposed accountancy training program following the establishment of the Institute of Accountants.

(c) Proposal to the relevant University Committee for selection of part-time teacher/consultants from the Government, parastatals, and private sector.

(d) Study of the proposals for the Faculty of Business Studies to ensure that it meets the most important national objectives, and that

resources are provided to recruit staff with management and consulting experience. Although the proposal has merit, it is still at a preliminary stage, and has yet to be formulated fully and the faculty's non teaching functions, e.g., research, consultancy, need to be spelt out. It would be advisable to involve the IDM in the plans from the early stages. The Government may wish to consider obtaining donor assistance to help prepare the plan and its implementation phases.

(e) Procedures for introducing part-time evening programs for mature learners, especially for the B. Com degree.

(f) Ways of collaborating with the Universities of Swaziland and Lesotho, perhaps within the SADCC framework.

VI. ACCOUNTANCY TRAINING

Introduction

6.01 There is unanimity in Government, among training institutions, and across the accountancy profession in Botswana, that there is a need to establish regulation for the accountancy profession, and to bring some order to the current confused state of accountancy training in the country. However, efforts to move towards solutions, which include the establishment of a legislative framework, have been characterized by delay, and in the past, some differences of opinion about the best way in which to structure the governance mechanisms and organize the training in accountancy. This chapter will outline the current state of the profession, describe the training that is being provided in accountancy skills, outline the initiatives being taken to regulate the profession and rationalize training in accountancy skills, and recommend the next steps that should be taken.

Current State of the Accountancy Profession

6.02 There are still only a few fully trained citizen accountants in Botswana, despite the growing need for accountants in all sectors of the economy. These were trained mainly in the United Kingdom through the ACCA. One is completing the CPA qualification (US) and another the CPA (Kenya). Overseas accountancy training has had limited success because few trained persons return to the country. At present, the accountancy profession in Botswana is represented by five professional accountancy firms and is heavily dominated by expatriates. In the Government, there is also a shortage of professional accountants, and there is a particular need for

trained auditors. Most Civil Service accounting work is carried out by persons at the technical level (graduates of the local certificate and diploma programs), or by graduates of the B.Com. degree. There is general agreement that although this training provides useful basic skills, it falls far short of the preparation needed for administering public accounts in the Civil Service. The Government, nevertheless, attempts to control standards for entry into the accountancy cadre by requiring for appointment as Senior Accountant either an eight-week basic accounts course, on a twelve weeks in-service accounts course, or nine years' work experience; or progress in a professional qualification (e.g., ACCA levels 1 and 2, or CIS Parts A and B), and eight years working experience. The schemes of service are currently under revision.

6.03 The accountancy profession has established an Association of Accountants, an informal organization which has devoted itself mainly to short-term urgent needs (such as the need to improve the quality of training and pushing for the necessary legislative framework to help regulate the profession and establish standards). However, the Association has also looked into the future and is proposing a five-year strategy for the profession, including proposals for codes, ethics, standard setting, training and relationships between the profession and Government. The Council of the Association includes representatives from BIAC, the University Accountancy Department, the Auditor-General and the Accountant General, as well as members from all the professional accountancy firms in Botswana. One of the more tangible initiatives of the Association has been the establishment by their Education Committee of an Accountancy Training Institute (ATI), described in more detail in the next section.

Accountancy Training: Current Programs

6.04 There are currently four main institutions offering training in accountancy skills in Botswana:

(a) BIAC: About ten to twelve years ago, the Office of the President established an accountancy training committee to advise on accountancy training in Botswana. This committee (which later became the Commercial Training Committee with the inclusion to their term-of-reference of secretarial training) has been chaired by the principal of BIAC, and includes representatives of government, parastatals, and town councils, and a single representative from the Botswana Employers Federation. Because of its mainly public sector composition, the committee's most useful contribution has been advice on the improvement of BIAC training. BIAC offers three programs of relevance: (i) National Certificate in Accountancy and Business Studies: a one-year full-time course, providing basic training for bookkeepers and junior accountants, mainly in the Civil

Service. This course provides an Accounts Clerk qualification. Entry requirements consist of a GCE O level, or Good Junior Certificate pass with relevant job experience; (ii) National Diploma in Accountancy and Business Studies: a one year full-time course leading to middle-level accountant qualification, mainly but not exclusively, for accountants in the Civil Service and parastatals. Entry requirement is the Certificate referred to above, and possession of the Certificate in Accounting and Business Studies from the University (or equivalent); (iii) Higher National Diploma in Accountancy and Business Studies: This is a program which started in July 1984 and is intended by BIAC to be the first stage towards a full professional program to be offered at a later date. Entry requirement is the Diploma (above), the University Diploma, or graduates of a Bachelors degree with a major in accountancy. This course is expected to train individuals for managerial positions in the accountancy cadre in Government (e.g. Senior Accountant) and responsible accountancy posts in sectors outside the Civil Service. BIAC has managed to obtain some international recognition and exemptions for their programs: the Diploma is exempted from three subjects (accounting, costing and economics) in the ACCA level I examination (but has failed to obtain exemption from the level I Law paper); Diploma holders are granted direct entry into the University of Zimbabwe's Bachelor of Accountancy degree; and finally, holders of the Diploma are granted exemption from the CIS Part A, while the Higher Diploma prepares students to take the CIS Part B (The second part of the Higher Diploma will prepare students for Part C). To date, BIAC has produced 214 certificate holders, and 169 diploma holders. The majority of diploma holders work in local government, central government, some of the large parastatals^{19/} and a few in private and other organizations.

(b) University of Botswana offers: (i) Certificate in Accounting and Business Studies: a part-time, two year program which provides training in bookkeeping, commercial arithmetic, accounting, economics, business law and taxation, office organization and management, commerce, and English. Preference is given to candidates with practical experience; (ii) Diploma in Accounting and Business Studies: a part-time, three year program focusing on financial accounting, cost accounting, taxation, auditing, business law, business administration, statistics, data processing and economics (the University is also introducing a full-time diploma course); (iii) Bachelor of Arts Majoring in Accountancy: a four year program which allows specialization in Years 3 and 4; and (iv) Bachelor of Commerce Degree: a four year program which provides the major local graduate stream into accountancy positions in Government and the parastatals. The syllabus of the degree is shown as Annex 11. It is believed that the BA (Accountancy) program has received exemption from two or three papers in

^{19/} Such as the Botswana Meat Commission, Botswana Power Commission, and the National Development Bank.

ACCA level I, while the B. Com program has received full exemption from ACCA level I. The syllabus of the certificate and diploma programs are broadly similar to those run by BIAC.

(c) Institute of Development Management offers: (i) Accounting I and Accounting II: two three-week programs offering basic and intermediate skills orientation focussing on AAT materials; (ii) Certificate in Financial Management: an 18 week program in two parts preparing students for parts I and II (respectively) of the AAT examinations; (iii) Two AAT Examination Preparation Programs: a four week intensive course for the AAT level II examination, and an intensive five weeks' coaching for the financial accounting, and cost and management accounting papers in AAT level III; and (iv) Internal Auditing: a two week course in internal auditing practices.

(d) Accountancy Training Institute (ATI): ATI was established about two years ago by the Association of Accountants, as a non profit, self supporting organization, to prepare students for the AAT examinations (and ultimately through success at level III, exemptions from ACCA stage I). ATI makes use of a British correspondence course with one half-day release each week. ATI currently has 54 students enrolled mainly from parastatals (Bank of Botswana, and the housing, power, and water corporations) and private organizations like de Beers, as well as junior staff from participating firms of accountants. Of the 54 current students; 39 are studying for AAT, and 15 for ACCA, mostly at Level II. ATI charges students P 975 a year for AAT, and P 1,050 for ACCA students.

(e) Company Sponsored Programs: A number of companies in the private sector and parastatals also deliver training (or support for correspondence courses) in areas related to accountancy skills. For example, Barclay's Bank, in their own training college, offer high quality training for the Institute of Bankers' qualification, and many modules include a strong accountancy content. BCL Ltd. which owns the copper nickel mines at Selebi Phikwe, is also currently supporting training for employees towards the AAT qualification.

(f) There is also a current SADCC study on an approach to regional accountancy training sponsored by the Irish Government. The report which will be available by July 1986, is likely to contribute some useful ideas to an improved accountancy training structure in Botswana.

6.05 Summary: As can be seen, there is a wide range of courses in accounting some of which overlap. The programs are geared to a number of different external qualifications, at the technician level. ATI is the only formal institution training for a ACCA, and correspondence courses

have had only modest success to date. While the CIS is a widely accepted Civil Service qualification, this examination for which BIAC and the university prepare students is not in the mainstream of professional accountancy training. BIAC is however, developing, through the Higher National Diploma program, the type of training that will fit in with an ACCA qualification. The university has responded to the need to generate more B. Com entrants by proposing a full-time diploma program run at the university.

Current Initiatives to Establish a Legislative Foundation

6.06 There has been a number of attempts in Botswana to establish a legal framework to regulate the accountancy profession and rationalize accountancy training in the country. Some years ago a group from the professional accountancy firms carried out a study of the profession and training in other African countries with a view to putting forward recommendations and a preliminary draft act was submitted to the Attorney General's Chambers in 1976. However, not much progress was made at that time. Then, about two years ago, the Commercial Training Committee proposed the creation of an institute which would provide status for the BIAC accountancy training. More recently, a working group, was established under the chairmanship of the Permanent Secretary of the Ministry of Commerce and Industry consisting of the Director of Commercial Affairs^{20/}, the Auditor General, the Accountant General, the Head of the Accountancy Department of the University of Botswana, the Head of Accountancy at BIAC, and two members of the Association of Accountants. The group was assisted by the Chief Technical Advisor of the ILO/UNDP project at BIAC, who provided working materials to the group. It carried out an analysis of legislation to regulate the accountancy profession in a number of other African countries^{21/}, examined proposals put forward by the Association of Accountants, and studied the Royal Charter of the United Kingdom. It recommended in principle that an Accountancy Act be passed to establish an Institute of Accountancy with three tiers of membership through qualifications to meet both the needs of the public and private sectors, and profession in Botswana.

6.07 A draft of the proposed Act has now been produced. The draft proposes:

^{20/} Recently replaced by the Principal Commercial Officer at the Ministry of Commerce and Industry.

^{21/} Lesotho, Swaziland, Zimbabwe, Malawi, Zambia, Tanzania, Kenya and the Republic of South Africa.

- (a) The establishment of a Board of Registration of Accountants, consisting of six persons with the chair selected by the Ministry of Commerce and Industry.
- (b) The establishment of an Institute of Accountants governed by a council of at least eight persons elected by members of the Institute.
- (c) Overall powers for the Board to establish qualifications (in consultation with the Council) to adjudicate on applications for registration and to issue certificates.
- (d) Four classes of membership: Licentiate Members, Associate Members, Fellows, and Honorary Fellows.
- (e) Three types of Certificate: a Registration Certificate to those who have two years relevant practical experience as an accountant in Government, local authority, or commercial, financial or industrial firms; a Limited Practising Certificate to those who have three years experience as a Practising Fellow; and a Full Practising Certificate to those who have five years experience as a Practising Fellow.
- (f) Limiting the conduct of accountancy in Botswana to those registered with the Institute.
- (g) The establishment of a Botswana Accountants National Examinations Board reporting to the Council and consisting of four members of the Institute and three from academic institutions, to prepare the syllabus for accountancy examinations, approve entry qualifications and exemptions, oversee examinations, propose successful candidates for registration, and provide international recognition of their examinations.

6.08 General Concerns: The draft Act has not yet been submitted to the Attorney General for enactment because of some concerns as to whether the draft covers all the necessary factors that should be taken into account. A previous area of debate, about the role of Government in the future Institute, has been resolved by a proposed Board of Registration whose chair would be appointed by the Government, and which would oversee the standards and regulations of the Institute. Within this arrangement, the Institute would enjoy a strong level of autonomy in the ongoing management of its affairs. However, to deal with the concerns about the

readiness of the draft legislation, the working group has prepared a draft Terms-of-Reference^{22/} for a consultancy study. The Terms-of-Reference will shortly be submitted for approval by the Ministry of Finance. The working group is recommending that the consultancy study, which may take several months, be completed prior to formally submitting the Draft Act to the Attorney General's Chambers for enactment. There is also a view within the working group that the consultant selected for the study may be chosen as the future technical director of the Institute.

Issues

6.09 Botswana needs trained accountants. There are currently 11,000 salaried accounts clerks in the country, and at current growth rates, the annual demand for accounts clerks could rise to 4,000 by 1991—well beyond the current output of pre-technician and technician. At the semi-professional and professional level the projected demand is for 1,500 by 1991. It is important that the institute and its training arm be established. However, concerns about the readiness of the draft Act has led to delay in passing the enabling legislation for the establishment of the Institute. While the proposed consultancy study has been presented as an essential preliminary to enacting legislation, a scrutiny of the Terms-of-Reference (see Annex 12) shows that the consultant would be involved in a number of tasks that, although important in themselves, are not essential to the refinement of the draft bill. Activities such as: a national development plan for accountancy training, the study and recommendations on existing training institutions, and an update on manpower needs in accountancy and auditing are all studies that would be more appropriately carried out under the auspices of the institute and its training arm, following the legislation. The working party estimates that the full study will take six months to complete, which means further delay in legislation, and in any case it appears from a scrutiny of the Terms-of-Reference that the six months estimate is optimistic, given the scope of the products defined. There is also the potential for conflict of interest if the consultant prior to completing his task is already slated as the technical director of the Institute.

6.10 There are some differences of opinion within the Working Group about the best location for the training arm of the future institute. Both the School of Accountancy and Management Studies (in the university's Faculty of Social Sciences), and BIAC, have been considered as options, although neither are currently making substantial contribution to the training of students for the preferred ACCA qualification. Besides, neither institutions has teaching staff in sufficient number and caliber to teach the more advanced levels of the envisaged professional qualifications. Each institution has indicated that it has space and

^{22/} The terms-of-reference are shown as Annex 12.

facilities to accommodate the accountancy training arm of the proposed institute of accountants, but as both institutions have their own specific expansion aspirations, there are doubts as to whether such accommodation would remain available over the longer-term (the university is already pressed for space). While there is some possibility that the accountancy training arm could be part of the proposed Faculty of Business Studies at the university, there are a number of disadvantages in this option. Firstly, the Faculty may still take some time to materialize, and as there has already been substantial delays in rationalizing accountancy training in Botswana, because of the additional issues and problems that will accompany the formation of the Faculty of Business Studies, it will be unwise to add the extra burden of establishing a professional accountancy training program. Secondly, there is a clear need to upgrade the quality of accountancy training (both at the university and BIAC), and to orient the training towards the preferred ACCA qualifications rather than CIS. The best chance of bringing about such an upgrading, is through the establishment of standards by an Agency independent of the current training institutions. Establishing the training arm of the institute within the university may complicate the management and oversight of the training arm which should have a direct line of responsibility to the institute.

Recommendations

6.11 Passage of the Act: The top priority is the passage of the Accountancy Act at the earliest possible time, and it is strongly recommended that a deadline be established by which time all of the prevailing uncertainties should be resolved, with the Government taking final responsibility for adjudication. It is further recommended that responsibility for piloting through the legislation be transferred to the Ministry of Finance. In place of the consultancy study proposed by the working group, it is recommended that the draft bill be submitted to the Attorney General as soon as possible and allow the Attorney General's Chambers, in collaboration with the working group, to commission a very focused and short study if considered necessary. The other aspects of the consultant study should be priorities for the institute once it is established. If the Government plans to seek donor assistance to help establish the institute and its training arm, the donor agency can provide additional advice as part of the project appraisal.

6.12 Establishment of Center for Accounting Studies: Once the Institute has been established, it is recommended that an independent Center for Accounting Studies be founded. Currently neither BIAC nor the University appear to have the depth of expertise to provide the foundation of the professional level training required, and both institutions would be

better employed improving the content and standards of their own programs to fit into the overall framework of accountancy training which would emerge. The Center should be managed by a Technical Director and three fully trained and experienced professionals. Ideally, these persons should have had prior accountancy teaching experience. The Technical Director, reporting to the Council at the Institute, should be responsible for establishing the framework for accountancy training at all levels, determining syllabi, and enforcing exemption standards. As one option, it is recommended that consideration be given to recognizing the Accountancy Training Institute as a nucleus for the Center for Accounting Studies. There are a number of strong advantages to this approach. The ATI is already a viable and effective training agency which has focused its training on the most relevant professional qualifications, the AAT and the ACCA. The ATI has set high standards and is strongly supported by the accountancy profession in Botswana, and its Association of Accountants. In addition, ATI has a formal association with a prestigious international firm of accountants which can provide the required high level of trainers necessary for the early success of the Center for Accounting Studies. If this recommendation is accepted, the Institute would carry formal responsibility for the center, and would contract the daily management operation of the center to the associated firms of accountants under clear policy specifications and an agreed monitoring procedure. It will also be important to immediately expand ATI's training focus by including specific public sector components. The management of the center should include representatives from each sector. Additionally, it is recommended that Barclays Bank be invited to help with and participate in the establishment of the center because of the high standard of Barclays Bank's training in topics which overlap closely with the AAT and ACCA syllabi, and because of the desirability of attracting private sector support to help establish the long-term financial viability of the center. Barclays Bank has given an official indication of their interest in such a cooperative venture. Finally, the Center should establish a long-term localization plan and use the training program to develop Botswana accountancy trainers.

6.13 Contribution of Other Institutions in the Accountancy Training Framework: The Center for Accounting Studies should establish entry requirements and exemption standards for entry into the AAT and ACCA programs, to be applied to holders of the BIAC Diploma, and holders of the university B. Com and BA (accounts) degrees. Action should be taken to enable BIAC to offer its diploma on a part-time basis, and the university certificate and diploma programs (especially the proposed full-time diploma) should be discontinued. BIAC and the university need to ensure that their programs include appropriate public and private sector options. In the case of BIAC, this includes preparing students at the lower diploma level for the AAT examination while retaining the CIS stream which is

appropriate to many Civil Service employees. IDM should be encouraged to continue to contribute to intensive AAT examination preparation programs, although increasingly in collaboration with the staff of the center. In addition, this tuition should be offered on a part-time basis in order to meet the needs of a much wider circle of candidates. BIAC and the university should, where needed, modify the syllabus and standards of their programs, to bring them into line with the requirements of the Institute and the proposed Center for Accounting Studies. The Center should exercise the right to demand that BIAC and university graduates meet eligibility requirements, and if necessary, enrol in conversion courses and pass entry examinations if the Center is not satisfied that BIAC and the university have taken the necessary steps to dovetail their own qualifications with the Center's standards.

6.14 Approaches to Tuition: The Center's tuition should focus on a combination of part-time evening classes, block release and weekend programs, of a type similar to that used successfully by the CAS Lesotho, and the ATI. It is essential that training, both for the private and public sectors, be combined with simultaneous employment so that theory is reinforced by practice, and so that students are given the essential work-related experience during their period of training that will help develop mature perspectives and specific job related skills. In addition, to providing substantial benefits as a learning method, a combined training-employment approach will open up opportunities to a wider range of people, particularly older persons with many years of experience but lacking formal training. As an approach, it will be strongly supported by employers who cannot afford to release staff for long periods of full-time training and who frequently complain about the academic orientation of young graduates of full-time programs. Finally, it is recommended that the Center enter into collaborative training programs with organizations in areas away from Gaborone, and if necessary, establish an outpost at Francistown and an outreach program for students in other towns. Touring trainers are to be preferred to the establishment of full-time programs wherever possible.

6.15 Facilities: It is proposed that the Center for Accounting studies be provided with its own headquarters and teaching facilities, consisting of four classrooms plus administrative offices (It is estimated that the Center may cater to as many as 250 students in the first couple of years following its establishment). As there is a strong case for IDM to relocate to provide the necessary facilities for its emerging mandate, as described in the main report, it is recommended that a suitable parcel of land be located to provide facilities for both IDM and the Center for Accounting Studies. While these facilities would be separate and allow for

independent expansion of each Institute, it would be possible that the two institutions could cooperate over some shared facilities such as a library, printing, and a refectory.

6.16 Cooperation in Accountancy Training Within BLS: Until such time as progress is made to establish a joint BLS accountancy qualification, or a SADCC--wide qualification, it is desirable in the early days that the center focus on the AAT and ACCA qualifications. Over time, preferably in collaboration with the Lesotho and Swaziland Institutes and in line with future recommendations of the SADDC study on regional accountancy training, the Botswana Institute could develop its own examinations with appropriate external moderation. The Institute and the Center should work in close cooperation with their counterpart organizations in Lesotho and Swaziland, including the use of CAS (Lesotho) teaching materials, exchange of faculty, and discussions about common standards, accreditation, and eventually a common examination structure and qualifications.

6.17 External Assistance Support: It is recommended that the Botswana Government seek donor support for a project that will help establish the Institute and the Center for Accounting Studies, including the center's facilities and the funding of the technical director and three lecturers.

VII. CURRENT DONOR INITIATIVES

7.01 Because of the Government's recognition of and concern about improving general managerial and financial management practices and training in the country, there are a number of current initiatives taking place.

7.02 Public Administration and Management Training: Since 1978 and 1984, BIAC has received support from ILO/UNDP in the form of 33 staff years of technical assistance as well as funding for equipment and instructional materials.

7.03 USAID: Botswana Workforce and Skills Training Project (BWAST): This focus of this project is on training needs of the following ministries/parastatals: the National Development Bank (NDB), the Ministry of Local Government and Lands (MLGL), Unified Local Government Services (ULGS), Ministry of Education (MOE) and Ministry of Commerce, and Industry (MCI) and the Ministry of Agriculture. This five-year training program (1980-1985) for the Ministry of Agriculture gives highest priority for training in the research and animal health departments. The NDB training

program is composed of in-house instruction, a three-part financial course taught at IDM and a constant employee evaluation. The ULGS training priorities are: (i) training of administrator/finance at 'A' level; (ii) development program for 'B' level; (iii) training to fill vacancies in technical and professional posts to replace 100 expatriates; (iv) administrative/technical training for land boards; and (v) training for trainers. The priority for the Ministry of Education was identified as the development of education administration program in the country. No training program exists for the Ministry of Commerce. As part of the BWAST project, the firm of Creative Associates Inc. is assisting the four key agencies receiving BWAST funds in the assessment of training needs of all persons in full-time employment within the agencies.

7.04 World Bank: Up till now the World Bank's main assistance to Botswana in the education sector has been for primary and junior secondary education, teacher training, and development of the Brigales, while helping to localize related positions in the Ministry of Education. A Fourth Education Project, recently approved, will in addition, give timely support for the Government's expansion of vocational and apprenticeship training and trades testing and standardization. In other sectors, some six Bank-financed projects in recent years have supported training programs for supervisory staff and middle management, notably in the health and population, urban, water supply, and power sectors. A major program for the training of local government officials will be supported by a proposed project (FY86) for the area development of Selebi-Phikwe. Finally, the Fourth Education Project is preparing a future operation for higher manpower development that the Bank is willing to consider financing.

ODA: Each year, the British Overseas Development Administration sends about 20 Batswana to the U.K. to begin studies in Administration or a related field. Most of these are for first degree or postgraduate courses. In total, about 125 Batswana are being sponsored for UK studies each year. These training programs, and the related provision of UK experts, are worked out by teams of specialists who, over several months, meet with each ministry, and often with particular departments, along with DOP representatives, to analyse situations and determine priorities. This process is a major element in assessing, addressing and meeting manpower development needs and, obviously, is now closely linked with the preparation, by DOP, of the annual Training Plans.

VIII. AGENDA FOR CHANGE

8.01 This chapter describes a program for strengthening management in the Botswana Civil Service. The proposed program brings together the major recommendations in this study. The recommendations made are in the areas of:

- General Management
- Training Institutions
- Accountancy Training and
- Personnel Management

(a) General Management

8.02 Strategy for Implementing the Recommendations of the Productivity Seminar: The Government of Botswana has clear conception of its management problems and the type of reform necessary. What is now required is a mechanism to make the necessary changes, and to maintain the momentum of the Productivity Seminar. The first step is to establish a framework for implementation of the recommendations of the Seminar. The Government should consider establishing a committee in the Directorate of Personnel with representatives from the Department of Labor, charged with responsibility to facilitate the implementation of priority recommendations emerging from the Productivity Seminar. To ensure that this program is well developed and implemented, two experts should be located in both the Directorate of Personnel and the Department of Labor, and be responsible for implementation of changes with respect to each office. The committee should also be given the responsibility for developing a well articulated program of training for senior and middle managers. The service of management trainer consultant should be obtained through bilateral aid to develop the training. The services of IDM should be used for the actual conduct of seminars or specialized training.

Action Programs to Strengthen the Management Consulting

Capability Within DOP: The Government needs to increase substantially the staff of the O & M unit by addition of at least three to four persons to enable them to provide the necessary support to the ministries in the implementation of recommended changes contained in O & M reviews. This unit should eventually develop into a viable management services unit.

(b) Training Institutions

8.03 Action Program to Strengthen BIAC: Recommendations have been made in response to the need to rationalize training programs of various institutions. Many of the improvements should be the responsibility of each institution. The Government should, however, use its review and coordinating committee to oversee the rationalization and ensure that the programs of training institutes are aligned to practical priority needs. In addition, the Government should closely monitor BIAC's progress, and seek a long-term support arrangement following the departure of ILO. The Government should approach IDM to plan an institutional support role for BIAC. BIAC should: (1) ensure that lecturers have degrees or high quality

diploma qualifications; (ii) develop a comprehensive internal training program for new lecturers and a staff development plan; and (iii) seek external funding for three technical assistance positions over a four year period to help upgrade the accounting programs; and up to six fellowships in accounting and public administration. The Government should consider ways of improving the conditions of service to attract and retain high quality staff.

Recommendations to upgrade the Department of Economics: There is a need to urgently fill existing vacancies (especially the professorship) and expand the faculty resources of the Department.

(c) Program Relating to Accountancy Training

8.04 The immediate action in this area is to pass the Accountancy Act establishing the institute. Leadership in this effort should be taken by the Ministry of Finance and Development Planning, and the Attorney General's Chambers should determine the need (if any) for the redrafting of the draft bill. Once the Institute has legal status, a Center of Accounting Studies should be established as an independent entity similar to the one in Lesotho. Consideration should be given to entrusting the management of the Center to a recognized firm of chartered accountants with which the Director and the lecturers would be affiliated and the ATI could be used as a nucleus for the Center together with a collaborative contribution from Barclays Bank. The Center would require, in addition to the Technical Director, three lecturers who should be well qualified professionals of good standing. The Director as the representative of the Institute should be responsible for determining the training framework, the syllabi, the entry and exemption requirements and for enforcing standards. It is strongly recommended that the Center be divorced from either the University or BLAC but that facilities be found for the Center in the same locality as the new headquarters of IDM. The Center should aim at having its credentials recognized both within and outside the region. The Center should be closely associated with the proposed SADCC initiative on a SADCC wide qualification in accountancy.

(d) Personnel Management

8.05 Action Program to Improve Training of Counterparts: The Government needs to develop a more systematic approach to the management of counterpart-expatriate relationship. The Government should consider strengthening the functions of the existing localization and training commission by creating a post within DOP to develop a roster of expatriates and a way to monitor the performance of expatriates as trainers. Initial training plans should be drawn and procedures agreed for evaluating the

expatriates' performance as trainers. The terms-of-reference of each expatriate appointee should contain explicit reference to the training duties. The Government may also consider commissioning IDM to study the best arrangements for training counterparts under individual staff development plans and improved methods for monitoring and evaluating progress.

Action Plan to Upgrade Quality of Personnel Cadre: To upgrade the professionalism of the personnel cadre it is recommended that the Government consider supporting the establishment of an association of personnel managers. The association should have a Governing Board made up of representatives from all sectors, and assisted by a high level advisor with a local counterpart assigned to him. The advisor function could be identified for donor funding for two years and could be placed either in IDM or with the Botswana Employee Federation.

Action Plan for Personnel Management: The HRP unit within DOP should initiate a process of upgrading the existing personnel information system and strengthen the human resource planning, budgeting and control function. The strengthening effort will be headed up by the HRP advisor in DOP with full-time support from a computer specialist and the necessary support from the computer bureau and the O & M unit.

IX. PROPOSALS FOR EXTERNAL ASSISTANCE

9.01 The purpose of this chapter is to identify the potential for external assistance to implement some of the action programs discussed in the preceding chapter.

General Management

Two experts to facilitate the implementation of the recommendations of the Productivity Seminar

One management training consultant for two years to develop a program of training for senior and middle managers.

Personnel Management

A computer specialist for three years to assist in developing the personnel information system.

Three specialists in management consulting to develop the O & M unit into a management services division.

Accountancy Training

Technical assistance funding for one technical director for four years and three lecturers for four years for the Institute of Accountancy.

Funding of the facilities for the Center of Accounting Studies

Training Institutions

BIAC : Three technical assistance positions and six fellowships over four years.

University: Expansion of Department of Economics

IDM : Expansion of IDM facilities

ANNEX 2 BOTSWANA CIVIL SERVICE: SUMMARY OF CIVIL SERVICE STAFFING

MINISTRY/OFFICE	STAFF CATEGORIES											TOTAL	Shaded	± Change Since 1984
	Super Scale	General Admin.	Professional	Technical	Tech. Inst.	Secretarial	Police	P/s	Teachers	Nurses	Adv. Emp.			
Parliament	2	15				12						29		+ 4.0
State President	33	210	62	46		50	2391	164			2	2974	2	+ 4.0
Ministry of Finance and Development Planning	30	1008	107	17		51		34			7	1254	10	+ 4.0
Ministry of Home Affairs	11	508	27	34		41		775			2	1398	1	+ 4.0
Ministry of Agriculture	20	353	177	1177		99			1	47		1834	34	+ 3.0
Ministry of Education	19	396	111	23	99	106			8836		4	9490	13	+ 5.0
Ministry of Commerce and Industry	12	124	67	71		36		217			5	532	10	+ 3.0
Ministry of Local Government & Lands	21	229	69	89		64					3	475	11	+ 4.0
Ministry of Works and Communications	24	663	73	910		68					8	1795	41	+ 6.0
Ministry of Mineral Resources and Water Affairs	11	113	80	365		36					7	612	21	+ 5.0
Ministry of Health	9	122	195	361		46			1195	13		1841	6	+ 6.0
Ministry of Justice	4	99	18			20						101		+ 6.0
Attorney General's Chambers	3	10	34			19						66		+ 6.0
Auditor General	3	29	11			3						46		+ 2.0
External Affairs	18	25				13						56		+ 22.0
Specified Officers ^{1/}	2											2		-
TOTAL	218	3872	991	3101	99	652	2391	1190	8836	1136	98	22565	149	+ 4.0
± Change Since 1984	+2.0	+3.0	+9.0	+9.0	+15.0	+6.0	+3.0	+6.0	+5.0	+6.0	-2.0	+4.0	+25.0	

^{1/} includes Security Staff, Prison Officers, Preventivemen, and Game Warden Staff. Attorney General and Auditor General

Civil Service - Grading Structure:

- (a) The Superscale Staff Scale (seven levels): is used for the highest levels in the civil service (except for Ministers and other senior officials who are ungraded). These are senior and middle government managers and heads of function, as well as some specialists in key positions).
- (b) General Administration Scale (five levels): includes administrative officers and assistants, and a wide range of functional officers (such as personnel officers, accountants, price control officers, bursars, some instructors, statistical assistants, agricultural information officers, immigration officers, and computer operators).
- (c) Professional Staff Scale (five levels): which covers a very wide range of professional specialisms such as project economists, auditors, agricultural specialists, statisticians, education officers, surveyors, architects engineers, meteorologists, training officers, tutors, legal specialists, etc. A special extended scale is used for certain high level professionals largely in the Ministry of Health (obstetricians, surgeons, psychiatrists, ophthalmologists, radiologists, pathologists, etc.)
- (d) Technical Staff Scale (five levels): is comprised largely of technical officers and assistants, but also includes other technical positions such as industrial trainers, inspectors of factories, livestock officers, meat inspectors, land use specialists, dam and irrigation specialists, laboratory technicians, printers, assize officers, air traffic controllers, mining technicians, radiographers, health education officers, social welfare officers, dental technicians, and laboratory technicians.
- (e) Technical Instructors Scale (five levels): who are employed entirely in the Ministry of Education - lecturers at the Botswana Polytechnic, and at the Automotive Trades Training School.
- (f) Secretarial Staff Scale (five levels): which ranges from typists to Senior Personal Secretaries.
- (g) Nursing Staff Scale (seven levels): which applies almost exclusively to the Ministry of Health covering positions from senior staff such as the Deputy Principal Tutor at the Botswana National Health Institute, and Senior Matrons, to nursing sisters, and clinical instructors.

- (h) Prison & Game Staff Scale (seven levels): which covers the Security Staff in the Office of the President; preventive men in the Ministry of Finance & Development Planning; prison staff in the Ministry of Home Affairs; and Game Warden Staff in the Ministry of Commerce & Industry.
- (i) Police Staff Scale (seven levels): mainly located in the office of the President.
- (j) Teaching Scales (17 levels): covering 8,836 teachers and the secondary and primary levels. These ten grade structures overlap in a complex pattern (as shown in Annex 3) providing staff within the structures the prospects of career development within their streams. The largest grade/career stream consists of teachers (some 39% of the Civil Service Establishment), followed by the General Administrative Stream, and the Technical Stream. The Technical Instructor Stream and the Professional Stream had the largest increases in number since 1984 (15.0% and 9.0% respectively).

INTERNAL CIVIL SERVICE - SENIOR AND SENIOR SENIORIAL AND HEAD OF FUNCTION POSITIONS

GRADE LEVELS	STATE PRESIDENT	MINISTRY OF FINANCE & DEVELOPMENT PLANNING	MINISTRY OF HOME AFFAIRS	MINISTRY OF AGRICULTURE	MINISTRY OF EDUCATION
Ungraded	Minister of Public Service and Information	Vice President Assistant Minister	Minister	Minister Assistant Minister	Minister
PS 1	Secretary to the Cabinet				
SS I		Parliament Secretary			
SS II	Administrative Secretary Director of Personnel Commissioner of Police	Administrative Secretary Director of Financial Affairs Director of Economic Affairs	Parliament Secretary	Parliament Secretary	Parliament Secretary
SS III	Deputy Director (Personnel) Deputy Commissioner of Police		Deputy Parliament Secretary	Deputy Parliament Secretary	Deputy Parliament Secretary
SS IV	Assistant Director (Personnel) Director of Information & Broadcasting Director (Tirotsi Sotobala)	Rural Development Coordinator Assistant General Commissioner of Taxes Director of Customs Controller of the Savings Bank		Director of Veterinary Services Director of Agricultural Field Services Director of Agricultural Research	
SS V	Under Secretary Senior Assistant Commissioner of Police Deputy Director (C)	Chief Finance Administrator Chief Internal Auditor Deputy Assistant General Commissioner of Taxes Director of Supply Government Statisticians Deputy Director Manager of Computer Services	Under Secretary Commissioner of Prisons Commissioner of Labor	Under Secretary Chief Agricultural Economist Deputy Director (C) Commissioner for Cooperatives	Under Secretary Chief Technical Education Officer Chief Education Officer (C) Director, Unified Teaching Service
SS VI	Deputy Assistant Commissioner of Police Assistant Commissioner of Police Chief Press Officer Managing Editor Assistant Director (C) Principal (SIC)	Principal Finance Officer Superintendent Commissioner Assistant Assistant General (C) Assistant Director (C) Assistant Controller	Chief Investigation Officer Deputy Commissioner (C) Chief Inspector of Factories Director of Library Services Director of Museums	Chief Animal Production Officer Chief Land Utilization Officer Chief Crop Production Officer Commissioner of Agricultural Management Association Chief Animal Production and Range Research Officer Area Arabic Research Officer Deputy Commissioner Principal (SIC)	Principal Education Officer Director of Brigades Division Principal Science Polytechnic Supervisor Secretary Deputy Chief Education Officer Registra Examinations Council

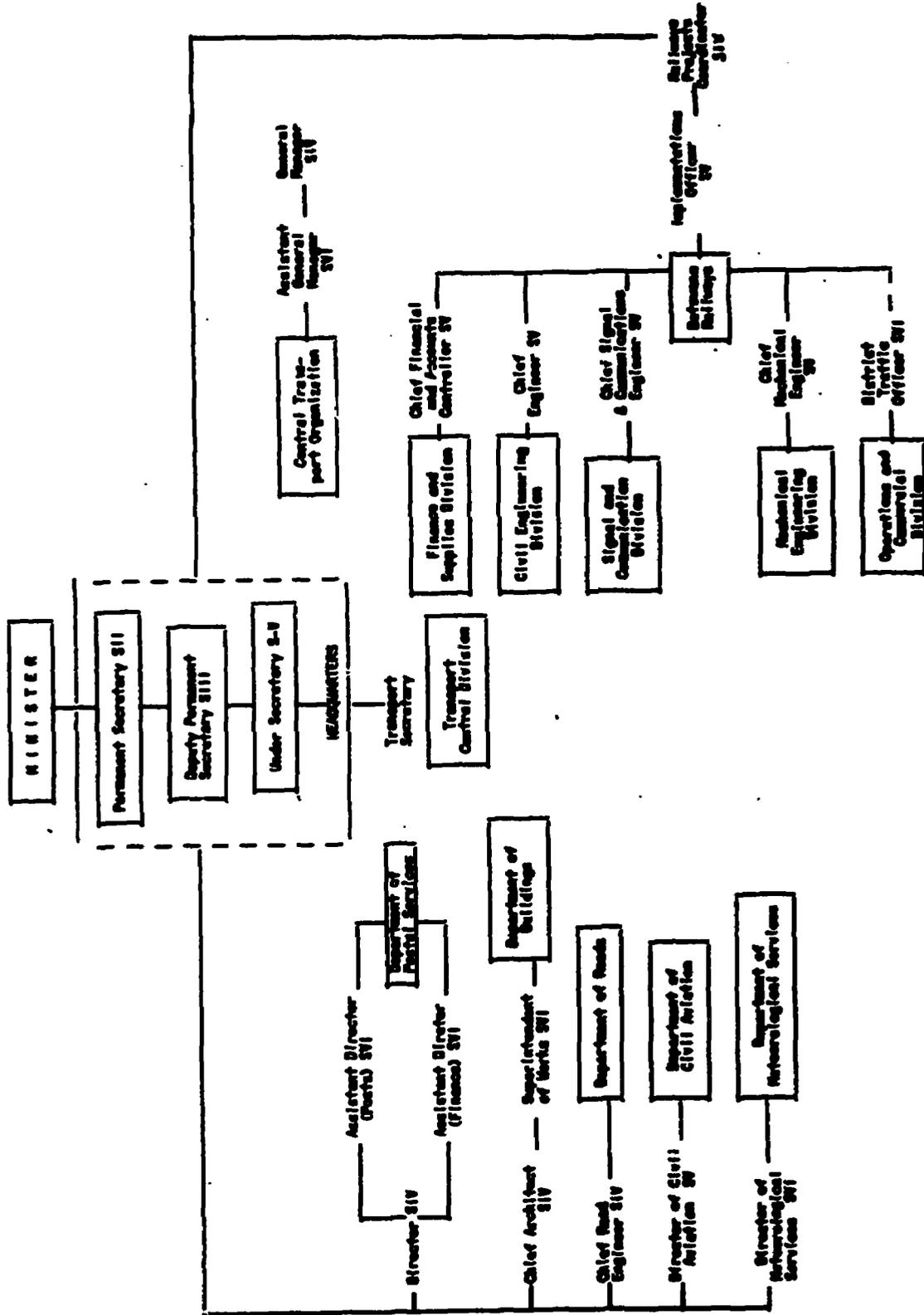
DEFENSE CITY SERVICE, SENIOR AND SINGLE SENIORIAL AND HEAD OF FUNCTION POSITIONS

GRADE LEVELS	MINISTRY OF COMMERCE AND INDUSTRY	MINISTRY OF LOCAL GOVERNMENT AND LANDS	MINISTRY OF WORKS AND COMMUNICATIONS	MINISTRY OF MINERAL RESOURCES & WATER AFFAIRS	MINISTRY OF HEALTH
Ungraded	Minister	Minister	Minister	Minister	Minister
PS					
GS I					
GS II	Permanent Secretary	Permanent Secretary	Permanent Secretary	Permanent Secretary	Permanent Secretary
GS III	Deputy Permanent Secretary	Deputy Permanent Secretary (2)	Deputy Permanent Secretary	Deputy Permanent Secretary	Deputy Permanent Secretary
GS IV	Director of Commercial Affairs Director of Industrial Affairs	Director of Surveys and Lands	Chief Architect Chief Road & Engineer General Manager Control Transport Railways Project Coordinator	Director of Geological Survey Director of Water Affairs Mining Commissioner	
GS V	Under Secretary Director of Wildlife and National Parks Government Printer	Under Secretary (2) Director of Local Government Audit Chief Surveyor Director of Town and Regional Planning Settlement Secretary	Under Secretary Director of Postal Services Director of Aviation Chief Electrical Engineer (2) Inspection Officer Chief Flamm & Ammunition Controller Chief Civil Engineer Chief Signal Communication Engineer	Under Secretary Deputy Director (1) Deputy Mining Commissioner	Under Secretary (2) Assistant Director (2)

MINISTRY OF JUSTICE, SENIOR AND MID-LEVEL MEMBERS AND HEADS OF DIVISION POSITION

GRADE LEVELS	ADMINISTRATION OF JUSTICE	ATTORNEY GENERAL'S OFFICES	NOTION GENERAL	MINISTRY OF EXTERNAL AFFAIRS
Ungraded				Minister
PS				
SS I		Attorney General	Attorney General	
SS II		Deputy Attorney General (C)		Secretary for External Affairs
SS III	Registrar and Master		Deputy Attorney General	Deputy Secretary
SS IV				Assistant (C) Representative to the UN High Commissioner (C)
SS V				
SS VI	Assistant Registrar and Master	Registrar of Deeds	Assistant Attorney General (C)	Council for UN

ANNEX 5. ROTHSCHILD CIVIL SERVICE. ORGANIZATIONAL STRUCTURE OF THE MINISTRY OF WORKS AND COMMUNICATIONS



ANNEX 6 BOTSWANA CIVIL SERVICE: ACCOUNTANCY AND AUDIT STAFF

GRADE LEVEL	MINISTRY OF FINANCE AND DEVELOPMENT PLANNING	MINISTRY OF AGRICULTURE	MINISTRY OF LOCAL GOVERNMENT AND LABOUR	MINISTRY OF WORKS AND COMMUNICATIONS	AUDITOR GENERAL
S I					Auditor General
S II					
S III					Deputy Auditor General (2)
S IV	Accountant General				
S V	Chief Finance Administrator (2) Chief Internal Auditor Deputy Accountant General				
S VI	Principal Finance Officer (3) Assistant Accountant General (2)				
PR I	Principal Finance Administrator (2)				
PR 2	Senior Finance Administrator (2) Senior Principal Accountant (3) Finance Officer Divisional Internal Auditor Senior Internal Auditor	Senior Cooperative Auditor	Senior Local Government Auditor (3)		Senior Auditor (4)
GA I	Finance Officer (27) Chief Accountant (4)		Chief Examination of Accounts (2)	Chief Accountant (4)	Controller of Audits (2) Chief Audit Officer (3)
PR 3	Finance Administrator Internal Auditor		Local Government Auditor (4)		Auditor/Assistant Auditor (6)
GA 2	Senior Accountant (37)		Senior Examiner of Accounts (2)	Senior Accountant (6)	Senior Audit Officer (3)
PR 4		Assistant Cooperative Auditor	Assistant Local Government Auditor		
GA 3	Internal Auditor (2) Accountant (36)		Examiner of Accounts (6)	Accountant (4)	Audit Officer I (6)
GA 4	Assistant Internal Auditor Assistant Accountant (63)		Assistant Examiner of Accounts (4)	Assistant Accountant (4)	Audit Officer (11) (3)
GA 5	Senior Accounts Assistant/ Accounts Assistant (86)		Audit Clerk		Audit Clerk (7)
GA 5/6	Accounts Clerk/Assistant Accounts Clerk (27)			Accounts Clerks/ Assistant Accounts Clerks (24)	

CASUALTY RETURNS, PERSONNEL DATA CURRENTLY AVAILABLE



BOTSWANA GOVERNMENT

Form T 20 (Revised 1977)

CASUALTY RETURN

See Accountant-General's Instruction No. 9 of 1977

Form T 20 (Revised 1977)
No. 1 Act - Gen
No. 2 Act - Gen
No. 3 Act - General
No. 4 Act - Gen for managing office's exp.

1. Cause of Action

Local Appointment (2349)	Contract Employment (2349)	House Occupation (9)	Promotion
Change of Salary (1)	Termination of Employment (4)	House Vacation (1)	Other Reason
Change of Allowance (3)	Resignation (5)		
Reassignment (State District) (6)	Details and Other Information APPOINTED 18-11-75 REVENUE OFFICER FRANKSTOWN		
Dismissal (State District) (6)	MATURED CHEQUE FOR NOVEMBER PART MONTH		
Course or Leave (State District)	FIRST PAY DECEMBER 1975		
Transfer or other Dept. (State District) (2)			

2. Particulars of Officer

Days No	Payroll No	Surname (Start on Left Hand Side)	Initials	Year of Birth	CHANGE DATE						
1	2	3	4	5	6						
1	032	MUNTSHIWA	MN	30	14/1/75						
Sex	Mar.	Res. District	Dom. No.	Child	Edun.	Trans.	Job Code	Post. No.	P1	P2	LT
1	0	1	2	3	4	5	6	7	8	9	10
1	0	1	2	3	0	6	1	6			

3. Salaries, Allowances, Other Additions

Payroll Number	Code of Allow.	Salary Scale Code	Date To End	Monthly Amount
			D D M M Y Y	
BASIC SALARY	00	236		201--
Other Allowance RESPONSIBILITY	041			7--
Total Salary & Allowances				208.00

5. Method of Payment

Payroll Number	Code of Method or Change
	BARCLAYS BANK.
Type of	Bank
Loc. Code	Post. Code
080	01 029026741

4. Deductions

Payroll Number	Code of Deduct.	Date to end	Monthly amount
		D D M M Y Y	
House Rent	00	01	25.00
Other Deductions			
Personal Advances	003300	176	10--
Total Deductions			35.00

6. Termination

Payroll Number	Date To End
	D D M M Y Y
Date of Termination	

7. Unpaid Leave

Payroll Number	Date To End
	D D M M Y Y
Date of Termination	

View Ledger Page No	Account Taken	Checked
	<input type="checkbox"/> Service Card <input type="checkbox"/> Staff List <input type="checkbox"/> Salary Card <input type="checkbox"/> Gazette	<input type="checkbox"/> Punched

8. Approving signature(s)

Preparing Officer's Name (Block Capital) B. P. MGALOSI	Officer's Grade S.A.	Signature <i>B. P. MgaLosi</i>	Date 14/1/75
Authorising Officer's Name (Block Capital) J. JONES	Officer's Grade C.A.	Signature <i>J. Jones</i>	Date 14/1/75

- Box 33 - 40 This contains the Effective Date of the Form T.20. In the case of a new employee use the date of commencing employment. In all other cases use the date on which the action is intended to commence.
- Box 41 This contains the Sex of the employee and should be completed using Codes at Appendix II.
- Box 42 - 43 This contains the Nationality of the employee and should be completed using Codes at Appendix III.
- Box 44 - 45 This contains the Recruitment Source i.e. where the employee was recruited and should be completed using Codes at Appendix IV.
- Box 46 This contains the Designation of the employee i.e. Local, OSAS or Non OSAS and should be completed using Codes at Appendix V.
- Box 47 This contains the Terms of Employment of the employee and should be completed using Codes at Appendix VI.
- Box 48 This contains the Marital Status of the employee and should be completed using Codes at Appendix VII.
- Box 49 - 50 This contains the Number of Children of the employee and should be completed using Actual Number of Dependant Children. No children must be completed as 00, 1 child as 01 etc.
- Box 51 - 52 This contains the Educational Attainment of the employee and should be completed using the Codes at Appendix VIII.
- Box 53 - 54 This contains the Training Courses passed by the employee and should be completed using the Codes at Appendix IX.
- Box 55 - 60 This contains the Job Code of the employee and must be left blank.
- Box 61 - 65 This contains the Personnel No. of the employee and must be left blank.
- Box 66 This contains a Promotion Indicator and must be left blank for completion by Central Salaries Department.
- Box 67 This contains a Re-instatement Indicator and is to be used where the employee already has a record on the Master File which is treated as dead. i.e. Where an employee terminates his Contract and then several months later commences a new Contract. If a Re-instatement insert numeric 1 in Box 67 if not then leave blank.
- Box 68 This contains the Local Tax Inhibitor used by Main Salaries only.

BLOCK 3 Salaries and Allowances

This Block must be completed with all information regarding salary and allowances in the following manner:

In the column marked Code of Allowance there have been pre-printed numerics 001. This is the Allowance Code for Basic Salary and must not be altered or obliterated. In the column marked Salary Scale Code refer to Appendix I and complete accordingly.

In the column marked Date to End fill in the date of the final Pay Day if known. If not known then leave blank.

INSTRUCTIONS FOR COMPLETION OF FORM T.20

These Instructions must be carried out whenever Form T.20 is produced for any reason.

A Form T.20 must be prepared:-

- (1) When a person commences Government Service
- (2) Whenever thereafter there is any alteration to an Employee's Statistical or Financial details:
(i.e. Nationality, Marital Status, Rate of Pay, Allowances, etc)
- (3) When a person Leaves Government Service
- (4) When there is any change in the Employee's method of payment.

Method of Completion

BLOCK 1 Cause of Action

A tick should be placed in the box relevant to the reason why the Form T.20 is being raised. A note should then be made of the small numbers in brackets following the reason.

These numbers refer to the Blocks to be completed by the preparing officer.

e.g. On the Initial Employment of a locally recruited Employee the preparing officer would tick against "Local Appointment", he would then note that he must complete blocks 2, 3, 4 and 5; i.e.

- (2) Statistical Information, (3) Salaries and Allowances,
- (4) Deductions and (5) Method of payment.

This will ensure that all the relevant information to produce a correct Pay Record is available on the form. If these blocks are not completed the T.20 will be rejected. Care must be taken in the compilation of all Computer information.

BLOCK 2 Statistical Information

This Block contains all the personal information of the employee which is kept on Computer File. This information should be supplied accurately and all boxes must be completed in accordance with the following instructions:

- Box 1 This contains the Record Type and has been preprinted with numeric 2.
- Box 2 - 4 This contains the Department No. and should be completed in accordance with the Codes in Appendix I.
- Box 5 - 11 This contains the Payroll Number and should be left blank for completion by Central Salaries Office, unless known.
- Box 12 - 29 This contains the Employee's Surname and should be completed always starting from Box No. 12
- Box 30 - 32 This contains the Employee's Initials and should be completed always starting from Box No. 30.
- Box 33 - 34 This contains the Year of Birth only. In the case of an Employee whose birthdate was 18th October, 1927 i.e. 18.10.27 then the year would be 27.

UNIVERSITY OF BOTSWANA

B.A. Degree in Law and Management

Year 1)	As for LL. B. program
)	
Year 2)	
)	
Year 3)	Company Law and Taxation
)	Industrial Law and Relations
)	Analysis of Market Economy
)	Principles of Management
)	Organizational Theory and Behavior
)	Elements of Statistics and Mathematics
)	Introduction to Accounting
Year 4	Mercantile Law I
	Company and Secretarial Practice
	Legal Aspects of Trade and Investment
	Personnel Management
	Intermediate Accounting
	Principles and Marketing

UNIVERSITY OF BOTSWANA

Recurrent Expenditures by Type: 1983/84-1984/85 Actuals

<u>Type</u>	<u>1984/85 Actual</u>				<u>1983/84 Actual</u>			
	<u>Staff Costs</u>	<u>Other</u>	<u>Total</u>	<u>Percentages (1) (2)</u>	<u>Total Costs</u>	<u>Percentages (1) (2)</u>		
<u>Academic Teaching</u>								
Faculty of Education	745,688	274,588	1,020,276	19.8	9.1	1,003,634	22.8	10.8
Faculty of Humanities	646,510	52,966	699,476	13.6	6.3	623,697	14.2	6.7
of Economics and Social Science	717,936	53,722	771,658	15.0	6.9	679,362	15.4	7.3
of Science	1,051,622	145,229	1,196,851	23.2	10.7	1,393,681	24.9	11.8
Pre-entry Science	224,309	20,469	244,774	4.7	2.2	270,611	6.2	2.9
Staff Development	464,848	88,829	553,677	10.7	5.0	332,031	7.5	3.6
Academic General	620,910	49,500	670,410	13.7	6.0	396,422	9.0	4.3
Total	4,471,819	685,303	5,157,122	100.0	46.2	4,399,438	100.0	47.4
<u>Non Academic Costs</u>								
Research	124,443	66,558	191,001	3.2	1.7	185,396	3.8	2.0
Community Services	97,159	20,359	117,518	2.0	1.1	78,414	1.6	0.8
Library and Resource Center	337,026	623,933	960,959	16.0	8.6	720,150	14.7	7.8
Student Services	46,430	16,308	62,738	1.0	0.6	58,590	1.2	0.6
Institutional Support	746,148	1,236,915	1,983,063	33.1	17.8	1,391,147	28.5	15.0
Operations and Plant Maintenance	274,474	147,136	421,610	7.0	3.8	560,565	11.5	6.0
Residences	119,905	486,506	606,411	10.1	5.4	395,730	8.1	4.3
Refectory	138,218	1,226,989	1,365,207	23.8	12.2	1,256,266	25.7	13.5
Book Total	13,700	275,649	289,349	3.8	2.6	237,398	4.9	2.6
Total Non Academic	1,897,503	4,100,353	5,997,856	100.0	53.8	4,883,656	100.0	52.6
Grand Total	6,369,322	4,856,656	11,154,978		100.0	9,283,094		100.0

Source : Annual Financial Statement. University of Botswana, March 31, 1985. Pim Goldby - Public Accountants and Auditors.

ANNEX 11

University of Botswana

Syllabus of B. Com

The programme shall consist of the following courses:

Year 1

Communication Skills and Introduction to Literature
Mathematics for Social Sciences
Introduction to Statistics
Basic Economics
Introduction to Accounting
Introduction to Commerce

Year 2

Intermediate Accounting
Cost Accounting
Principles of Management
Quantitative Methods in Business Decisions
Mercantile Law
Company Law
Analysis of Market Economy

Year 3

Financial Accounting
Management Accounting
Financial Management and Project Analysis I
Organization Theory
Marketing
Business Data Processing and System Analysis

Year 4

Financial Accounting
Auditing
Financial Management and Project Analysis II
Taxation
Business Policy and Decision Making
Personnel Management

Terms of Reference for Proposed Consultancy Study
Relating to Establishment of Institute of Accountants

I CONSULTANTS ACTIVITIES

1. To prepare a plan for the establishment of an Institute of Accountants in Botswana in the context of the progress and preparation made so far towards drafting the Accounting Act.
2. To prepare a national development plan (1985-1991) for the training of Botswana accountants for various categories viz:
 - a) Professional Accountants
 - b) Accounting Technicians and
 - c) Bookkeepers, for public and private sector organizations with improved coordination of National, regional and international resources.
3. To examine the existing educational/training institutions in the accounting and auditing fields indicating their potential for expanded training, major environmental constraints and suggest how their programme could be coordinated and strengthened.
4. To up-date the manpower needs for accounting (and auditing) to establish training priorities for various categories of accountants viz
 - a) Professional Accountants
 - b) Accounting Technicians and bookkeepers
5. To identify technical assistance requirements to carry out the National plan for accounting training and draw up proposals for the implementation of the development plan for accountancy training and the institute of accountants in Botswana.

II METHODOLOGY

The consultant will be expected to conduct the study through the following: desk research, personal interviews, visit to SADCC countries and to work closely with the Working Group which has already done some preliminary work on this subject.

III TYPE OF SPECIALIST

The specialist should be a qualified accountant who has some wealth of experience in establishing such institutions. The working group would prefer to have a hand in the selection of such a consultant.

IV DURATION OF STUDY

The duration of the study will be six months. A draft report should be submitted within three months after the commencement of the study and the final report three months thereafter.