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SECURITY COUNCIL
Thirty-second year

Assistance to Botswana

Note by the Secretary-General

In pursuance of paragraph 8 of Security Council resolution 406 (1977) and paragraph 10 (c) of Economic and Social Council resolution 2095 (LXIII) of 29 July 1977, the Secretary-General transmits herewith the report of a review mission which he dispatched to Botswana in September 1977. The report describes the changes which have taken place since the visit of the first mission in February 1977 (S/12307). It sets out in detail the response of the international community to the Secretary-General's appeal for assistance for Botswana, and the progress made with individual projects. It also indicates some changes which have occurred in the projects and the assistance needed.

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ANNEX

INTERNATIONAL ASSISTANCE TO BOTSWANA PROVIDED OR PLEDGED IN RESPONSE TO APPEALS
BASED ON S/12307

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I. INTRODUCTION

1. In pursuance of Security Council resolution 403 (1977) of 14 January 1977, the Secretary-General dispatched a mission to Botswana in February 1977. In its report (S/12307), the mission recommended a programme of international assistance totalling about \$54 million. Of this sum, nearly \$28 million was required to help Botswana continue with its normal development despite the diversion of resources to unexpected defence expenditure; the remainder, about \$26 million, was for specific projects related to the emergency situation.

2. In resolution 406 (1977) of 25 May 1977, the Security Council endorsed the mission's report and the Secretary-General's appeal to all States based on the report (S/12326), and requested the organizations in the United Nations system to help Botswana in the fields indicated.

3. On 2 August 1977, the Economic and Social Council adopted resolution 2095 (LXIII) in which it also endorsed the mission's report and the actions taken by the Secretary-General and called, inter alia, for a review of the Botswana assistance programme for consideration by the General Assembly at its thirty-second session.

4. A review mission was carried out in September 1977. The mission comprised Mr. Abdulrahim Abby Farah, Assistant Secretary-General for Special Political Questions, Offices of the Secretary-General, who served as Chief of Mission; and Mr. James Ilett, Interregional Adviser on Economic Planning, Department of Economic and Social Affairs. For matters concerning refugees in Botswana, the mission was assisted by Mr. Gary Perkins, Representative for southern Africa of the United Nations High Commissioner for Refugees.

5. The review mission visited Botswana from 5 to 8 September 1977. It was received by His Excellency Sir Seretse Khama, President of Botswana, and by the Minister of External Affairs, His Excellency the Honourable Archibald M. Mogwe. Several meetings were held with senior government officials, and the mission visited the newly constructed refugee centre at Selebi-Phikwe. The mission wishes to record its appreciation of the co-operation it received from the Government of Botswana.

II. GENERAL BACKGROUND POSITION

A. Security and political situation

6. The circumstances which gave rise to Security Council resolution 403 (1977) still continue. Tensions remain high and there have been several attacks and other incidents along the border with Southern Rhodesia since the visit by the mission in February. The Government of Botswana has now established a modest defence force, in which the former Police Mobile Unit has been incorporated. Plans have been prepared for the construction of camps for the defence force at strategic points along the border.

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7. The influx of refugees from Southern Rhodesia continues. During the first eight months of 1977 a total of about 13,000 refugees have crossed into Botswana. In the months immediately following the visit of the mission in February (hereafter referred to as the first mission), the numbers grew to a point where there were 2,000 in the Francistown Centre and 1,800 in an emergency tented camp at Selebi-Phikwe. Among the refugees there is now an increasing number of younger people, including young girls. The great majority of refugees have proceeded to Zambia and elsewhere at their own request. A small number, however, have stayed in Botswana indefinitely.

B. Economic situation

8. The Government gave the review mission a general account of developments in the economic situation since the visit of the first mission. There has been no major change in the economic situation. The present position was summed up by a senior government official as being "the lull before the storm".

9. In April 1977, Botswana revalued the pula by 5 per cent, so that P.1 now equals \$US 1.2075. This was done to lessen the inflationary impact in Botswana of measures in the South African budget. These measures included the removal of subsidies on foods and on rail transport, and the imposition of a 15 per cent import levy.

10. The drought which was expected earlier in the year was fortunately not as severe as was feared. The maize harvest was much better than anticipated, though the sorghum was as poor as expected. The important livestock industry did not suffer any disastrous effects from the drought. In connexion with this industry, however, there is a concern of a different nature. At present, the European Economic Community is an important market for Botswana meat, but there is some uncertainty about its access to this market after 1978.

11. The Botswana National Development Plan for 1976-1981 has been issued, and implementation of the early stages of the Plan has gone ahead. There has been no change in the development priorities as indicated in February to the first mission, except for a greater emphasis on the importance of the railway and of a new national airport. Expenditure under the general government budget has proceeded as planned, growing at about 9 per cent per year. Revenues have also been increasing, though at a slightly lower rate than had been planned.

12. Next year's budget, however, will have to face new problems. The additional annual recurrent costs of defence expenditure had been estimated in February at \$3.4 million (see S/12307, para. 127). With the establishment of the modest defence force these recurrent costs are now estimated to be significantly higher. This expenditure for defence will have to be met by imposing cuts on other sectors.

13. The next financial year will also see the impact of the diversion of capital resources to defence which was described in the report of the first mission. The original estimate of \$16.3 million has now increased to \$17.8 million. This

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diversion will, as expected, necessitate a substantial reallocation of resources from other developmental purposes unless the requisite assistance from abroad is obtained. The diversion will be necessary not only because of financial limitations but also because of the limitation on the existing construction capacity within the country.

14. Two other matters which could compound Botswana's economic difficulties relate not to Southern Rhodesia but to South Africa. The first is the proposed "independence" of the "bantustan" of Bophuthatswana, which is scheduled for 6 December 1977. One of the proposed component parts of Bophuthatswana is located immediately to the south of Botswana and sits astride its vital rail communications southwards. It is not known whether this development will give rise to any difficulties for Botswana, such as the movement of passengers and freight in and out of the country. 1/

15. The second matter relates to the employment situation. For many years a considerable number of Botswana nationals have found employment in the mines in South Africa. Since independence the Government of Botswana has made major efforts to expand employment within the country, but the migrant employment in South African mines has continued. From South African press statements and other indications it appears to the review mission that there is, or soon will be, a marked trend towards reduction of the number of foreign migrant workers employed in the mines there. A substantial and rapid reduction in this source of jobs would increase unemployment in Botswana and would present a problem which the Government would not be able to resolve without international assistance.

III. INTERNATIONAL ASSISTANCE AND PROGRESS WITH INDIVIDUAL PROJECTS

A. The response of international assistance

16. As at 1 September 1977, international assistance in response to the appeals based on the report of the first mission totalled about \$25 million. 2/ This was the aggregate of sums reported by the Botswana Government as received or pledged either for general programme assistance or for one or other of the 11 emergency projects listed in the first mission's report.

17. The general programme assistance totals \$17,302,000. This figure of \$17,302,000 is relevant to the first mission's estimate of \$27,979,000 as being the expected diversion of resources from normal development to defence and recurrent emergency operations (see S/12307, para. 127). Allowing for significantly higher recurrent costs of emergency related operations, the total subscribed so far is thus about half of the requirement. Details of the

1/ For an account of border and transit problems in the case of Lesotho and the Transkei, see S/12315, paras. 23-31.

2/ Aggregates are in United States dollars, converting the sums contributed at the current official United Nations rate of exchange.

contributions are given in section A of the annex. They include \$10 million from Norway for refinancing half of an IBRD road loan, which will thus make it possible for Botswana to borrow the same amount for some other project.

18. The assistance for the 11 specific projects totals about \$8,146,000 (see sect. B of the annex). The costs of the three refugee projects as originally specified have been almost completely met by contributions from many sources, multilateral and bilateral, governmental and non-governmental. However, the need to construct a bigger centre at Selebi-Phikwe and to add low-cost housing units (see paras. 36 and 37 below) means that the total aid pledged falls considerably short of the final costs. ^{3/} The other eight projects have attracted contributions totalling about \$7,195,000. This leaves a major gap as compared with the total capital costs, which were estimated in February 1977 to be \$23,638,000 (see S/12307, para. 126). Moreover, the realistic total of these capital costs now appears to be approximately \$56 million. The increase is largely due to a major cost revision for the emergency railway operation (see paras. 28-30 below).

19. Thus, taking the combined needs for the emergency projects and for the replacement of resources diverted to defence, international assistance has been encouraging but is still far from what is needed.

20. In addition to the above assistance, the Government of Botswana informed the mission that it is to receive financial aid with two further projects that are of strategic importance in the present circumstances. The European Economic Community is to provide \$12,065,000 for the Botswana-Zambia road, and the Federal Republic of Germany \$3,084,000 for an oil storage project. These projects were brought to the attention of the first mission but were not listed in its report because at the time of its visit negotiations were already under way.

B. Progress with individual projects

21. The review mission discussed with the Government the progress made with individual projects, including changes in project specifications or costings. Paragraphs 23-39 below describe the progress to date, taking the projects in the order as listed in S/12307.

22. The dollar figures of the project costings in the report of the first mission have not been recalculated to take into account the 5 per cent of the revaluation of the pula indicated in paragraph 9 above. Such a recalculation would make relatively little difference in most cases, as there is a large element of foreign exchange costs. In any case, the general march of price inflation is likely to have a bigger effect on costs. An exception is that specific cost increases which are due, to changes, e.g., in the project, and which are expressed in pulas, have been converted to dollars at the new rate.

^{3/} Other assistance for the refugees from Southern Rhodesia, not related to the three specific projects, has also been received during 1977; this assistance, valued at \$808,000, is listed in sect. C of the annex.

Project 1 - Foot-and-mouth disease vaccinations

23. This campaign was carried out in June 1977 using government funds. It is expected that the campaign will have to be repeated annually.

Projects 2, 3 and 4 - Vakaranga-Tuli fence and water supply and Palapye-Tuli fence

24. This project is under way. The original cost estimate of \$1,968,000 has been increased by \$248,000 because of the need to realign the fence in the Tuli Circle area. This will also give rise to higher maintenance costs. Sweden has provided about 47 per cent of the cost of this project.

Project 5 - Service roads and airstrips

25. Little progress has been made with this project. The Sefhophe-Bobonong road has been included in a Norwegian rural road programme in substitution for another road which was too close to the border with Southern Rhodesia. Work is about to start on the section of road from Nkange to Maitengwe. Otherwise the Ministry of Works has been unable to make progress, mainly for lack of engineering staff; its Roads Department has 50 per cent vacancy among technical staff.

26. To carry out the work by consultants and contractors would, it is estimated, increase the cost to \$5 million as compared with the original estimate of \$2,970,000. To this increase needs to be added also a proposal to construct six more airstrips in addition to the three originally included. The extra cost of these airstrips will depend on the specifications adopted, e.g., grass, gravel or sand-seal. This may add another \$500,000 or more to the cost of the project.

27. To avoid the additional cost of using consultants and contractors, it is proposed to seek international assistance in providing engineering and supervisory staff for the Ministry of Works.

Project 6 - Emergency railway operation

28. The priority objective of this project is to develop Botswana's ability to operate the railway on an emergency basis. This would become necessary in the event of a rapid deterioration in the situation in Southern Rhodesia within the next two years which prevented Rhodesian Railways from maintaining a service through Botswana.

29. It is now evident that at the time this project was submitted to the first mission the information available to the Government on the needs and costs of such an emergency railway operation was incomplete. The original estimate of \$16,310,000 was based on such information as was then available. Since then the Government has received a report from its Canadian consultants, Trimac, showing that the costs would be greatly in excess of this figure. The Government is considering various alternative courses of action with varying initial capital costs. One set of proposals, which the review mission understands is being seriously considered, would cost at least P 39 million or \$47 million at the new rate of exchange.

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30. The Government has taken a decision in principle to go ahead with this project. It has appointed a high-level team of management experts to finalize the details of this programme, including the costings, and then to put it into effect.

Project 7 - Strategic grain reserve

31. The World Food Programme has agreed, in principle, to supply 6,000 tons of grain to form the basis of a strategic reserve. The reserve has, however, not yet been constituted for lack of storage space. The sum of \$180,000 is required for the construction of storage, of which the World Food Programme would be prepared to meet half. The Government, however, has not yet been able to meet the other half, nor has it found an alternative source of finance. In addition to the capital cost, recurrent costs estimated at \$80,000 per year would have to be met for the maintenance of the reserve.

32. The review mission was informed that a possible technical problem relates to the type of maize. The preference of the Botswana market is for white maize; yellow maize is held to be practically unsaleable.

Project 8 - Grain requirements for famine relief

33. There has been no response from the international community in respect of this project. It is, however, no longer required because the maize harvest was better than had been expected.

Project 9 - Emergency improvements to Francistown Refugee Centre

34. All of the improvements to this Centre suggested by the first mission have been undertaken by the Government, with assistance amounting to \$30,000 from the United Nations High Commissioner for Refugees (UNHCR). Buildings have been repaired and painted, essential services have been supplied and a vacuum sewage tanker has been obtained. The Centre, for which a camp co-ordinator has now been recruited, is adequate but suffers from inherent design limitations. Food supplies throughout this difficult period were provided by the World Food Programme.

Project 10 - Emergency accommodation for refugees

35. The implementation of this project was made possible by the generous provision of tents, blankets and clothing by the Lutheran World Federation in response to a combined Government/UNHCR appeal. A tented camp was established quickly at Selebi-Phikwe and was used for seven months while the new centre (Project 11) was under construction. This project proved most timely and valuable in coping with the unprecedented influx of refugees in the first half of the year, described in paragraph 7 above. The tents now form part of an emergency stockpile to deal with influxes of refugees.

Project 11 - Refugee centre - Selebi-Phikwe

36. An emergency centre has been constructed for 1,000 persons through the generous

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support of the international community. It became necessary to increase the size of the centre from the original figure of 600 recommended by the first mission, in order to accommodate the increased numbers of refugees. The buildings are well constructed and, besides dormitories, include a dining hall, a recreation hall, storerooms, toilet and shower facilities and a clinic. The facilities for the preparation of food, however, need improvement.

37. Although the opening of the new centre has enabled the refugees to leave the emergency tent camp, the increasing number of family groups and young adolescents has required consideration of a different form of housing. While the new transit centre is suitable for a limited period, the decision has been taken to construct 87 units of low-cost housing for refugees in Selebi-Phikwe. This will cater for family groups and those who choose to remain in Botswana. Discussions are well under way between the Botswana Government and UNHCR. It is expected that the first houses will be available by December 1977. The Government will thus be able not only to cope with the increased numbers of younger refugees, including young girls, but also to have housing available for families for whom institutional housing is not suitable. As and when the buildings are no longer needed for refugees, they will be available for general housing use.

C. New project

38. The only additional major project brought to the attention of the review mission is the construction of a national airport estimated to cost P 10,500,000 (\$12,680,000). The Government considers that it is essential for Botswana to be able to have improved air communications served by larger long-range jet aircraft. At present such aircraft cannot land at Gaborone, where the runway is only 5,000 feet at an altitude of some 1,000 metres. The national airport would thus help to augment the country's road and rail communications and improve the economics of airfreighting - always an important consideration for a land-locked country.

39. There is the further consideration that the runway at the existing Gaborone airport is distorting, so that either replacement or major repairs would be needed in any case.

IV. CONCLUSIONS

40. The present situation in southern Africa continues to pose serious problems for Botswana. Except for the fact that the drought in 1977 was less severe than had been expected, the problems described in the report of the first mission have in no way diminished.

41. There has been an encouraging response from the international community to the appeals based on the first mission's report. Nevertheless, much remains to be done. There are problems already present, such as the protection of the livestock industry and the need to have ready access to the border areas; there are problems to be anticipated, such as the maintenance of rail transport and the need for improving air transport. Moreover, there is need to continue with important elements of the country's development programme despite the substantial and increasing amount of resources which now have to be diverted to defence purposes. For all these purposes, Botswana urgently requires the assistance of the international community to help it through this difficult period. /...

ANNEX

International assistance to Botswana provided or pledged in
response to appeals based on S/12307

(Position at 1 September 1977, based on information provided to
the review mission by the Government of Botswana)

A. General programme assistance

(not tied to projects)

<u>Sum provided or pledged</u> (in thousand United States dollars)	<u>Source</u>	<u>Notes</u>
1 000	Arab Bank for Economic Development in Africa (BADEA)	Projects to be agreed
57	India	For Indian goods or services
10 000	Norway	For refinancing 50 per cent of IBRD road loan, Mahalapye-Serule
5	Pakistan	For Pakistani goods
10	Senegal	For United Nations Special Account
5 230	United Kingdom	Will probably be used for railway
1 000	UNDP	Addition to Indicative Planning Figure
<u>Total: 17 302</u>		

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B. Emergency projects

Project title	Capital cost		Aid	Source	Notes
	Original	Revised	received		
	estimate	estimate	or		
	in S/12307	Sept. 1977	pledged		
(in thousand United States dollars)					
1. <u>Projects other than for refugees</u>					
1. Foot-and-mouth disease vaccination	-	-	-	-	Annually recurrent cost only: borne by Botswana Government in 1977
2. Vakaranga-Tuli) link fence)					Maintenance costs also increased
3. Watering points)	1 969	2 215	1 031	Sweden	
4. Palapye-Tuli) link fence)					
5. Service roads and airstrips	2 970	3 500 approx.	-	-	One road constructed by diversion of Norwegian aid from another project
6. Emergency railway operation	16 310	47 000 approx.	3 410	Fed. Rep. of Germany	For wagons
			1 206	European Dev't. Fund	For wagons
7. Strategic grain reserve:					
grain	1 458	1 458	1 458	World Food Programme	Valuing WFP
storage	180	180	90		pledge at estimated costs
Total:	1 638	1 638	1 548		
8. Grain requirements for famine relief	1 740	-	-	-	No longer needed as maize harvest not bad
Total, projects other than for refugees:	24 627	54 353	7 195		
		say over 54 000			

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B. Emergency projects (continued)

<u>Project title</u>	<u>Capital cost</u>		<u>Aid</u>	<u>Source</u>	<u>Notes</u>
	<u>Original estimate</u> in S/12307	<u>Revised estimate</u> Sept. 1977	<u>received or pledged</u>		
(in thousand United States dollars)					
II. <u>Projects for refugees from Southern Rhodesia</u>					
9. Francistown Refugee Centre	17	52	30 <u>22</u> 52	UNHCR Norwegian Trade Union Federation	For sewage disposit unit
10. Emergency accommodation for refugees	122	200	200	Lutheran World Federation	Largely gifts of tents, clothing, blankets, with air transport
11. Refugee Centre - Selebi-Phikwe	851	1 148 (for a larger centre)	399 216 84 <u>—</u> 699	UNHCR Fed. Rep. of Germany European Development Fund	Includes also running costs Includes also running costs and supplies for Selebi-Phikwe and Francistown
Total projects for refugees from Southern Rhodesia	<u>990</u>	<u>1 400</u>	<u>951</u>		
Total, 11 projects:	<u>25 617</u>	<u>56 000</u>	<u>8 146</u>		
		approx.			

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C. Other assistance for refugees from Southern Rhodesia

<u>Sum contributed</u>	
(in thousand United States dollars)	
224	Denmark <u>a/</u>
100	European Economic Community (food value) <u>b/</u>
5	Friends' Service Committee of America
13	International Committee of the Red Cross
6	Oxfam
60	UNHCR (care and maintenance)
400	World Food Programme (food value)
Total	<u>808</u>

a/ Allocation to Botswana by UNHCR from a contribution by Denmark for refugees in southern Africa as a whole.

b/ At current WFP prices.
