

# **Assessing Poverty Alleviation in Botswana in Terms of the Copenhagen Declaration**

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degree of Master of Arts at the University of Stellenbosch**

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## **Declaration**

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously in its entirety or part submitted it at any university for a degree.

## Summary

Botswana is one of the signatories of the Copenhagen Declaration, which was promulgated in Denmark in 1995. The Declaration, among others, called for signatories to eradicate poverty through decisive national actions and international cooperation as an ethical, social, political and economic imperative of humankind. This study, which takes the form of a policy systems analysis, seeks to establish the implementation path followed by the Government of Botswana in its endeavour to bring into effect its commitment to poverty alleviation, using the Copenhagen Declaration as a benchmark. The main methodology that informs this study is a comparative literature review of existing documentary sources, which include research reports and policy documents. This data is supplemented by interviews with some top officials involved in the planning, formulation and monitoring of poverty alleviation programmes. In addition, the author's experience of working as an Assistant District Officer in the Central District greatly supplements collected data.

After presenting the background to the study and the research methodology that was followed, the study discusses the Copenhagen Declaration. It then explains the poverty situation at a global level. The picture is then narrowed to sub-Saharan Africa after which a more specific picture of the poverty situation in Botswana is explored.

The findings of this study indicate that poverty alleviation policies and programmes implemented by the Government of Botswana are in line with the requirements of the Copenhagen Declaration. The most notable limiting factor affecting proper implementation of the commitments is lack of monitoring and evaluation, hence the study recommends that the Government put in place proper monitoring and evaluation mechanisms among others.

## Opsomming

Botswana is een van die ondertekenaars van die Kopenhaagse Verklaring wat in 1995 in Denemarke uitgevaardig is. Die Verklaring het, onder andere, 'n beroep aan ondertekenaars gerig om die uitwissing van armoede deur middel van indringende nasionale aksies en internasionale samewerking as eties, sosiaal, polities en ekonomies gebiedend vir die mensdom aan te spreek. Hierdie studie, wat in die vorm van 'n analise van beleidsstelsels aangepak is, poog om vas te stel watter implementeringsweg deur die Regering van Botswana gevolg is om uiting te gee aan die verbintenis tot die verligting van armoede, met die Kopenhaagse Verklaring as maatstaf. Die vernaamste metode wat gevolg is om aan die studie gestalte te gee, is 'n vergelykende letterkundige oorsig van bestaande dokumentêre bronne, wat navorsingverslae en beleidsdokumente ingesluit het. Hierdie inligting is aangevul met behulp van onderhoude met sommige hoogstaande amptenare wat betrokke is by die beplanning, formulering en monitering van programme om armoede te verlig. Hierbenewens is die versamelde inligting tot 'n groot mate aangevul uit die ondervinding wat die skywer deur haar werk as 'n Assistent Distriks Offisier in die Sentraal distrikte opgedoen het.

Die agtergrond tot die studie en die navorsingsmetodologie wat gevolg is, word eers aangebied en gevolg deur 'n bespreking van die Kopenhaagse Verklaring. Daarna word die stand van armoede op globale vlak verduidelik. Vervolgens word die blik vernou tot die gebied in Afrika suid van die Sahara en uiteindelik is daar 'n meer spesifieke ondersoek om 'n spesifieke indruk van die stand van armoede in Botswana te verkry.

Die bevindinge van die studie toon dat beleidsbesluite en programme vir die verligting van armoede wat deur die Regering in Botswana geïmplementeer is, by die vereistes van die Kopenhaagse Verklaring aansluit. Die mees opvallende beperkende faktor wat die behoorlike implementering van die verbintenis tot die

verklaring affekteer, is 'n gebrek aan monitering en evaluering en die studie stel dus voor dat die Regering behoorlike meganismes vir monitering en evaluering opstel.

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## **Acronyms**

ADB	African Development Bank
ALDEP	Arable Land Development Programme
BIDPA	Botswana Institute for Development Policy Analysis
DFID	Department for International Development
ECA	Economic Commission for Africa
FAP	Financial Assistance Policy
GDP	Gross Domestic Product
IMF	International Monetary Fund
LBDRP	Labour-Based Drought Relief Programme
LBPWP	Labour-Based Public Works Programme
LBRP	Labour-Based Road Programme
RADs	Remote Area Dwellers
UNDP	United Nations Development Programme
UNECOSOC	United Nations Economic and Social Council
UNICEF	United Nations International Children's Emergency Fund
UNRISD	United Nations Research Institute for Social Development
VDC	Village Development Committee
VHC	Village Health Committee

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# **1 Introduction and Background to the Study**

## **1.1 Background**

This research project entails a policy systems analysis of the implementation of the Copenhagen Declaration in Botswana, with particular reference to poverty alleviation. The research seeks to establish the progress made by the Botswana Government in formulating and implementing poverty alleviation strategies as a way of bringing into effect its commitments to poverty alleviation made when signing the Copenhagen Declaration. The main aim of the research is to identify strides that have been made in the implementation of the Copenhagen Declaration, as well as the impediments that are being encountered with a view to recommending other possible intervention measures.

In December 1992, the United Nations General Assembly adopted a resolution to convene a World Summit for Social Development. This idea came about after the realization that people all over the world were living in abject poverty. It was noted at the World Summit that “over one billion people in the world today live under unacceptable conditions of poverty, mostly in developing countries, and particularly in rural areas of low income Asia and the Pacific, Africa, Latin America and the Caribbean, and the least developed countries” (United Nations, 1995).

The World Summit for Social Development, which was held in Copenhagen, Denmark, from the 6<sup>th</sup> to the 12<sup>th</sup> March 1995, brought together 118 leaders from over the world. The main objectives of the Summit, among others, were given as “putting the needs of the people at the center of development; mobilizing resources for social development; enabling the active involvement of all citizens in the development process; and recommending effective actions and policies for the United Nations system in the sphere of social development” (United Nations

Economic and Social Council, 2000). Three core issues were addressed at this Summit. They are:

- Reduction and elimination of widespread poverty;
- Productive employment and the reduction of unemployment; and
- Social integration.

Based on these core issues, the Summit formulated 10 commitments to which each country committed itself to ensuring their successful implementation (See Appendix 3: The Copenhagen Declaration, for these 10 commitments). The second commitment, which will be the focus of this study, called for “decisive national action and international cooperation to eradicate poverty as an ethical, social, political and economic imperative of humankind” (United Nations, 1995). To that end, countries committed themselves to formulating and/or strengthening national policies to reduce overall poverty and inequality, as well as to eradicating absolute poverty.

To achieve this, countries agreed on the following thematic actions:

- Formulation of integrated strategies;
- Improved access to productive resources and infrastructure;
- Meeting basic human needs of all; and
- Enhanced social protection and reduced vulnerability.

It is against this background that the study will establish what Botswana, one of the signatories of the Copenhagen Declaration, has put in place to ensure compliance with what the World Summit called for.

## 1.2 Research Problem and Objectives

### 1.2.1 Problem Statement

Despite rapid economic growth that earned the country the status of a middle-income country, poverty still remains a problem in Botswana. The results of the Household and Expenditure Survey of 1993/94 showed that 47 percent of Botswana live below the poverty datum line. This figure is high for a country of middle-income status. However, compared to the 1985/86 percentages, there is a 12 percent decline. This decline is due to the efforts made by Government to mitigate the effects of poverty through the adoption of policies that either directly or indirectly aim to reduce poverty. These efforts include the provision of direct income support, making social services available and operating relief schemes and safety nets. This study seeks to explore the poverty reduction measures undertaken by the Botswana Government, with a view to finding out if they are in line with the commitments of the Copenhagen Declaration.

This research study seeks to find answers to the following two questions:

- How far has the Botswana Government gone in implementing its commitments to poverty alleviation as per the Copenhagen Declaration?  
and
- If there is no progress, what are the reasons for this?

### 1.2.2 Objectives of the Study

The objective of this study is to assess the implementation of poverty alleviation interventions in Botswana with a view to:

- Determining what efforts have been made to put into effect the Government's commitments to the Copenhagen Declaration;
- Determining the progress made and any impediments to the successful implementation of the commitments; and

- Providing the necessary information for decision makers and development actors to design interventions and strategies that will best address the needs of the targeted population.

### **1.3 Significance of the Study**

This study could play an important role in assisting the Botswana Government to monitor progress made in poverty eradication efforts. It could assist the Government to assess whether their policies are in line with the requirements of the Copenhagen Declaration as agreed at the World Summit for Social Development and also to identify those areas in which Government has to refocus its efforts in order to satisfy these requirements.

### **1.4 Outline of the Study**

The first chapter of the study is an introductory chapter. It starts by providing the background to the study, as well as its objectives. It further explains the significance of the study. Chapter two lays down the research methodology used in conducting the study. It spells out the research procedure followed, after which the limitations of the study are given. Chapter three comprises a discussion of the Copenhagen Declaration. The reasons that led to the World Summit for Social Development are discussed, as well as the commitments that were agreed upon. Chapter four is a review of available literature on the topic. It outlines comments regarding poverty, its causes and recent trends in global poverty manifestation, focusing on sub-Saharan Africa. Chapter five outlines the poverty situation in Botswana, explaining its nature, extent and causes. The findings of the study are discussed in Chapter six, and lastly, Chapter seven draws conclusions. This chapter also offers recommendations.

## **2 Research Methodology**

### **2.1 Introduction**

This chapter outlines the research methodology that the researcher has used in conducting the study. It starts by giving an indication of what type of research was undertaken. It continues by identifying and describing two research methodologies that were used, namely a comparative literature review of existing documentary sources and the use of interviews.

### **2.2 Research Design**

This study is an implementation evaluation research. Its focus is on the implementation path followed by the Government of Botswana in its endeavour to satisfy the requirements of the Copenhagen Declaration. Rossie and Freeman (1993:5 in Barbie and Mouton, 2001:335) define evaluation research as "...the systematic application of social research procedures for assessing the conceptualization, design, implementation and utility of social intervention". Social interventions can be defined as structured (even programmatic) and more permanent social actions aimed at changing something in the social world for the better (Barbie and Mouton, 2001:339). The main questions that this study sets to answer are what strategies are being implemented and whether they are in line with the requirements of the Copenhagen Declaration. In addition, the study seeks to establish whether there are any constraints that may be impeding proper implementation of these interventions.

In essence, this study is "an assessment of how much effort in the form of human and physical resources is invested in the programme and whether the effort is expended as planned" (Posavac and Carey 1992:119 in Barbie and Mouton 2001:346). Posavac and Carey further point out that the most basic form of programme evaluation is an examination of the programme itself – its activities, the population it serves and how it functions. Evaluation research can benefit

social interventions in a number of ways. Bless and Higson-Smith (2000:49-50) identify three ways in which evaluation research can benefit social interventions:

- Evaluation research may be used to identify neglected areas of need, neglected target groups, and problems within organizations and programmes;
- A comparison of a programme's progress with its original aims is another of the functions of evaluation research. This may serve to adjust the programme to the particular needs and resources of the community within which it is situated; and
- Finally, evaluation research can furnish evidence of the usefulness of a programme. In this way a programme may gain credibility with funding organizations, as well as the community within which it is operating.

It is apparent that the second point given above matches what the current research seeks to establish. This type of evaluation is termed formative evaluation according to Bless and Higson-Smith (2000:51). Its aim is to shape the programme so that it has the greatest beneficial impact upon the target community.

## **2.3 Research Procedure Followed**

The research adopts two methodologies. The main methodology that informs this study is the comparative literature review of existing documentary sources. This is supplemented by interviews.

### **2.3.1 Comparative Literature Review**

This is the main methodology that informs the study. The study mainly makes use of existing documentary sources such as annual reports, statistical reports and policy documents. The important reports in this regard are the UNDP and World Bank reports as these two organizations have a critical role to play in

eradicating world poverty. The United Nations report on the World Summit for Social Development, which contains the Copenhagen Declaration and Programme of Action (see Appendix 3 for the Copenhagen Declaration), has had influence in directing the research. In addition, the Ministry of Finance and Development Planning's reports on the Study of Poverty and Poverty Alleviation in Botswana, which was conducted by BIDPA in 1996, forms the backbone of this research.

The purpose of the review is:

- To familiarize the researcher with the latest developments in the area of the research, as well as in related areas;
- To identify gaps in knowledge, as well as weaknesses in previous studies; and
- To discover connections, contradictions or other relations between different research results by comparing various investigations (Bless and Higson-Smith, 2000:20).

In addition, Newman (2000:446) has added that the goal of a comparative literature review is to learn from others and thus stimulate new ideas. By reviewing previous work, a researcher would be able to assess earlier research findings and benefit from them.

### 2.3.2 Interviews

Interviews were undertaken in order to supplement and confirm the information from the documentary sources evaluated. An interview involves direct personal contact with the participant who is asked to answer questions relating to the research problem. The author first wrote a letter of introduction to respondents to request appointments (see Appendix 1). Copies of this letter were delivered by hand to respondents who were informed of the purpose of the interview. Respondents were given background to the study to enable them to prepare for

the interview. Dates of the interview were agreed upon, taking into account the respondents' commitments and the limited time available to the researcher. The interviews commenced during the last week of June (on the 25<sup>th</sup>) and ended on the 12<sup>th</sup> of July 2001.

Interviews were conducted at ministry level with high-ranking officials who are mostly involved in the planning, formulation and monitoring of poverty alleviation programmes. Eight officials were interviewed. These included officials from the Ministries of Local Government, Agriculture, Commerce and Finance and Development Planning. An official from the UNDP office in Gaborone was also interviewed. Officials were asked to give an indication of the different poverty alleviation policies, programmes or projects they administer in their respective departments, the progress made, as well as to suggest possible ways of improvement (see Appendix 2: Questionnaire on poverty alleviation in Botswana).

The interviews proved to be useful in supplementing the information that has been gathered through reviewing existing documentary sources. During interviews, respondents always referred to the reports on poverty and poverty alleviation in Botswana, which shows how important the results of this study are in this research.

As the questionnaire indicates, the questions asked were semi-structured or open-ended. Respondents were not given questions to choose from. The advantage of such questions is that they "leave the participants clearly free to express their answers as they wish, as detailed and complex, as long or as short as they feel is appropriate" (Bless and Higson-Smith, 2000:118). Semi-structured questions have value in that they neither impose restrictions on the respondents nor provide suggestions for solutions to the questions asked. This helps the researcher to gain clarification on issues from the respondents' elaborative answers.

## **2.4 Limitations of the Study**

In the case of Botswana, this study mainly made use of statistics provided by the 1993/94 Household and Expenditure Survey, which was also used by BIDPA in 1996 when conducting the study on poverty and poverty alleviation in Botswana. Taking into account the time dimension, these statistics could be outdated. Unfortunately it is the latest official information available. The information was used, bearing in mind that changes could have occurred since 1994. Through semi-structured interviews allowing follow-up and control questions, the researcher took note of the mentioned problem and introduced corrections.

## **3 The Copenhagen Declaration**

### **3.1 Introduction**

This chapter discusses the commitment to address poverty as promulgated by Heads of State and Government at the World Summit for Social Development held in Copenhagen in 1995. The chapter starts by highlighting the main concerns that led to the World Summit. It lays down the commitments made by Governments in affirming these concerns. Special attention is paid to the commitment of eradicating poverty. Thereafter the actions that Governments undertook to take in order to ensure that these global concerns translate into reality are discussed. Lastly, the implications of these global commitments are highlighted.

### **3.2 Reasons for Convening the World Summit for Social Development**

Most countries, both developed and developing, witnessed deterioration in social and economic conditions. Unemployment and crime rates escalated, poverty continued to rise and conflict erupted, leading to social tension and disintegration. "In the developed countries, the 'Golden Age' of steady growth, full employment and extension of the welfare state had come to an end by the late 1970's. In the developing world, although some countries (especially those in East Asia) enjoyed historically unprecedented rates of growth, the economies of a much larger number of countries stagnated" (Mkandawire and Rodriguez, 2000: 1).

The social and economic ills that came along with the problems discussed above became of grave concern to world leaders who lamented that "we are witnessing in countries throughout the world the expansion of prosperity for some, unfortunately accompanied by an expansion of unspeakable poverty for others" (Copenhagen Declaration, Appendix 3: Para. 13). The World Summit noted that

more than one billion people in the world live in abject poverty, most of whom go hungry every day. It was also pointed out that 120 million people worldwide are officially unemployed and many more are under employed.

Most notably, “among people living in poverty, gender disparities are marked, especially in the increase in female-maintained households” (United Nations, 1995). More women than men live in absolute poverty, but what is disheartening is that these imbalances continue to grow, thus posing serious consequences for women and their children. “Women have very limited access to income, resources, education, health care or nutrition, particularly in Africa and the least developed countries” (Copenhagen Declaration, Appendix 3: Para16).

It is against this backdrop of concern about the worsening social and economic conditions and their destabilizing effects on many societies and in acknowledgement of the significance of the social dimension in sustainable development that the United Nations General Assembly adopted resolution 47/92 of 16 December 1992, which called for the convening of a World Summit for Social Development at the level of Heads of State or Government to tackle the critical problems of poverty, unemployment and social disintegration (UNECOSOC, 2000). The major objectives of the summit were identified, among others, as putting the needs of the people at the center of development; placing special priority on the social needs of the least developed countries; mobilizing resources for social development; enabling the active involvement of all citizens in the development process; and recommending effective actions and policies for the United Nations systems in the sphere of social development.

Although social issues have been placed at the top of the international agenda through a series of major United Nations conferences, the World Summit for Social Development was the first meeting of its kind to take on the profound challenge of tackling the critical issue of global poverty, which is, in the final analysis, the root cause of a myriad of social and economic problems (UNECOSOC, 2000). The Summit was, in any case, “the most significant world

accord on the need to tackle poverty, social exclusion and social development, North and South, negotiated to date" (Deacon, Hulse and Stubbs, 1999:87). According to UNECOSOC, the Copenhagen Declaration in a way is a blueprint of how to create more socially equitable and just societies, free of inequities in the distribution of national wealth and discrimination against fellow human beings. The declaration is an affirmation by Heads of State or Government to end global poverty, achieve the goal of full employment and foster stable and just societies.

Three core issues were addressed at the World Summit for Social Development, namely:

- The reduction and elimination of widespread poverty;
- Productive employment and the reduction of unemployment; and
- Social integration.

### **3.3 Commitments**

Based on the core issues mentioned above, world leaders formulated ten commitments (discussed in detail in Appendix 3). This study focuses on the second commitment of the eradication of poverty only. It is, worth noting however, that these commitments are not mutually exclusive. For instance, promoting education and health could lead to employment, which in turn leads to the reduction of poverty. This second commitment commits world leaders "to the goal of eradicating poverty in the world, through decisive national actions and international cooperation, as an ethical, social, political and economic imperative of humankind" (Copenhagen Declaration, Appendix 3: Commitment 2).

As a consequence, world leaders committed themselves to doing a number of duties, both at national and international levels, in order to ensure compliance with this commitment. At national level, governments committed themselves to adopting an integrated approach by working with all actors of civil society in their efforts to eradicate poverty. They pledged to formulate and strengthen national

policies and strategies geared towards substantially reducing overall poverty in the shortest possible time. They each agreed to set a target date for the complete eradication of absolute poverty.

Another critical commitment made by Heads of State and Government was that of focusing efforts and policies to address the root causes of poverty and to provide for the basic needs of all. "These efforts should include the elimination of hunger and malnutrition; the provision of food security, education, employment and livelihood, primary health care services including productive health care, safe drinking water and sanitation, and adequate shelter; and participation in social and cultural life" (Copenhagen Declaration, Appendix 3: Commitment 2b). In doing so it was agreed that special priority would be given to the needs and rights of women and children, as well as to the needs of vulnerable and disadvantaged groups and persons.

World leaders committed themselves to reducing inequalities, increasing opportunities and access to resources and income. This would be ensured by removing any political, legal, economic and social factors and constraints that foster and sustain inequality. World leaders equally committed themselves to ensuring that people living in poverty have access to productive resources, including credit, land, education and training, technology, knowledge and information, as well as access to public services. Moreover, they pledged to ensure that the poor participate in decision making on a policy and regulatory environment that would enable them to benefit from expanding employment and economic opportunities. They would therefore ensure that national budgets and policies are oriented, as necessary, to meeting basic needs, reducing inequalities and targeting poverty, as a strategic objective.

The eradication of poverty is a task that needs concerted efforts if it is to be achieved. As such, national communities, more especially those that lack the necessary resources and capacity to do so, require the assistance of the international community for successful poverty reduction. Commitment 2a

therefore states that, at the international level, communities would strive to ensure that the international community and international organizations, particularly the multilateral financial institutions, assist developing countries in need in their efforts to achieve the overall goal of eradicating poverty and ensuring basic social protection. In this regard, the international community would “support policies and programmes for the attainment, in a sustainable manner, of the specific efforts of the developing countries and all countries in need relating to people-centred sustainable development and to meeting basic needs for all” (Copenhagen Declaration, Appendix 3: Commitment 2h). Commitment 2i states that special attention will be given to countries and regions in which there are substantial concentrations of people living in poverty such as in South Asia.

The international community reaffirmed its commitment to fighting poverty in all its aspects by committing itself to a set of targets for poverty reduction:

- By the year 2000, universal access to basic education and completion of primary education by at least 80 percent of primary school-age children; closing the gender gap in primary and secondary school education by the year 2005; universal primary education in all countries before the year 2015;
- By the year 2000, life expectancy of not less than 60 years in any country;
- By the year 2000, reduction of mortality rates of infants and children under five years of age by one third of the 1990 level, or 50 to 70 per 1 000 live births, whichever is less; by the year 2015, achievement of an infant mortality rate below 35 per 1 000 live births and an under-five mortality rate below 45 per 1 000;
- By the year 2000, a reduction in maternal mortality by one half of the 1990 level; by the year 2015, a further reduction by one half;

- Achieving food security by ensuring a safe and nutritionally adequate food supply, at both the national and international levels, a reasonable degree of stability in the supply of food, as well as physical, social and economic access to enough food for all, while reaffirming that food should not be used as a tool for political pressure;
- By the year 2000, a reduction of severe and moderate malnutrition among children under five years of age, by half of the 1990 level;
- By the year 2000, attainment by all peoples of the world of a level of health that will permit them to lead a socially and economically productive life, and to this end, ensuring primary health care for all;
- Making accessible, through the primary health-care system, reproductive health to all individuals of appropriate ages as soon as possible and no later than the year 2015, in accordance with the Programme of Action of the International Conference on Population and Development, and taking into account the reservations and declarations made at the Conference, especially those concerning the need for parental guidance and parental responsibility;
- Strengthening efforts and increasing commitments with the aim, by the year 2000, of reducing malaria mortality and morbidity by at least 20 percent compared to 1995 levels in at least 75 percent of affected countries, as well as reducing social and economic losses due to malaria in the developing countries, especially in Africa, where the overwhelming majority of both cases and deaths occur;
- By the year 2000, eradicating, eliminating or controlling major diseases constituting global health problems, in accordance with paragraph 6.12 of Agenda 21;

- Reducing the adult illiteracy rate – the appropriate age group to be determined in each country – to at least half of its 1990 level, with an emphasis on female literacy; achieving universal access to quality education, with particular priority being given to primary and technical education and job training, combating illiteracy, and eliminating gender disparities in access to, retention and support for education;
- Providing, on a sustainable basis, access to safe drinking water in sufficient quantities, and proper sanitation for all;
- Improving the availability of affordable and adequate shelter for all, in accordance with the Global Strategy for Shelter to the Year 2000; and
- Monitoring the implementation of those commitments at the highest appropriate level and considering the possibility of expediting their implementation through the dissemination of sufficient and accurate statistical data and appropriate indicators (United Nations, 1995).

These commitments imply that countries have to work hard to translate these global consensuses into reality. Signing the declaration has implications for the signatory and hence there are a number of activities that countries have to undertake to ensure compliance.

### **3.4 Implications**

Signing an international agreement is a binding commitment that has to be fulfilled. It puts the signatory of that international agreement in the spotlight, as the international community will monitor every action that is taken. Hence signatories should work hard to ensure that they satisfy these commitments. Countries in sub-Saharan, Africa in particular, will need to redouble their efforts to ensure that they meet the international targets set at the World Summit. In order to fulfil the commitments enunciated in the Copenhagen Declaration on Social Development, they need to come up with measures or policies aimed at

ensuring more benefits for the poor. Moreover, they have to reorient their financial resources towards those actions that would lift the poor out of poverty. As highlighted at the World Summit, the following would need to be incorporated into the respective countries' programmes of action if they are to meet the requirements of the Copenhagen Declaration:

- Formulation of integrated strategies

First and foremost, they need to formulate or strengthen and implement national poverty eradication plans to address the structural causes of poverty. Governments are notorious for developing ambiguous and often incomprehensible policies. As such, the Programme of Action of the World Summit for Social Development requires that these plans should establish, within each national context, strategies and affordable time-bound goals and targets for the substantial reduction of overall poverty. This requires that these plans should clearly spell out the measurement, criteria and indicators for determining the extent and distribution of absolute poverty. In order to be able to do this, each country would need to develop its own definition of poverty, taking into consideration prevailing conditions in that particular country.

Having established the determinants of poverty, it is imperative that Governments should then identify measures that could be employed in order to reduce or eradicate poverty. Particular attention should be given to employment generating initiatives as a means of reducing poverty. In addition, those services that have been identified to have an important bearing on poverty reduction should also be provided. Services such as education and health that have a positive relationship with employment and, consequently, poverty reduction are a necessity. Equally important are productive assets such as land and equipment, the possession of which could work a long way towards reducing poverty. As such, Governments need to work closely with the poor to determine those assets that are of crucial importance to them with the ultimate goal of assisting them to acquire such assets.

Women have been reported to be most hard hit by poverty when compared to men. International leaders have acknowledged, through paragraph seven of the Copenhagen Declaration, that social and economic development cannot be secured in a sustainable way without the full participation of women. Equity between women and men is a priority for the international community. As a consequence, women need to be empowered by integrating gender concerns in the planning and implementation of policies. There is a need for eliminating “the injustice and obstacles that women are faced with, and encouraging and strengthening their participation in taking decisions and implementing them, as well as their access to productive resources and land ownership and their right to inherit goods” (United Nations, 1995).

- Improved access to productive resources and infrastructure

Productive resources and good infrastructure are crucial for enhancing income-generating opportunities for the poor and Governments need to ensure that investments in infrastructure support sustainable development at local or community level. Paragraph 31a of the Programme of Action notes that “improving the availability and accessibility of transportation, communication, power and energy services at local or community level, in particular for isolated, remote and marginalized communities” would ensure this (United Nations, 1995).

The availability of these services would attract investors to establish businesses in these areas, thus boosting the local economy. Local people would have the opportunity to gain employment and thus earn income. This could enable them to sustain their families and also raise them from poverty. Most importantly, rural-urban migration could be greatly reduced. This will have the positive effect of uniting families, as parents will stay together, taking care of the children. A reduction in the number of people who migrate to urban areas would also mean that productive labour would remain in the rural areas.

Paragraph 31f of the Programme of Action stresses that efforts should be geared towards “strengthening and improving financial and technical assistance for

community-based development and self-help programmes” (United Nations, 1995). Evidence has shown that projects that have been initiated by the community are more likely to succeed than those initiated by Government officials. Communities tend to associate more with such projects and would thus strive to see them succeed. Government should therefore recognize and acknowledge such community initiatives by giving them the required financial and technical support.

- Meeting basic human needs of all

Paragraph 35b of the Programme of Action states that the satisfaction of basic human needs is an essential element of poverty reduction and that these needs are closely interrelated. They include nutrition, health, water and sanitation, education, employment, housing and participation in cultural and social life (United Nations, 1995). It is imperative, therefore, to ensure universal access to these services. Evidence has shown that these services are mostly concentrated in urban areas, which leaves rural areas with very few or none at all. Governments must do away with urban bias and ensure universal access for the poor and the marginalized who mostly reside in rural areas.

Another important factor that needs to be stressed is the quality of these services. It would not do any good to provide services that would not be of use to the intended beneficiaries. These services must be of good quality if they are to serve the purposes for which they are intended. Provision of these services must therefore be accompanied by provision of the necessary resources such as equipment and skilled personnel. The quality of education provided must facilitate securing a good job. Likewise, the health care service provided must enhance a person’s quality of life.

- Enhanced social protection and reduced vulnerability

The poor are vulnerable to economic shocks and natural disasters such as droughts, earthquakes, cyclones and floods. Governments must therefore ensure that the poor are protected from such shocks through the provision of social safety nets. "Designing social protection and support programmes to help people become self-sufficient as fully and quickly as possible [as well as] reintegrating people excluded from economic activity" could ensure this (United Nations, 1995).

### **3.5 Conclusion**

In conclusion, it is apparent that world leaders are concerned about the worsening global poverty situation. They are thus committed to ensuring that poverty in all its manifestations is eradicated. This is shown by their determination to formulate or strengthen policies and strategies geared towards substantially reducing overall poverty in the shortest possible time as promulgated at the World Summit for Social Development, which led to the signing of the Copenhagen Declaration. Moreover their pledge to reduce gender disparities, which have resulted in women being hardest hit by poverty, shows that world leaders are indeed determined to fight the war against poverty.

It is therefore upon the onus of each and every signatory of the Copenhagen Declaration to ensure successful implementation of the commitments agreed upon at the World Summit for Social Development. As the Declaration is binding, Botswana is obliged to comply with the requirements of the Copenhagen Declaration. Failure to comply will not only worsen the poverty situation in the country, but will also increase the number of the poor in sub-Saharan Africa, thereby creating a bad picture about the region. It is imperative therefore, that resources are channelled towards those activities that will ensure successful implementation of poverty alleviation commitments.

## **4 Analyzing Poverty**

### **4.1 Introduction**

This chapter presents a review of literature on poverty and poverty alleviation. It has two sections. The first section deals with the issue of implementation of public policies. The chapter posits the definition of policy implementation as given by different authors. It then goes on to elaborate on those aspects that are critical for good implementation. The second section discusses literature on poverty as provided by different actors, specifically the World Bank and the United Nations Development Programme. It presents the definition of poverty, after which its causes are discussed. The chapter further gives a picture of the current poverty situation, giving special attention to sub-Saharan Africa, the region in which Botswana falls.

### **4.2 Policy Implementation Defined**

Policy implementation may be defined as “the actions taken by Governments and institutions directed towards the achievement of prior policy objectives” (Ayee 1994:1). This definition agrees with the definition given by Van Meter and Van Horn (1975: 447-8), which states that “policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions”. Mazmanian and Sabatier (1981: 5) also concur with this by defining implementation as “the carrying out of a basic policy decision, usually made in a statute (although also possible through important executive orders or court decisions)”. Of utmost importance, “that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, ‘structures’ the implementation process” (ibid: 5-6).

### 4.3 Towards Effective Policy Implementation

Sabatier and Mazmanian (1979: 487) have argued that, given a sound underlying theory, a programme's prospects improve when policy objectives are precise and clearly ranked both internally (within the specific status) and in the overall programme of the implementing agencies. This stresses the importance of setting clear and unambiguous objectives. Clear legal objectives are said to provide both a standard of evaluation and an important legal resource to implementing officials, according to Van Meter and Van Horn (1975). Nakamura and Smallwood (1980: 33) concur with this by suggesting that "being specific about what is to be achieved and how constitutes a necessary first step toward effective implementation".

Van Meter and Van Horn (1975) have pointed out that "the nature of the policy itself is critical to the success, or otherwise of its implementation". As Ayee (1994: 200) has noted, the content of a policy – its scope, complexity, projected impact on social or economic relationships, and feasibility - is a fundamental aspect of programme implementability. Van Meter and Van Horn (1975) have identified variables that shape policy and performance. These are:

- Relevance of policy standards and objectives;
- Policy resources;
- Interorganisational communications and enforcement activities;
- The characteristics of implementing agencies;
- The economic, social and political environment affecting the implementing jurisdiction or organization; and
- The disposition of implementers for carrying out policy decisions.

Commitment of the implementers is another critical factor in policy implementation. Brynard, in Cloete and Wissink (eds.) (2000: 160) has noted that

commitment is important not only at the street level but at all levels through which policy passes. Warwick (1982: 135) reiterated that “governments may have the most logical policy imaginable, the policy may pass cost benefit analysis with honours, and it may have a bureaucratic structure that would do honour to Max Weber, but if those responsible for carrying it out are unwilling or unable to do so, little will happen”. He further noted that the key to success is continual coping with contexts, personalities, alliances and events. And crucial to such adaptations is the willingness to acknowledge and correct mistakes, to shift directions and to learn from doing.

The foregoing issues are crucial to those mandated to administer poverty intervention measures. It is clear from the above discussion that for poverty alleviation measures to be effectively implemented, they first of all need to have precise and clearly defined objectives. Participation of all stakeholders in policy formulation, implementation and evaluation has to be facilitated. Most importantly, the role of each actor has to be clearly spelled out to avoid confusion and delays in implementation. Even more important is their commitment to their assignment. With this in place, implementation of poverty alleviation interventions would result in the achievement of policy goals and objectives aimed at uplifting people from poverty.

#### **4.4 Conceptualization of Poverty**

There seems to be consensus among different authors as to what constitutes and characterizes poverty. A classic definition of poverty sees it as “the inability to attain a minimal standard of living” measured in terms of basic consumption needs, or the income required for satisfying them (World Bank: 1990 cited in May: 2000). Carabine and O’Reilly (1998: 11) concur with this by suggesting that “the concept of poverty refers to insufficient means to sustain adequately human well-being”.

A stronger definition of poverty is one given by the World Bank (2001), which says that “poverty is pronounced deprivation in well-being”. The report notes that to be poor is to be hungry, to lack shelter and clothing, to be sick and not cared for, to be illiterate and not schooled. This portrays a picture whereby there is utter despair, based on the feeling that there is simply no way out, as Spier (1994: 2) has noted.

Poverty is best understood as having both an absolute and a relative dimension (May 2000). May reiterated that, in the absolute sense, the poor are materially deprived to the extent that their survival is at stake. According to the United Nations (1995), absolute poverty is a condition characterized by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter and education. In relative terms, May (2000) noted that the poor are also deprived in relation to other social groups whose situation is less constraining.

Poverty is thus characterized by the failure of individuals, households or entire communities to command sufficient resources to satisfy their basic needs (May, 2000). Poverty, as depicted in these definitions, is an unacceptable condition for human life. It inhibits the full and effective enjoyment of human rights and, as such, its immediate alleviation and eventual elimination must remain a high priority for the international community.

#### **4.5 Causes of Poverty**

The causes of poverty are complex, and the consequences of poverty often reinforce its interrelated causes, thus exacerbating the problem (World Bank, 1997). The World Bank Africa Region Poverty Task Force, which identified causes of poverty in sub-Saharan Africa, concluded that the basic causes of poverty are lack of access to services and opportunities and inadequate endowments, specifically:

- Inadequate access to employment opportunities as a result of the geographic isolation of the poor, low saving rates, low domestic investments and a pattern of growth that does not generate large enough increases in employment for the poor;
- Inadequate physical assets such as land and capital and minimal access by the poor to credit even on small scale;
- Inadequate access to means for supporting rural development in poor regions, caused by donors' preference to high potential areas and an urban bias in the design of development programmes;
- Inadequate access to markets for goods and services that the poor can sell caused by the often remote geographic location of the poor, inadequate or non-existent rural roads, ineffective communications and the seasonality and small volume of the labour services and production of the poor;
- Low endowment of human capital as a result of inadequate access to education, health, sanitation, and domestic water services, which stems from inequitable social service delivery and hinders the poor from living healthy and active lives and taking full advantage of employment opportunities;
- Destruction of natural resources leading to environmental degradation and reduced productivity;
- Inadequate access to assistance for those living at the margin and those victimised by transitory poverty; and
- Lack of participation, failure to draw the poor into the design of development programmes (World Bank, 1997).

## 4.6 Recent trends

According to the Global Poverty Report (2000), Africa, despite an abundance of natural and human resources, currently suffers from widespread and persistent poverty and a high degree of income inequality. The report notes that 47 percent of the population fall below the international poverty datum line. This declined only marginally to 46 percent in 1998. Table 4. 1 below gives a picture of income poverty by region.

Region	Population covered at least by one survey (percent)	Population living on less than \$ a day (millions)				
		1987	1990	1993	1996	1998 <sup>a</sup>
East Asia & Pacific	90. 8	417. 5	425. 4	421.9	265.1	278. 3
Europe & Central Asia	81. 7	1. 1	7. 1	18.3	23. 8	24. 0
Latin America & the Caribbean	88. 0	63. 7	73. 8	70. 0	76. 0	78. 2
Middle East & North Africa	52. 5	9. 3	5. 7	5. 0	5. 0	5. 5
South Asia	97. 9	474. 4	495.1	505. 1	531. 7	522. 0
Sub-Saharan Africa	72. 9	217. 2	242. 3	273. 3	289. 0	290. 9
Total	88. 1	1183. 2	1276. 4	1304. 3	1190. 6	1198. 9

**a. Preliminary**

**Source: World Bank (2001)**

These poverty estimates show that poverty is on the increase. Even in the regions that could be considered to be faring well like the Middle East and North America, poverty is declining only modestly. Europe and Central Asia, South Asia and sub-Saharan Africa have fared particularly badly. In Europe and Central Asia, the number of people living on less than \$1 a day rose from 1.1 million (the

lowest in all the regions) in 1987 to an alarming 24 million in 1998. As a consequence, the share of the population living on less than \$1 a day rose from 0.2 percent to 5.1 percent over the period.

Poverty is pervasive and worsening in sub-Saharan Africa. The region “is a special source of concern because poverty is increasing not only in terms of the total numbers affected but also as a proportion of the population” (Watkins, 1995: 4). In 1998, 46.3 percent of the region’s population, equivalent to 290.9 million people, was living on less than \$1 a day as can be seen from table 4.1. This figure shows a slight decrease from the 1987 figure of 46.6 percent or 217.2 million people. In South Asia, even though the absolute number of people living in poverty rose from 474.4 million to 522 million between 1987 and 1998, the share of the people living in poverty actually declined from 44.9 percent to 40 percent over the period. In 1998 South Asia and sub-Saharan Africa accounted for around 70 percent of the population living on less than \$1 a day, up by 10 percentage points from 1987 (World Bank, 2001).

Around 1.1 billion people – a fifth of the developing world’s population – live on less than \$1 a day (Oxfam, 2000). According to the Oxfam Report, poverty in Africa fell by 1 percent while the number of the poor increased by 49 million. This rate of decline is far below what is required to meet the 2015 target set at the World Summit for Social Development in 1995. Table 4.2 below depicts the actual rate of poverty reduction as opposed to the rate of poverty reduction required to meet the 2015 target.

	Number of Poor (millions)		Head count index		Required rate of Poverty reduction to meet	Actual rate of poverty reduction
	1990	1998	1990	1998	2015 target	1990 - 1998
East Asia	452	278	27.6	15.3	2	2.40
Latin America	74	78	16.8	15.6	2	0.15
South Asia	495	522	44.0	40.0	2	0.50
Sub-Saharan Africa	242	290	47.7	46.3	2	0.17
Total all developing and transition economies	1.276	1.190	29	24	2	0.62

**Source: Oxfam 2000**

Table 4.2 shows that, for these regions to reach the 2015 target of reducing the number of the income poor by half, they need a poverty reduction growth rate of 2 percent. Of the four regions, only East Asia has exceeded that rate by attaining 2.40 percent by 1998. Latin America and sub-Saharan Africa recorded the lowest poverty reduction rate of 0.15 and 0.17 percent respectively, implying that their prospects of reaching the target are bleak. South Asia is not doing well either, with a poverty reduction rate of 0.50 percent.

Given this situation, however, poverty reduction prospects in sub-Saharan Africa are better now than they have been since the early 1970s. As the report of UNDP-Africa (1998) has noted, growth in the region accelerated from 1 percent in 1994 to about 3 percent in 1995 and to about 5 percent in 1996. Whilst still modest, such growth is sufficient to start reducing income poverty – if macro-economic policies are unambiguously pro-poor, the report noted.

#### 4.6.1 Human Poverty

Human poverty, at times referred to as capability poverty, refers to “the lack of sufficient basic human capabilities to be able to escape from poverty” (MFDP 1997a: i). Human poverty is often “gauged by malnutrition, illiteracy and a lack of

access to safe drinking water and health facilities” (UNDP-Africa, 1998). Even though there has been significant progress in reducing human poverty and advancing human development in sub-Saharan Africa, the region’s human poverty is still high, being second only to South Asia. The region leads with the largest number of maternal mortality rate, estimated at 971 per 100 000 live births (Human Development Report Office, 1997 cited in UNDP-Africa, 1998).

#### 4.6.1.1 Record on Health

- Primary Health Care Services

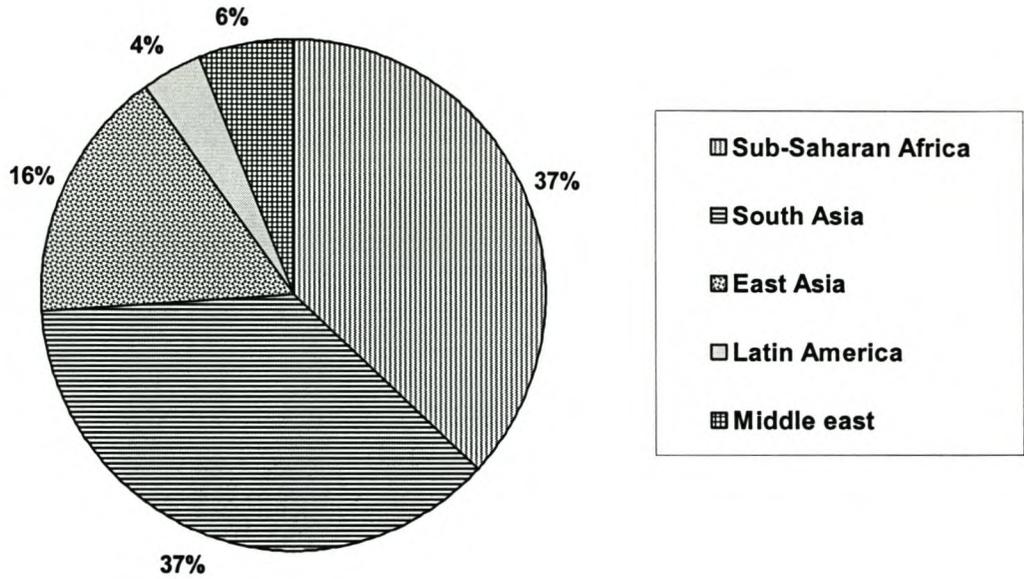
For many people in the developing world, primary health care services are inadequate or non-existent. Watkins (1995: 24) has noted that basic health care provision is lacking for over 50 percent of the people in sub-Saharan Africa. In Zambia, he reiterated, 30 percent of the rural population lives ten kilometres or more from the nearest health facility. As a consequence, most people would not be able to reach a clinic this far away if they are sick. The disheartening thing noted by Watkins is that it is unlikely that the facility would have either the drugs or the trained staff needed for effective care. This situation is not peculiar to Zambia alone. “It is not untypical throughout sub-Saharan Africa (ibid: 24).

- Childhood Deaths

Overall, social indicators show an improvement over the years. The World Bank’s World Development Report (2000/2001) reports that infant mortality rates fell from 107 per 1000 live births in 1970 to 59 per 1000 live births in 1998. This was an improvement of 10 percent, even though meeting the international development goal would require a 30 percent decline. In sub-Saharan Africa the situation is depressing. Nearly 22 million children die before their first birthday (UNDP-Africa, 1998).

In 1997, sub-Saharan Africa and South Asia each accounted for 37 percent of child deaths, whereas East Asia, Latin America and the Middle East accounted for 16 percent, 4 percent and 6 percent respectively. (See the pie chart below.)

Chart 4. 1: Child deaths: 1997



Source: Oxfam (2000: 3)

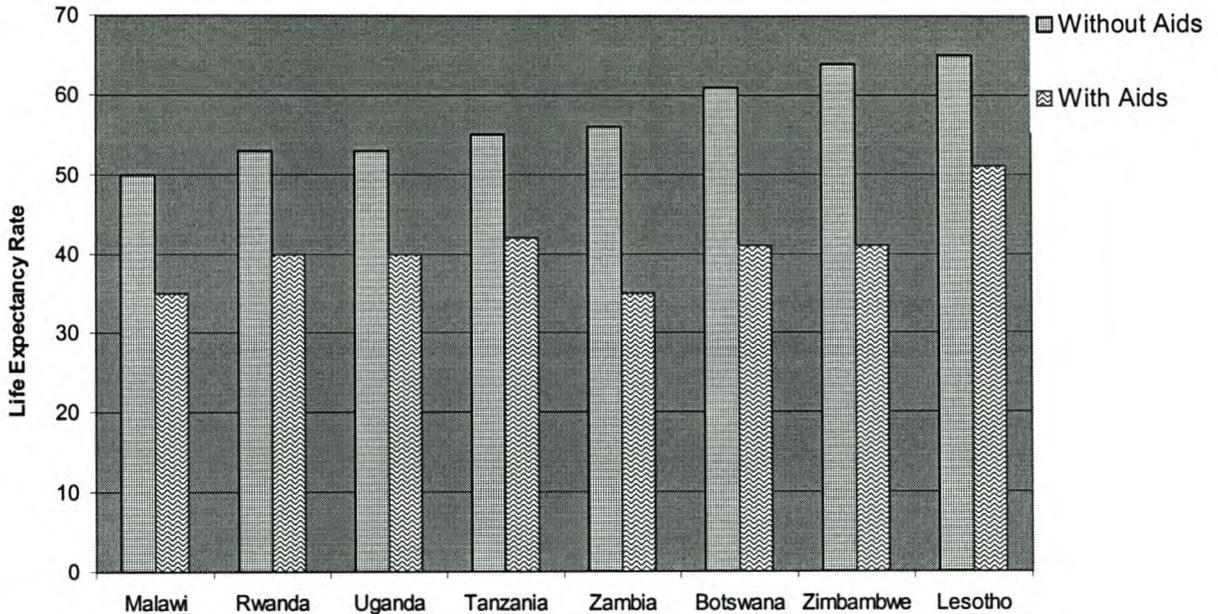
According to Oxfam (2000), for countries to reach the 2015 target as per the Copenhagen Agreement, child mortality has to fall at an annual rate of 2.6 percent. It has been noted that only Latin America and the Middle East are on track whereas child mortality in sub-Saharan Africa is falling at less than one third of the required rate.

- Life Expectancy

Life expectancy in sub-Saharan Africa in 1997 was still only 52 years – 13 years less than the developing world's average and 25 years – a full generation less than the OECD average (World

new infections than the rest of the world combined. Chart 4.2 below depicts the impact of HIV/AIDS on average life expectancy in 1996.

**Chart 4. 2: The impact of HIV / AIDS on Average Life Expectancy, 1996**



**Source: World Population Census, 1998 in UNDP-Africa: 1998**

HIV/AIDS has dramatically reduced average life expectancy in countries where the epidemic reigns (UNDP-Africa, 1998), reducing life expectancy by more than 10 years in all the countries shown in this chart. In Zambia and Zimbabwe there is a difference of 20 or more years between actual life expectancy and estimated life expectancy without HIV/AIDS.

#### 4.6.1.2 Record on Education

Access to education has been widely accepted as an important measure in the fight against poverty. Impressively, even as economies faulted, overall primary school enrolment surged on and indeed was the main achievement of the second half of the 1990s, with around 50 million more children enrolled in primary school

than in 1990 (Mkandawire and Rodriguez, 2000: 13). The picture in Africa is quite mixed, however. For example, sub-Saharan Africa experienced declines in enrolment rates between 1980 and 1996 (World Bank, 1996). Net enrolment in 1997 was 56.2 percent (UNDP, 1999). The region accounts for around one-third of the out of school population (Oxfam, 2000). There were, of course, some exceptions – Botswana, Cape Verde, Malawi, South Africa and Zimbabwe had enrolments rates of 90 percent or more (UNICEF, 1999: 15).

- Adult Illiteracy

Adult illiteracy dropped from more than 60 percent in 1970 to about 40 percent in 1995 (UNDP-Africa, 1998). According to the report, sub-Saharan Africa ranks third after South Asia with 407 million inhabitants and East Asia, with 167 million illiterate inhabitants.

#### 4.6.1.3 Gender Disparities

The White Paper on International Development, (2000) reports that one in five of the world's population - two-thirds of them women - live in abject poverty: on the margins of existence, without adequate food, clean water, sanitation or health care and without education. The report notes that, even though huge progress was made in the 20<sup>th</sup> century, with women enjoying greater freedom and power than ever before, they still lag behind men in virtually all aspects of life. They "face a bewildering array of social, economic, cultural and religious barriers to their equal participation in society. The consequences of these barriers in terms of lost opportunities and increased vulnerability and suffering are immeasurable" (Watkins, 1995: 27).

The information below bears evidence to this:

- Out of 130 million children not attending primary school, some 70 percent are female. In India, boys are twice as likely to attend secondary school than girls;

- Out of the 960 million illiterate adults in the world, two-thirds are women; and
- In many countries, especially in Asia, malnutrition rates are higher among girls than boys. In Bangladesh they are three times higher. Mortality rates in early childhood are higher for women in India, Bangladesh, Pakistan and Nepal (ibid: 27).
- In sub-Saharan Africa, nearly 120 million women are illiterate (UNDP-Africa, 1998).

#### **4.7 Conclusion**

This chapter has described poverty in the different regions of the world with particular attention to sub-Saharan Africa. It became evident that global poverty is on the increase, more especially in sub-Saharan Africa, despite committed efforts by member states to reduce it. This increase can be attributed to lack of basic services crucial for the reduction of poverty such as primary health care and basic education services. This has, as a consequence, impacted negatively on social indicators. For example statistics have shown high rates of childhood deaths, which could be associated with malnutrition arising from poor food balance. However, improvements in human capabilities (such as access to education) point to the prospects of reducing poverty in the region. If countries could strive hard into implementing their commitments made at the World Summit, the situation is likely to improve thereby leading to a reduction in poverty in the region. For signatories to succeed in achieving these commitments they need to put in place proper implementation mechanisms necessary for the reduction of poverty.

## **5 The Nature, Extent and Causes of Poverty in Botswana**

### **5.1 Introduction**

This chapter examines the nature, extent and causes of poverty in Botswana. It seeks to establish the form in which poverty manifests itself in the country, the extent or severity of the problem, as well as its possible causes.

### **5.2 Working Definition of Poverty in Botswana<sup>1</sup>**

Poverty manifests itself in different forms, hence it is necessary for each country to identify a working definition of poverty, taking into account local conditions. In 1996 the Government of Botswana, in conjunction with the United Nations Development Programme (UNDP), and the United Nations International Children's Emergency Fund (UNICEF) commissioned a study on Poverty and Poverty Alleviation in Botswana. The study then used the definition "inability to meet basic needs" as a working definition of poverty in Botswana (MFDP 1997a: i). Basic needs could be understood to include absolute requirements such as nutrition, shelter and clothing, and relative requirements such as the ability to participate in basic recreation and to meet essential social commitments (ibid: i).

Manamela (1998) expanded this definition by adding a second element to the definition of poverty in Botswana. He noted that "government has generally perceived poverty first as not having the basic necessities of life like, say, food, shelter, basic health services, and education for some individuals or groups of people within the Botswana society, and secondly as not having the means to secure such necessities". The second aspect of not having the means to secure necessities portrays a state of helplessness and lack of choice among the poor.

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<sup>1</sup> A working definition defined by Bless and Higson-Smith (2000: 32) gives precise indications about how to observe or even measure the characteristics under study.

Chambers (1997:163) concurs with this when he sees the poor as often being “powerless, desperate or exploited, who have but one survival strategy”.

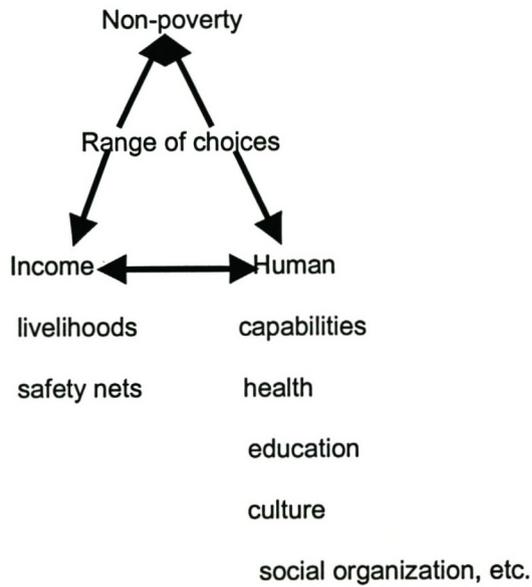
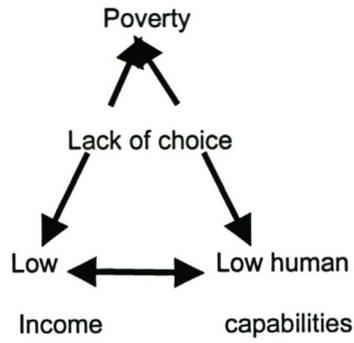
### **5.3 Conceptual Model of Poverty and Non-Poverty at Household Level**

In line with the foregoing, one could thus draw a conceptual model of poverty and non-poverty at household level. This is done by conceptualizing poverty and non-poverty in terms of choices, as depicted in Figure 5.1 below.

In this model, poverty is seen as a situation where one lacks choice. This lack of choice emanates from low income or low human capabilities, or even both. In most instances, the poor lack both. A person who has a low income has very little or no choice in his/her spending pattern. Most or all of this income is usually spent in meeting basic needs such as food and clothing. The person usually has very little to spend on other necessities, let alone on luxuries. In addition, the poor lack the ability to save because of dire lack of money, which gives them no choice of saving. Human capabilities refer to such things as education and health that can help a person to take full advantage of his or her opportunities. Lack of these is also a sign of impoverishment. For instance, a lack of education reduces a person’s choice of getting employment, thus resulting in income poverty.

Non-poverty is synonymous with having a range of choices. Having an income higher than the level required to meet basic needs enables a person to undertake discretionary spending on non-necessities (MFDP 1997a: 6). This therefore gives one the choice of saving “thus building up a source of capital which further widens the range of available choices” (ibid: 7). Similarly, education and health have the advantage of widening people’s choices of securing a better life. An educated and healthy person has a choice among many job opportunities and may thus settle for a better paying and more satisfactory job, unlike an uneducated one who might settle for anything that ensures income at the end of the month.

Figure 5.1: Conceptual model of poverty and non-poverty at household level.



Source: MFDP 1997a: 7

## 5.4 Manifestations of Poverty

Poverty can manifest itself in different forms. It is, however, most distinct in a situation where the quality of life is low. In Botswana, poverty manifests itself in the following forms:

- Lack of adequate shelter and clothing

Shelter and clothing are some of the basic necessities of life for everyone. Botswana does not suffer from an acute problem of homelessness like many developing countries. The 1993/94 Household and Expenditure Survey analysis of housing ownership by poverty group shows that 91 percent and 68 percent of the very poor and poor male-headed households at national level respectively own their homes. Similarly, some 92 percent and 82 percent of the very poor and poor female-headed households respectively own their homes. This is an indication that home ownership is not a problem even for the poor in Botswana. This could be attributed to the fact that the poor in rural and urban villages construct their own traditional huts with local, cheap and easily accessible material. In urban areas the Self Help Housing Agency (SHHA) has played a major role in ensuring home ownership for the poor.

However, statistics have shown that the poor mostly suffer from lack of adequate shelter. The survey indicated that there are more people sharing a room in poor households than in non-poor households. It is especially so for female-headed households. For example, statistics indicate that, nationally, an average 2.4 persons in a very poor female-headed household share a room (Republic of Botswana, 1995b). This is against an average of 1.9 persons in a poor household and 1.8 in a non-poor household (ibid). This problem could be attributed to the fact that most poor and very poor female-headed households have large families. In addition they lack the human power needed for acquiring building materials, more especially for rafters, as they lack physical strength. As such they are forced to buy such material, which most cannot afford. Because of this overcrowding continues to be a common feature in most poor households.

- High mortality and morbidity

The poor, mostly, suffer high mortality and morbidity. Because of their poor living conditions, they are prone to many diseases that may kill them. For example, those who go without food are likely to die from hunger. Similarly, a person who lives in unhealthy conditions and does not have access to health facilities is likely to die from health related diseases such as diarrhea.

- Malnutrition

Malnutrition is another common feature of the poor. This is a condition that results from an unbalanced diet. Because the poor can barely afford basic foods, maintaining a balanced diet is altogether out of their reach. Malnutrition mostly affects young children and the elderly.

- Dependency on relatives, neighbours, or the state

The poor's lack of choice renders them helpless, and consequently forces them to rely on others. Most poor families depend on their relatives, their neighbours and some even on the state for survival. It is part of African tradition that better-off families assist their relatives from poorer families. Unfortunately this practice seems to be disappearing. Those who do not have supportive relatives depend on food rations from the State. Such people are described as destitute.

- Neglect of parents by their children

Once employed and earning relatively good incomes, some children neglect their parents. The opportunities and pressures of urban life overwhelm them to the detriment of their dependents back home. This then puts a burden on the State to assume the role of a provider. In a few instances, the elderly have no children at all who can look after them. Either way, they become the responsibility of the State.

- Inability to participate meaningfully in the life of the society

Poor people normally lack voice. However, it should be made clear that they are not denied the right to participate freely in the life of the society or to air their views. It is only natural that they shy away from actively participating in the activities of their society. The common view would be that the poor fear that the non-poor will not take their views or contributions into consideration and they therefore choose to sit back and let others decide for them. However, it is true that better-off persons may choose to ignore the views of poor people and dismiss them as failures who should therefore not be listened to.

- Rural-urban migration

“Since independence (when 95 percent of the population was rural), there has been a rapid change in the settlement pattern, from a largely rural population to an urban population. By 1991, about 48 percent of the population was urban and 52 percent rural” (Kerapeletswe and Moremi, 2001:220). Currently about 50 percent of the population lives in urban areas. The migration of people from rural to urban areas in search of greener pastures could be considered a sign of poverty. People are running away from the precarious conditions in rural areas in the hope of leading a better life in urban areas.

- Low levels of earned incomes for the vast majority of people

A vast majority of Botswana suffers from income poverty. Botswana's income distribution is highly skewed. In 1993/94 the poorest 40 percent of the population received 12 percent of total income, the middle 40 percent had 29 percent and the richest 20 percent had 59 percent (Republic of Botswana, 1995b). The income earned by the majority of the people is inadequate to enable them to procure the basic necessities of life.

## **5.5 Causes of Poverty in Botswana**

The causes of poverty can be divided into two groups: immediate and underlying causes. Immediate causes are those factors whose absence or presence directly causes poverty. Underlying causes are secondary factors that do not have a direct effect.

### **5.5.1 Immediate Causes of Poverty**

#### **5.5.1.1 Lack of Employment and Income**

Low household income has been identified as the most immediate cause of poverty in Botswana. There are a number of factors that result in low household income. These include:

- Insufficient jobs in the formal sector consequently leading to high unemployment;
- Low wages for those who are employed;
- Lack of viable alternative income generating options for those not employed in the formal sector; and
- Low levels of human capabilities.

The proportion of the employed segment as a percentage of the total labour force has been declined over the years, resulting in high levels of unemployment and, consequently, lack of income. Unemployment stood at 21 percent in 1996 and has been reported to have dropped to 19 percent in 1999, according to the Minister of Finance and Development Planning, Mr. Baledzi Gaolathe (28 November,2000).

#### **5.5.1.2 Dependency Syndrome**

Since independence, the Government of Botswana has tried to mitigate the effects of poverty by providing safety nets to the people. Botswana has

experienced many years of drought during which people were given food rations, free seed, and subsidized farm implements to help them out of poverty. This, however, had a negative result by creating a dependency syndrome. People developed a lack of initiative with regard to helping themselves, and instead expect government to continue providing them with everything.

#### 5.5.1.3 Large Family Size

It has already been pointed out that large families characterize poor and very poor households. In most instances, family members are unemployed people, mostly children and the elderly, who depend entirely on the household head. This increases the burden of dependency on the already dwindling household income.

#### 5.5.1.4 Inadequate Provision of Social Services

Some communities are so remote and sparsely populated that it is difficult and often unjustifiable to provide them with facilities such as schools, clinics, and decent roads. Because of this, such localities become isolated and lack social and economic mobility. Lack of services, in addition, prevents the building of human capabilities that could lift people from poverty.

### 5.5.2 Underlying Causes

#### 5.5.2.1 Poor Natural Resource Base

Botswana's physical and climatic conditions are not suitable for arable agriculture. The country has poor soils, low and erratic rainfall and lacks permanent water sources. Kalahari sands that are not suitable for farming, because they do not retain water, cover most parts of the country, that is the centre, the south and the west. Only the eastern part has soils that are suitable for agriculture. The country also experiences very high temperatures in summer and very cold temperatures in winter both of which do not benefit crops.

The above-mentioned factors have the effect that many rural Batswana, who depend on agriculture for a living, are forced into poverty. The agricultural sector

is very weak and unproductive. To produce well, agriculturists have to invest heavily in agriculture and the majority of the people cannot afford this. All these factors account for the low income associated with the agricultural sector.

#### 5.5.2.2 Narrow Economic Base

Botswana has depended on diamonds for a long time. The mining sector, which dominates the Botswana economy, has accounted for between one-third and more than half of the Gross Domestic Product since the early 1980s (MFDP 1997a: 64). The second largest employer has been the Government. Employment outside the mining sector and Government is very low. For example, in 1994/95, mining and Government accounted for 32.1 percent and 17.2 percent of GDP respectively, whereas manufacturing and agriculture accounted for 6.0 percent and 3.9 percent respectively. As a result, the economic base remains narrow, hence the lack of alternative income-earning opportunities for those who cannot survive through agriculture and self-employment.

#### 5.5.2.3 Lack of Key Human Capabilities

The 1993/94 Household Incomes and Expenditure Survey (HIES) has shown that about two-thirds of heads of very poor and poor rural households had never attended school. As a result, it is very difficult for them to secure employment in the formal sector. Moreover they lack the necessary knowledge and skills to start their own businesses.

The poor often lack adequate food or a balanced diet that can give them the energy to engage in productive work. Their food intake only enables them to undertake light physical activities that normally have very low returns. This therefore perpetuates poverty.

#### 5.5.2.4 Erosion of Traditional Mechanisms of Family and Community Support

In the past, traditional mechanisms of family and community support enabled wealthier families to assist poorer families. Assistance was not only in the form of food rations, but also included loaned productive assets such as cattle for

draught power, farming implements and many more. This system of loaning cattle is called *Mafisa* and was beneficial to the poor in that the recipient had access to draught power, milk and, occasionally, meat (MFDP 1997a: 68).

Likewise, there was communal production and sharecropping. Families were required to provide free labour and draught power to plough and plant communal fields. The produce was stored and distributed to the community and in particular to the poor during drought. Because of this system, families were able to withstand the effects of drought.

All these good practices have died out significantly. Families barely give each other support. As a result, it has become common to find very poor people who come from a very rich family. Richer families often help each other because they expect to get something in return.

#### 5.5.2.5 Unwillingness of many men to provide for their illegitimate offspring

Men, especially young men, continue to have children out of wedlock. The sad thing is that they do not want to help raise these children. The responsibility of raising the children is left to the young women who, in most cases, are unemployed or do not have a secure job. This in the end forces these women to indulge in unsafe practices that involve multiple partners and make them vulnerable to HIV/AIDS infection.

#### 5.5.2.6 Inequitable Gender Relations

Women are always subjected to a subordinate position, both under Customary and Common Law. "Under Customary Law, women lack independent legal capacity in that irrespective of their age, they are subjected to the guardianship of their fathers, brothers, uncles when unmarried and to that of their husbands when married" (Ministry of Labour and Home Affairs, 1998; 6). Even in marriage, under Common Law, men are given a position of control over household income whereas a woman is relegated to the position of a minor. As such, women in

many families do not have control even over the income they earn, yet they have the greater responsibility of taking care of their families.

Even when it comes to inheritance, men are supposed to inherit big assets such as the home and cattle. Laws that give men the power to assume a superior position complement these practices. For example, Common Law grants the husband marital power over joint property and, as such, "legally, he is the administrator of the joint estate, and the wife is reduced to a legal minority because she requires her husband's consent and assistance" (Ministry of Labour and Home Affairs, 1998: 62).

## **5.6 The Incidence of Poverty in Botswana**

In Botswana, just like in many other countries, poverty is concentrated and most severe in rural areas. Women and the elderly are most hard hit by poverty as is evident from Tables 5.1 and 5.2 below. Because of lack of more recent statistics the study was restricted to using the 1993/94 figures, as they are the latest official statistics available. These statistics are necessary for giving an indication of the poverty situation in Botswana, even though it is quite clear that the situation will have changed, taking into account the many poverty intervention measures undertaken by Government. Although another census was carried out during the present year, the results are only likely to be available in 2002. Another Household and Expenditure Survey will be carried out next year and one certainly expects a new picture on the poverty situation in the country from these two studies.

Poverty group household	Number of households nationally				% of households within settlement type			
	Urban	Urban village	Rural	Total	Urban	Urban village	Rural	Total
<u>Male Headed HH</u>								
Non-poor MHH	45060	20550	38189	103799	80%	68%	53%	66%
Poor MHH	8284	3521	9086	20892	15	12%	13%	13%
Very poor MHH	2953	6200	24325	33478	5%	20%	34%	21%
Total MHH	56293	30271	71601	158169	100%	100%	100%	100%
Poor and very poor MHH	11237	9721	33411	54370	20%	32%	47%	34%
<u>Female Headed HH</u>								
Non-poor FHH	22542	22567	33199	78307	72%	61%	51%	59%
Poor FHH	5582	5555	11325	22462	18%	15%	17%	17%
Very poor FHH	2998	8825	20848	32671	10%	24%	32%	24%
Total FHH	31122	36947	65372	133441	100%	100%	100%	100%
Poor and Very poor FHH	8580	14380	32173	55134	285	39%	49%	41%
<u>All households</u>								
Non-poor HH	67602	43116	71388	182106	77%	64%	52%	62%
Poor HH	13866	9076	204411	43354	16%	14%	15%	15%
Very poor HH	5951	15025	45173	66150	7%	22%	33%	13%
Total HH	87419	67218	136973	291610	100%	100%	100%	100%
Poor and very poor HH	19817	24108	65585	109503	23%	36%	48%	38%

Source: CSO 1996; BIDPA estimates

**Table 5.2: Estimated national poverty head count by poverty group 1993/94 (number of persons)**

Poverty group individuals	Number of persons nationally				% of persons within settlement type			
	Urban	Urban village	Rural	Total	Urban	Urban village	Rural	Total
<u>Male Headed HH</u>								
Non-poor MHH	146949	84748	166837	398535	75%	57%	46%	56%
Poor MHH	36078	22529	46170	104777	18%	15%	13%	15%
Very poor MHH	13235	42645	148563	204443	7%	28%	41%	29%
Total MHH	196262	149922	361570	707756	100%	100%	100%	100%
Poor and very poor MHH	49313	65174	194733	309221	25%	43%	54%	44%
<u>Female Headed HH</u>								
Non-poor FHH	75557	91148	141909	308615	66%	52%	43%	50%
Poor FHH	23691	34026	62650	120367	21%	19%	19%	19%
Very poor FHH	16017	50534	126961	193512	14%	29%	38%	31%
Total FHH	115265	175708	331520	622495	100%	100%	100%	100%
Poor and Very poor FHH	39708	84560	189611	313880	34%	48%	57%	50%
<u>All households</u>								
Non-poor HH	222506	175896	308746	707149	71%	54%	45%	53%
Poor HH	59769	56555	108820	225144	19%	17%	16%	17%
Very poor HH	29252	93179	275524	397955	9%	29%	40%	30%
Total HH	311527	325630	6930901	330249	100%	100%	100%	100%
Poor and very poor HH	89021	149734	384344	623100	29%	46%	55%	47%

Source: CS0 1996; BIDPA estimates

The following can be deduced from the statistics given above:

- 47 percent of individual Batswana, equivalent to 38 percent of households, were living in poverty in 1993/94. In overall terms, 623 000 people out of 109 503 households were either poor or very poor.
- Poverty levels were higher and more severe in rural areas than in urban areas. However, urban villages were also reported to have a large number of poor and very poor people. Nationally, the poverty head count rates for the respective areas were 55 percent for rural areas, 46 percent for urban villages and 29 percent for urban areas. In 1993/94 397 955 persons or 30 percent of the population were very poor compared to 225 144 persons or 17 percent of the population who were poor. Of these very poor people only 9 percent lived in urban areas, 29 percent in urban villages and an overwhelming 40 percent in rural areas, indicating the severity of poverty in rural areas.
- Poverty was more prevalent and severe in female-headed households compared to male-headed households. In 1993/94, 41 percent of female-headed households compared to 34 percent of male-headed households was living in poverty. On a head count basis, 50 percent and 44 percent of female and male-headed households were living in poverty in 1993/94. Out of these, 54 percent of female-headed households lived in rural areas, 48 percent in urban villages and 34 percent in urban areas. Regarding their male counterparts, 54 percent lived in rural areas, 43 percent in urban villages and 25 percent in urban areas. This shows that poverty affects women more than men.

On a geographical basis, poverty is more prevalent in the central and north eastern districts where the majority of the people are concentrated. "These districts together account for roughly a third of the Botswana population, and at the same time, have a relatively high average poverty head count rate of 56 percent (MFDP 1997a: 22). However, the rate and severity of poverty is much

worse in the western districts of Ghanzi and Kgalagadi, as well as in the western parts of Kweneng and Ngwaketsi, with an estimated 71 percent of the people in poverty and 59 percent of these in the very poor category (ibid: 22).

## **5.7 Conclusion**

In Botswana, the majority of the people suffer from income poverty as opposed to capability poverty. This has been attributed to lack of income earning opportunities arising from high levels of unemployment. The other contributing factors are the narrow economic base, as well as the unfavourable climatic and physical conditions of the country, which make agricultural activities, believed to be necessary to uplift people from poverty, difficult.

Just like in many other countries, poverty in Botswana is prevalent in rural areas and among women. This therefore requires that poverty alleviation policies should be targeted at women and people residing in rural areas. By doing this, Botswana will manage to implement what the Copenhagen Declaration is advocating.

## **6 Research Findings**

### **6.1 Introduction**

This chapter outlines the findings of the research and discusses the different poverty alleviation policies and strategies implemented by the Government of Botswana in an effort to address the problem of poverty. These intervention measures are divided into three groups, namely, support for livelihoods; basic social services; and social safety nets. Thereafter a brief discussion of recent developments in the Government's effort to alleviate poverty is given, after which a summary of the findings concludes the chapter.

### **6.2 Discussion of Findings**

Following the World Summit for Social Development, the Government of Botswana, with the assistance of UNDP and UNICEF, commissioned a study of poverty and poverty alleviation in Botswana. The commissioning of this study shows the Government's commitment to poverty alleviation and the seriousness attached to the fulfilment of the commitments to poverty alleviation signed at the World Summit.

Poverty in Botswana is not a new phenomenon. Even at independence in 1966 the country was very poor and was classified among the poorest nations. Bar-On (2000: 250) confirms this by noting that poverty has always been part of Botswana's socio-cultural reality. This therefore means that the Government's awareness of the need to eradicate and mitigate the effects of poverty does not emanate solely from the World Summit for Social Development, but date back to independence. For example, since the inception of the first National Development Plan (1968-1973), the Government of Botswana has directed its development efforts to raising the standards of living of Botswana. In line with this objective, "the alleviation of poverty and the provision of basic infrastructure and social services have been the fundamental purposes of development policy"

(Agenda 21 - Botswana). Development plans in Botswana have been guided by the objectives of sustained development, rapid economic growth, economic independence, and social justice.

The Government of Botswana has put in place many policies and programmes aimed at poverty alleviation. These policies and programmes are implemented by different sectors at national and district level. The objectives of the Government with respect to poverty alleviation are:

- To urgently provide all persons with the opportunity to earn a sustainable livelihood;
- To implement policies and strategies that promote adequate levels of funding and focus on integrated human development policies, including income generation, increased local control of resources, local institutional strengthening and capacity building, and greater involvement of NGOs and local levels of Government, as delivery mechanisms; and
- To develop integrated strategies and programmes for sound and sustainable management of the environment, resource mobilization, poverty eradication and alleviation, employment and income generation, for all poverty-stricken areas (Agenda 21 - Botswana).

This study has focused on six poverty alleviation policies and programmes that are being carried out by the Government. These could be classified into three groups, namely support for livelihoods, basic social services and social safety nets.

#### 6.2.1 Support for Livelihoods

Botswana has a number of programmes that ensure access to productive resources including land, credit, education and training, conforming to the Copenhagen Declaration. Two such programmes are the Arable Land Development Programme (ALDEP) and the Financial Assistance Policy (FAP).

### 6.2.1.1 Arable Land Development Programme (ALDEP)

ALDEP was first implemented in 1981, following “a broad based needs assessment which consulted a wide range of stakeholders and particularly farmers” (MFDP, 1997b: 156). This gave the programme credibility as its planning and implementation was based on the real needs expressed by potential beneficiaries of the programme. This process conforms to the Copenhagen Declaration, which expects of its signatories to involve communities in the decision-making process on public policies. Botswana can therefore be said to have established an environment conducive to the eradication of poverty long before it became a signatory to the Copenhagen Declaration.

ALDEP was designed for poverty reduction with the ultimate goal of enhancing rural development and welfare by raising arable incomes through improved agricultural productivity and income distribution by targeting small holders (Kerapeletswe and Moremi, 2000: 234). The programme was meant to “tackle the age-old problems of low productivity in arable agriculture, resulting from low-yielding traditional farming practices, low farm income and low employment levels, lack of necessary draught power to do timely ploughing and planting, and lack of labour-saving devices of modern tillage technology” (MFDP, 1997a: 107).

Specifically, the objectives of ALDEP are:

- To increase arable production with a view to reducing the food grain deficit and achieving food self-sufficiency in the long run;
- To enhance rural development and welfare by raising arable incomes through improved agricultural productivity and to improve income distribution by concentrating on small holder development; and
- To create productive and remunerative employment in rural areas in order to absorb the rural under-employment and to reduce rural-urban migration (MFDP 1997b: 147).

ALDEP focuses mainly on the poorest among the farming community. Ownership of cattle is used as a main indicator of the severity of poverty of the farmers. The beneficiaries of the programme are those who own between zero and forty cattle. Currently, three groups of the targeted population can benefit from ALDEP. These groups are called models. Model 1 is the poorest of the target group, i.e. those without any cattle. Model 2 consists of those farmers who own between 1 and 20 cattle. These farmers are considered not to have adequate draught power. Lastly, model 3 consists of farmers who own between 21 and 40 cattle. This category is considered to have adequate draught power.

Through this programme, farmers are assisted with packages that can enable them to improve their farming output. These packages include:

- Animal draught power (donkeys, oxen, mules)
- Animal-drawn implements (ploughs, planters, cultivators, harrows)
- Fencing materials
- Water catchment tanks
- Scotch carts
- Fertilizers
- Threshers

These inputs are considered crucial to farming and are intended to meet the basic farm investment needs of farmers. For example, animal draught power and ploughs could facilitate timely ploughing and planting. By this, farmers are enabled to make good use of the soil moisture immediately after the rain, rather than having to wait for those who have farming implements to plough first before they can borrow or hire these implements from them. The erratic rains that characterize Botswana do not allow for this, as the Principal Agricultural Officer in the Ministry of Agriculture disclosed during our interview. Likewise, the water

catchment tanks, which are erected directly on the farmers' fields, keep draught animals fit by providing them with water and thus help with timely ploughing and planting. In addition, as it was pointed out during the interview, these tanks enable farmers to have time in the field as they do not have to fetch water. They use rainwater caught in these tanks during the rainy season.

The Principal Agricultural Officer also noted that some of the equipment could be used for both farm and off-farm purposes. He pointed out that scotch carts, apart from transporting farm produce, could also be used for carrying sand and firewood. Farmers could then sell these and earn a living. According to him, this could also help farmers to be economically better off.

When the programme was started, farmers were assisted on a loan/subsidy basis. Farmers were expected to apply for a loan from the National Development Bank. However, after the first review of the programme in 1983, the scheme was modified to grant/down payment status. This was meant to enable those who did not meet the requirements for a loan, such as producing collateral, to also benefit from the scheme. Farmers were given a grant of 85 percent and were to pay only 15 percent. For females, this was later reduced to 10 percent. The only exception to this was the oxen package for which the down payment was kept at 40 percent. For the poorest of the target group, i.e. those who owned between 0 and 10 cattle, however, the down payment was reduced to 15 percent. In addition, free fencing was offered to farmers who earned less than P500 per annum. This was after the latest review of the programme in 1991, which aimed at benefiting as many poor farmers as possible.

It is evident from the above discussion that ALDEP was geared towards poverty alleviation. The programme targeted the poor, as evidenced by the selection criteria used. It also showed gender sensitivity through the reduction of the down payment expected from females. Furthermore, the target group was involved in the decision making process that led to the implementation of the programme. The MFDP (1997b: 158) concurs with this by noting that "ALDEP showed a

noteworthy sensitivity to the plight of the poor and female farmers". Three reviews have been made so far since the implementation of the programme. All these are in line with the commitment to poverty eradication as spelled out in the Copenhagen Declaration. Signatories committed themselves to either strengthening or adopting new policies, working with the poor, more especially the disadvantaged groups, and ensuring that the programmes they initiate benefit the poor most. This is what the Government of Botswana, through the introduction of ALDEP has done.

### Strengths and Weaknesses

Even though this study does not set out to measure the achievements of these programmes, it is worthwhile to assess whether the programme is achieving its objectives or not by discussing its strengths and weaknesses. This will, in the end, help with recommending measures that could assist the Government to better achieve the commitments of the Copenhagen Declaration. The study of poverty and poverty alleviation in Botswana has shown that, by March 1996, 39 541 out of 44 000 farmers benefited from the programme. This represents coverage of about 90 percent of the farmers. Poorer farmers, that is, those in the model 1 category, were said to have participated to a greater degree in the programme after the reviews. Model 1 farmers accounted for 21 percent of the total number of farmers assisted by ALDEP from 1982 to March 1996 (MFDP, 1997b: 165). It was further noted that, out of 51 970 packages distributed, 44 percent were obtained by female farmers.

The Principal Agricultural Officer shares the sentiment that the programme has done well in alleviating poverty. He reiterated that: *"There is a lot of improvement. The intervention by the Government is fantastic. It is not common in Botswana to hear that people have died from nutrition related diseases. People are able to produce what can sustain them. The programme has done well"*.

However it is important to note that the implementation of ALDEP coincided with the drought that hit the country in the 80s. The drought periods affected the

successful implementation of the programme in a number of ways. First, because of the droughts, people were discouraged from ploughing. Some chose not to plough at all, whereas those who did only ploughed a small portion of their fields. This therefore means that the packages that farmers acquired through ALDEP were either not used or under-utilized. Secondly, “for those farmers who received packages and made effort to plough, crop failure due to drought still hampered the effective implementation of ALDEP (Kerapeletswe and Moremi, 2000: 233). Lastly, the majority of animals obtained through ALDEP for purposes of draught power died because of drought.

#### 6.2.1.2 Financial Assistance Policy (FAP)

The second intervention aimed at supporting the livelihoods of Batswana is the Financial Assistance Policy. The FAP aimed at stimulating employment creation in the country. The World Summit for Social Development found employment creation to be one of the engines of poverty alleviation. Signatories were therefore encouraged to create employment opportunities in their respective countries. The Financial Assistance Policy is one of the policies implemented by the Government of Botswana with a view to stimulating employment creation. Just like ALDEP, the FAP was introduced long before the convening of the World Summit for Social Development that led to the drafting of the Copenhagen Declaration, i.e. in 1982, and it has been reviewed four times, the latest being in 2000. The scheme came into being because of the concern about high levels of unemployment facing the country. There was a concern that, without intervention, “the non-mining, non-agricultural sectors of the economy would be unable to provide enough new jobs and opportunities to absorb new entrants to the labour force” (MFDP, 1997b: 187).

The FAP is an incentive and subsidy policy that seeks to stimulate employment creation through the provision of non-repayable grants to eligible businesses. The policy has the following specific objectives:

- Creating sustainable employment for unskilled labour;

- Producing goods for exports or import substitution;
- Diversifying the economy to lessen its dependence on large scale mining, beef exports and growth of the public sector; and
- Improving citizen skill levels through training (BIDPA, 2000: 5).

Although the FAP does not have an explicit poverty alleviation objective, it is apparent that the policy has a long-term effect on poverty reduction. This is manifested in the employment creation dimension, which has an indirect impact on poverty alleviation through the provision of income. Improving citizens' skills through training increases their opportunities for securing better paying jobs or being promoted and thus earning higher incomes. Higher incomes imply reduced chances of poverty and increased choices in a person's spending patterns as indicated in the previous chapter. It is clear that the objectives of the FAP conform with the commitments to poverty eradication as per the Copenhagen Declaration.

The FAP consists of two separate schemes, one for small-scale enterprises and another for medium and large-scale enterprises. The small-scale FAP is restricted to citizens only, whereas medium and large-scale FAP is open to all. Small-scale businesses comprise of projects whose fixed investment is valued up to P75 000. Medium-scale businesses are those valued between P75 001 and P2 000 000 whereas large-scale businesses are projects valued at over P2 000 000. Assistance is in the form of grants, hence beneficiaries do not have to pay back anything to Government. The maximum assistance provided by Government is 90 percent of the total investment costs and beneficiaries are expected to raise a 10 percent contribution towards the cost of the project.

It is important to note that there are some factors that determine the amount of assistance that a business could receive. These are:

- The location of the business: To encourage businesses to locate in rural areas where poverty is more prevalent, businesses in rural areas are entitled to a higher grant than those in urban areas;
- Gender factor: Women participation in the FAP is encouraged by giving a greater proportion of assistance to businesses owned by women. Women have a 15 percent grant advantage over men. In addition to empowering women, this also reduces inequality between males and females as per the requirement of the Copenhagen Declaration; and
- Job creation factor: The more jobs a project creates, the greater the assistance it receives. This will go a long way in promoting employment, as entrepreneurs will be motivated to recruit more workers in order to benefit more from the scheme.

Eligible projects are those in manufacturing, certain types of non-traditional agriculture and small and medium-scale mining (MFDP, 1997a: 95).

#### Strengths and Weaknesses

As already pointed out, the FAP has been evaluated four times, in 1984, 1988, 1995 and 2000. It came out clearly from the first three reviews that the FAP has been generally successful in achieving its objectives. There are a number of indicators that bear testimony to this. First, it became apparent that the FAP has made a significant contribution to job creation in the country. It is estimated that “approximately 1 500 new jobs were created in 1993/94, 1 750 in 1994/95, and 2 100 in 1995/96”, and it was further revealed that out of these, “approximately 40 percent were in small-scale and 60 percent in medium and large-scale firms” (MFDP, 1997b: 215). This is a clear indication that FAP has achieved its goal of job creation. The above figures show that the total number of jobs created has been increasing over the years, an ideal situation for the reduction of unemployment and its concomitant reduction of poverty.

Most importantly, the FAP managed to “create jobs for the unskilled, semi-skilled and informally trained who could not otherwise be absorbed in the formal sector” (Interview with the Integrated Field Services Regional Manager, 4<sup>th</sup> July 2001). The informally trained employees are those that acquired their skills by just performing work activities at home or by working as casual labourers. Unlike the formal sector in which qualifications and work experience are the prerequisites for securing a job, the FAP firms recognized that a person could gain experience through on the job training and therefore promoted the employment of unskilled workers.

Secondly, the fact that the FAP sought to empower women to establish businesses of their own by requiring a lower contribution from them is commendable. This really attracted women to participate in the FAP. Moreover, the MFDP (1997) reports on poverty and poverty alleviation in Botswana have shown that many of the major employment opportunities created with the help of the FAP have been in the textile and garment making industry in which female labour predominates. This means that the FAP has been instrumental in uplifting many poor females from poverty, most of whom are single parents.

Lastly, the FAP could be given credit for encouraging businesses to open up in rural areas where poverty is more prevalent. By concentrating in rural areas the scheme has a potential for alleviating poverty. The Integrated Field Services Regional Manager disclosed during the interview that the FAP indeed managed to curb the problem of rural-urban migration by keeping some of the labour force in the rural areas. If it were not for the FAP, these people would have gone to towns to search for jobs. In this regard, the FAP managed to achieve two objectives at a time, i.e. that of reducing poverty in the rural areas and at the same time preventing rural-urban migration.

On the weaker side, the contribution that beneficiaries were expected to pay towards the cost of the project proved to be a barrier to participating in the FAP for the poor. Kerapeletswe and Moremi (2000) also share this concern. “The

ability of FAP to alleviate poverty was limited by the rules, especially the requirement of a contribution, which is now a minimum of 10 percent" (MFDP 1997b: 210). In most cases approved projects are not able to start up because of failure to raise the contribution. The author, a Local Government employee, confirms this, as she sat in District Development Committee meetings where Integrated Field Services staff reported this problem. Even the poor reported this to be the main problem inhibiting them from accessing FAP funds during the Rapid Poverty Profile exercise that was done by BIDPA in 1996 when the study on poverty and poverty alleviation in Botswana was conducted.

Another factor that limits participation in the FAP as an entrepreneur, is that a person has to be literate to be able to draw up a business proposal. Some respondents highlighted during the Rapid Poverty Profile exercise that "an entrepreneur has to be able to keep records, pay bills, read invoices, etc. and thus must have a certain degree of literacy" (MFDP 1997b: 210). Most of the poor, being illiterate, are therefore likely to be excluded from benefiting from the scheme as entrepreneurs. It is, as a consequence, easier for the poor to benefit from the FAP as employees rather than as employers.

The third evaluation noted a number of constraints that prohibited further employment expansion. MFDP (1997b: 210) identified these constraints to be:

- Small size of the local market. It was noted that entrepreneurs complained about the lack of a market for their goods during the survey of the third evaluation. If a business is not able to sell its produce it means it is not making profit. The running costs of the project would outweigh the proceeds, hence the project would run at a loss. As a consequence there will not be further employment. Instead, there is likely to be some retrenchments, which in turn will lead to increased poverty levels as people lose their income. This problem was blamed partly on the overtrading of some businesses. Some businesses were found to be too numerous thus making it difficult for the market to absorb its goods. In an

effort to overcome the problem, some restrictions were imposed on the approval of projects in the overtraded category.

- Shortage of raw materials. This also appeared to be a common problem that affected many industries. Botswana has historically depended on goods from outside the country, both as raw material and finished goods. This makes it expensive for most businesses, more especially those located in the rural areas, as they have to incur high transport costs when importing goods from outside.
- High utility costs. The third evaluation's survey of entrepreneurs found unanimous agreement that electricity, water and telephone charges were substantially more expensive in Botswana. It also found that factory and housing rents were high. These high utility charges therefore discouraged potential investors from investing.

The fourth evaluation, which set out to establish whether the FAP is still successful in achieving its objectives of sustainable employment creation found the answer to be in the negative. The evaluation reached two main conclusions:

- The FAP is no longer effective in achieving its objectives of sustainable employment creation. Although some lasting jobs are created as a result of the FAP, they are relatively few and the cost of creating those few jobs is unacceptably and unsustainably high.
- The FAP is, in any case, inappropriate to Botswana's needs at the present time, and does not address the main constraints to investment and the development of sustainable productive enterprises (BIDPA, 2000: 137).

As a consequence of this evaluation, the FAP has been phased out and replaced with the Citizen Entrepreneurial Development Agency (CEDA), which came into effect on 1<sup>st</sup> August 2001. The scheme is available to citizens only and foreigners can only benefit under the large-scale operation in joint venture projects with citizens.

## 6.2.2 Basic Social Services

Another important measure that has been found to play a crucial role in the alleviation of poverty is investment in basic social services. Basic social services are critical in the attainment of basic human capabilities. Access to basic social services has been seen to lead to an improvement in human capabilities. This section discusses the two main areas that have been proved to be the main enabling types of social services. These are basic education and preventive health.

### 6.2.2.1 Basic Education

Experience has shown that basic education has a positive correlation with poverty reduction. It has been proved that an educated person has higher chances of escaping poverty than an uneducated one, hence investment in education could go a long way towards reducing poverty. Botswana, like many other countries, has realized the importance of education for the alleviation of poverty and, as a consequence, has concentrated efforts into ensuring equitable access to basic education for her citizens.

Basic education equips the people with essential skills and knowledge pivotal to helping them escape poverty. By so doing, it provides them with human capabilities. Human capabilities in turn are instrumental in the direct alleviation of capability poverty and could also indirectly alleviate income poverty in that they increase a person's income-earning opportunities.

In Botswana, basic education comprises seven years of primary and three years of secondary education, providing a total of 10 years of schooling. The Government of Botswana has made commendable efforts in ensuring that most Botswana at least have access to basic education. This is manifest in different ways and most notably in educational infrastructure that has been provided throughout the country. As the UNDP (1997:34) has noted, educational standards and facilities have been improved and inequalities reduced throughout the country. The Government has ensured that education facilities and the

necessary resources are provided even in the remotest areas of the country. Provision of primary school facilities lies with district and town councils, whereas the central government takes care of secondary school facilities.

During National Development Plan 7, which ran from 1993 to 1997, 73 new community junior secondary schools were built (UNDP, 1997:32). This followed the Government's decision to ensure a 100 percent transition from primary into secondary school. It is Government policy that all primary school leavers must proceed straight into junior secondary school. In addition to increasing the absorption capacity, the construction of additional schools and classrooms was meant to address the problem of classroom shortages reported in many schools.

In order to ensure that every Motswana has access to basic education regardless of social status, the Government abolished the paying of school fees. This is a very important step taken by the Government of Botswana and it needs to be applauded as it ensures equal access to basic education for all - including the poor who otherwise would have not been able to send their children to school. The Revised National Policy on Education clearly states that individuals should not be disadvantaged because of their economic background, geographical location, gender, ethnic origin, religion or disability. Because of this we see many school facilities being built around the country, even in the remotest areas, where one of the previously disadvantaged groups - the Remote Area Dwellers (RADs) resides. Schools with boarding facilities are built for RADs and they are transported at Government cost at the beginning and end of the school term. In addition the RADs are provided with free school uniforms and toiletry.

Another important intervention made by the Government of Botswana is the school feeding programme. This programme falls under the Ministry of Local Government and is administered by the Food Relief Services section of the Department of District Administration. According to the Deputy Director of District Administration - Food Relief Services, this programme was initiated subsequent to the realization that some pupils do not receive adequate, balanced meals from

their families, which hampers their development and concentration at school. The school feeding programme has been seen to attract children into attending school. Malnutrition and starvation, which normally result in frequent illnesses, would otherwise have prevented these children from attending school. "By improving and sustaining children's health the school feeding programme avoids frequent infections and ailments resulting from inadequate nutrients which could adversely affect student's attendance and performance rate" (MFDP, 1997b: 248). It has further been noted that school feeding programmes positively impact on students' learning by sustaining learners' concentration levels and time spent on tasks. Working on an empty stomach could mean that children would not have the energy and patience to listen in class and do school work. As such providing them with meals boosts their energy and interest in school.

The system of education that has distinctly targeted the poor and other previously marginalized groups such as women and the RADs is non-formal education. Its objectives as stipulated in National Development Plan 7 are to:

- Address the learning needs of poor urban and rural dwellers, with emphasis on women and girls, and non-sedentary remote area dwellers, who are not served by formal education;
- Enhance mobility between formal and non-formal education by establishing certification procedures between the two systems; and
- Expand non-formal activities beyond reading and numeracy to include extension materials and training for work and self-employment.

Non-formal education serves those individuals who missed out on primary education and those who dropped out of school. Because of poverty, some children end up dropping out of school to earn income and help sustain their families or to look after the young ones when the parents go to work. Some girls drop out of school because of pregnancy. This system of schooling therefore

caters for the needs of such children, as well as for those adults who, for some reason, were not able to have formal education.

### Strengths and Weaknesses

It is evident from the foregoing discussion that the Government of Botswana has made major strides in the expansion of basic education, thus enabling more Batswana to acquire basic human capabilities necessary for the alleviation of poverty. An improvement in the literacy rate bears testimony to this. According to the World Bank (2001), the adult illiteracy rate in Botswana stood at 27 percent for males and 22 percent for females in 1998. From these statistics it is evident that women are more literate than men. This could partly be explained by the fact that the Government has deliberately targeted women in non-formal education. According to the UNDP (1998), most of the illiterate in Botswana are older people, who were too old to benefit from the expansion of the education system, whereas relatively few young adults are illiterate.

As already indicated, the abolition of school fees at both primary and secondary school levels, coupled with the introduction of the school feeding programme, has been instrumental in ensuring access to basic education for the majority of Batswana. This has provided an incentive for children to enroll and stay at school, which would in the end enhance their earning capacities. This is so because educational attainment influences a person's chances of getting a job and earning income.

Most importantly, the targeting of women and the remote area dwellers for non-formal education shows that the Government of Botswana is committed to ensuring that women and the previously disadvantaged groups are lifted out of poverty. This is also in conformity with the commitment to poverty eradication set out in the Copenhagen Declaration, which calls on Governments to ensure full and equal access to social services, especially education and health-care services for women of all ages and children.

As is the case with many intervention measures, some weaknesses are noticeable in the education system of Botswana. While acknowledging that abolishing school fees has been an incentive for poorer families to enroll their children in school, it has been noted that some other costs like school uniform fees, pot fees, development fees, etc. still are a barrier for some families. It has been noted with regret that some school heads are strict in requiring that children who do not have school uniforms should go back home and only return when they have school uniforms, despite the fact that the Revised National Policy on Education does not allow for such treatment. Some children whose parents cannot afford to buy school uniforms, choose to stay at home on their own accord, maybe for fear of being laughed at by other children. This can therefore be an impediment to gaining educational achievement for children from poor families.

Another area that is of concern is the disparity in the provision of services that continues to exist between rural and urban areas. Urban areas are often at an advantage when it comes to being provided with facilities and human resource needs compared to rural areas. MFDP (1997) reports confirm this by noting that statistics show higher classroom shortages in rural areas. This results in children in rural areas performing badly in school examinations as classroom shortages adversely affect the quality of instruction. For example, if children are taught outside they are more easily distracted by wind, movement of people and cars, etc. than when they are taught inside a classroom.

However, as already pointed out, Government is trying its best to ensure equitable distribution of education facilities throughout the country. The problem of classroom shortages could be attributed to the failure of small contractors hired to do the job. These small contractors most often fail to complete the work on time, thus compounding classroom shortage, more especially in the rural areas. Some even misuse the funds they are given by council and could thus not afford to finish their work. At times, such contractors end up deserting their work without having paid their employees. This situation could further perpetuate

poverty. The author, who has worked in the districts, has seen evidence of this. Council staff has often reported this problem in meetings that the author has attended. In addition, the author, in her capacity as a mediator has also received complaints from employees whose employer has disappeared without having paid them. Such people are often directed to the Department of Labour to lodge their complaints.

The discussion on the provision of basic education in Botswana shows that the country is indeed implementing its education policy along the lines of the Copenhagen Declaration. Paragraph 37a of the Programme of Action of the World Summit for Social Development requires Governments to ensure access to social services for people living in poverty by establishing schools in unserved areas, providing social services such as meals and health care as incentives for families in poverty to keep children at school, and improving the quality of schools in low-income communities (United Nations, 1995). The foregoing discussions show that this is essentially what the Government of Botswana is doing.

#### 6.2.2.2 Basic Health

In addition to basic education, basic health also is very important in poverty alleviation. Investment in health, more especially preventive health, as it is often cheaper than curative health, has a very important role to play in the alleviation of poverty. Preventive health entails actions that ensure that the likely causes of ill health are actually stopped before they affect people. These include lack of access to health services, poor living conditions, contaminated water and lack of sanitation. Poverty often prevails in situations where these are poor. These actions include ensuring that people have access to health services and facilities that are adequately equipped with the necessary medical supplies and equipment and ensuring access to safe water, sanitation and healthy environments.

The Government of Botswana, whose vision has been the attainment of health for all by the year 2000 and beyond, has been working hard towards ensuring that all Batswana have access to basic health services. The Ministry of Health has been working in collaboration with local authorities in providing health services to the people. As in education, the Government of Botswana has been and is still working hard to ensure that all its citizens have access to basic health services. The population criterion is the main determining factor of what type of health facility to provide in an area. For example, mobile health stops and health posts are provided in low populated areas, whereas clinics are provided in areas with a population of 3 000 people and more. The other important criterion applied is the location factor, i.e. the remoteness or distance of a location from served areas.

The rapid expansion of public provision of social services has for many years played a leading role in Botswana's social and economic progress. The UNDP (1997:25) confirms this by noting that the "Government has steadily expanded social services to the point that nearly everyone has access to health services and safe water". The Primary Health Facilities Programme has been designed with the aim of making health services available and accessible to all in general and the rural communities in particular. Through this programme, the Primary Health Care system now operates a network of 209 clinics, 314 health posts and 687 mobile stops, as indicated in National Development Plan 8.

#### Health Education Programme

This programme was introduced with the main aim of increasing people's awareness of health issues. Through this programme, people are taught and encouraged to adopt good health and hygiene practices, which are instrumental for reducing the incidence of diseases and, thus, poverty. Health education is conducted with the help of Village Health Committees (VHCs) and Village Development Committees (VDCs). These committees work with people at the grassroots level. The role of these committees is to mobilize community

participation in health activities. They are instrumental in ensuring that villagers attend health education meetings in which they also identify public health problems and solutions to those they are able to resolve locally. Through these committees litter collecting campaigns and competitions are usually held. It can therefore be seen that, in addition to promoting good health, the Government has also encouraged participation in health.

#### Water and Sanitation

The provision of safe drinking water and sanitation is another way in which the Government promotes the health of its people. The World Bank (2001) indicates that in 1996, 100 percent of the urban population and 53 percent of the rural population in Botswana had access to improved water sources. This is a commendable achievement, even though it is clear that disparities between the urban and rural areas still exist. According to the reports of the study on poverty and poverty alleviation in Botswana, those who do not have access generally live in more western and remote parts of the country, where the cost of provision are excessive, relative to the number of people to be served. In such situations the local council usually serves the people through water bowsers. In recognition that the poor could not afford to connect water in their homes, the Government provides communal water free of charge. Public standpipes are provided for those people who do not have water in their homes.

With regard to sanitation, the Government has introduced the National Rural Sanitation Programme. This programme is aimed at promoting the use of pit latrines, as most people cannot afford flush toilets. Assistance under this programme has been provided on a subsidized self-help basis.

## Strengths and Weaknesses

The establishment of health services throughout the country has had an enormous impact on human survival and health (UNDP, 1997:38). In his response to issues raised by Members of Parliament during the discussion of the state of the nation address on the 28th November 2000, the Minister of Finance and Development Planning, Honourable B. Gaolathe, highlighted that currently about 85 percent of the rural population are within 15 kilometres of a health facility; infant mortality rate fell from 100 per 1000 in 1971 to 38.1 per 1000 in 1999; and life expectancy at birth rose from 47 in 1966 to 67 years in 1999 (albeit now threatened by the current HIV/AIDS scourge). These are indications of sustained improvements in the quality of life of the citizens of Botswana. This will, in turn, mean a reduction in poverty.

The notable problem is the disparity in the provision of services between the urban and rural areas. This is likely to exacerbate the problem of poverty in the rural areas. As a consequence, people will continue to migrate to urban areas with the knowledge that they will have access to social services, thus increasing the problem of rural-urban migration. The other problem that is likely to prevent the poor from making use of the health facilities is the P2 consultation fee to be paid by every adult who seeks medical assistance. Even though the poor are entitled to assistance even if they do not have P2, some may decide not to go to a health post when they are ill because they do not want to negotiate with the health workers for free consultation. At times, the behaviour of health workers discourages patients from even daring to seek assistance without the requisite fee.

### 6.2.3 Social Safety Nets

The last category of intervention that will be discussed is the provision of social safety nets. In addition to operating policies that support the livelihoods of citizens and providing social services, the Government of Botswana also provides social safety nets in order to help people withstand the effects of

poverty. The role of social safety nets is to “protect those who are genuinely unable to obtain a minimal standard of living through their own independent effort, and to assist and encourage them to be able to become self-reliant again” (MFDP, 1997a: 155). The existing social safety nets that will be discussed in this section are the Labour-Based Public Works Programme and the Destitute Policy.

#### 6.2.3.1 Labour-Based Public Works Programme (LBPWP)

The Labour-Based Public Works Programme consists of the Labour-Based Drought Relief Programme and the Labour-Based Road Programme. It goes without saying that the programme uses labour intensive methods, the reason being to create employment for the majority of the poor population. According to the MFDP (1997a: 11) the LBPWP has multiple objectives, which include infrastructure development and maintenance, employment creation using labour intensive technology, drought relief to supplement incomes in times of need, and promotion of self-help and long-term strategy for poverty alleviation. It can be seen from these objectives that the LBPWP encompasses most elements necessary for the alleviation of poverty. The two programmes under the LBPWP are discussed in detail below.

#### Labour-Based Drought Relief Programme (LBDRP)

This programme operates during drought years. Its main objective has been to provide a temporary supplement to rural incomes through wage employment for those more affected by drought. Because drought has been a regular phenomenon in the country, this programme has been in operation for a long time now. It has provided employment to a majority of rural area dwellers. Thereby the LBDRP has mitigated the worst effects of drought and, hence, poverty, by generating income for the poor. It is worth noting that this programme is specifically targeted at the poor. The programme is “estimated to have created an average 72 300 wage job opportunities during the worst drought years” (MFDP, 1997c: 12). The report further notes that women benefited most from the

scheme, accounting for 75 percent of the participants under the scheme during the last year of the programme.

Most important, this programme has encouraged community participation by involving the community in the selection and implementation of projects in their area. Village Development Committees and community leaders are called upon to identify and prioritize projects they want to undertake under this programme. As such kgotla meetings (public gatherings) in which community ideas are solicited are held beforehand. The requests brought before the local council, which is the implementing body of this programme, therefore come from the community itself. This process is good in that it promotes public participation and inculcates a spirit of cooperation as the people work together in identifying their needs. A number of infrastructure developments have been achieved through this programme. These include the construction of teacher's quarters and VDC houses, storerooms, kgotla shelters and kraals, bus shelters, and community halls.

#### Labour-Based Road Programme (LBRP)

The main objective of this programme is the improvement, construction and maintenance of district roads using labour-based methods. The other objective, which is related to poverty alleviation, is the maximization of employment opportunities. Like the Labour-Based Drought Relief Programme, this programme is also targeted at the poor. The programme is said to have facilitated the construction of more than 1 800 kilometres of rural roads to acceptable standards and also to have created between 2 500 and 3 000 semi-permanent jobs, which represent an estimated 3.3 percent of the rural labour force (MFDP, 1997c: 12).

#### Strengths and Weaknesses

The Labour-Based Public Works Programme has created employment for the majority of the poor people, thus helping them to withstand poverty. Most

important, the drought relief component of the programme helped people to survive the worst effects of drought, without which the majority of the rural population could have died from starvation. The programme provided security and protection to the poor people during the most critical times. Thus it is in conformity with what is advocated by the Copenhagen Declaration.

The construction of rural roads through the Labour-Based Road Programme also has a positive effect on poverty reduction in that it improves communication and access to economic centers and markets. Because of improved road condition, the link between rural and urban areas is maintained. The rural community can therefore easily access those services that have a bearing on improving their quality of life. In addition, good quality roads are likely to result in lower transportation costs for goods.

Even though these programmes provided cash earnings to the poor, respondents during the Rapid Poverty Profile exercise carried out by BIDPA when conducting the study on poverty and poverty alleviation in Botswana lamented that “earnings provide an important but insufficient source of income for cash strapped rural dwellers” (MFDP, 1997b: 324-5). Participants in the programme complain that the cash earnings from the programme are too low. Some have therefore complained that they are being exploited saying *le re bona bodiidi* (you see us being poor) in quoting the words of the Deputy Permanent Secretary in the Ministry of Local Government. They do not seem to understand that this programme is merely meant as a relief measure aimed at assisting them to escape poverty.

#### 6.2.3.2 Destitute Policy

The Destitute Policy was introduced in 1980 in order to address the plight of the poorest of the poor. This policy provides basic rations to assist those who are unable to work, usually the aged, disabled and infirm. The destitute are provided with a food basket worth P 216. Destitute children are also provided with school uniform and shoes. During drought years, people are registered as temporary

destitute under this policy. These are the people who have been forced into poverty by drought.

The Destitute Policy is implemented by the Social and Community Development (S&CD) Departments of the council. The S&CD staff is assisted in identifying destitute people by local councillors, social and welfare committees, village development associations, extension staff and other community representatives. These people advise destitute people to go and register with the local council. The S&CD staff do follow-up of those who are not able to come to register at the offices.

#### Strengths and Weaknesses

Through this programme, a number of people, more especially the elderly and the disabled, have been assisted to escape poverty or to withstand its effects. If it had not been for government intervention, most of these people could not have survived poverty. During an interview with the Chief Social Worker from the Division of Social Welfare, it was noted that most of the destitute are old people who cannot do anything to safeguard themselves against poverty. As such, they basically rely on Government for survival.

It was noted, however, that the Destitute Policy has loopholes. It became apparent from the interview that the definition of a destitute is not quite clear and is restrictive, which makes it difficult for social workers to cover all the truly destitute. In addition, the policy does not have a rehabilitative component. Social workers therefore do not have a clear guideline how to assist the poor to escape from poverty. It is important, however, to note that the policy is currently under review to address these loopholes.

## 6.2.4 Recent Developments

### 6.2.4.1 Old Age Pension Scheme

The scheme was introduced in 1996 in order to provide a means of survival for the elderly. The Old Age Pension Scheme is not means tested. The scheme covers all Batswana who are 65 years or older. Even though the scheme covers everybody in that age group, to someone who does not have anything, this programme could therefore be very useful. Old age pensioners receive an allowance of P129 per month.

### 6.2.4.2 World War II Veteran Allowance

This allowance was introduced in 1998. Eligible beneficiaries are those people who participated in the Second World War under the banner of the Bechuanaland Protectorate. In the case of deceased war veterans, the allowance is paid to their spouses or children under the age of 21. A sum of P 233 is paid to the beneficiaries.

### 6.2.4.3 Small, Micro and Medium Enterprise (SMME)

This scheme was introduced in 1999. It had the same objectives as the Financial Assistance Policy discussed above. Just like the FAP, SMME has been phased out and has been replaced by Citizen Entrepreneurial Development Agency.

### 6.2.4.4 National Strategy for Poverty alleviation

Currently, Botswana does not have an overarching framework for poverty reduction. However, preparations are on board for a national strategy for poverty reduction. The terms of reference for the envisaged consultancy on the formulation of the strategy have already been approved and funds have been sourced. The process is currently at the tendering stage.

## 6.2.5 Summary of Findings

This study has found that Botswana, being one of the signatories of the Copenhagen Declaration, is pursuing policies aimed at reducing poverty in the

country. Poverty alleviation strategies, however, date back to independence, when Botswana was among the poorest nations of the world. These policies have been reviewed regularly, resulting in some modifications aimed at benefiting the poor most. Some policies, like the FAP, ended up being phased out completely to pave the way for more relevant interventions. In addition to the review of existing policies, some new intervention measures were introduced, all being aimed at uplifting the poor. The discussion of these policies has shown that intervention measures are in line with what has been advocated by the Copenhagen Declaration.

From the interviews it is apparent that the respondents held the view that Government policies on poverty alleviation are well conceived and have good intentions. The policies are not doing badly in terms of achieving their objectives, as evidenced by the country's social indicators. However, all the respondents cited the problem of poor implementation as hampering progress in the achievement of poverty alleviation programmes. This problem is blamed on inadequate human resources. It was noted that officers are overstretched in that they are expected to cover a wide range of the population. However, the main cause of the problem is said to emanate from a lack of monitoring and evaluation. All respondents complained about lack of monitoring, which normally results in projects continuing for a long time, even though they are not achieving their objectives.

## **7 Conclusion and Recommendations**

### **7.1 Conclusion**

This study set out to establish the progress made by the Botswana Government in formulating and implementing poverty alleviation strategies as per the requirements of the Copenhagen Declaration. It concludes that the Government of Botswana has been working hard in trying to ensure that the commitments made at the World Summit translate into reality. This is shown by the Government's continued effort to review and strengthen existing policies, as well as in the formulation of new ones. All these actions are in line with the requirements of the Copenhagen Declaration. These policies and strategies have been aimed at improving the livelihoods of Botswana through employment creation, providing basic social services in order to enhance their human capabilities, as well as ensuring security and protection through social safety nets.

The policies indicate a conscious effort on the part of Government to improve living conditions for the vast majority of Botswana. Large numbers of people, more especially rural poor, have benefited from these interventions. Many have participated in the programmes that were specifically targeted at them. Some managed to withstand the effects of poverty by participating in those programmes.

Commendable about these interventions, is that they targeted the previously disadvantaged groups, particularly the aged, women and the RADs, a move that is advocated by the Copenhagen Declaration. It can therefore be concluded that the Government of Botswana is consciously working towards the attainment of poverty alleviation commitments set at the World Summit for Social Development. The Government has done much to mitigate the effects of poverty, even though greater efforts are still needed.

## 7.2 Recommendations

In view of the constraints noted in the report, the following recommendations are made:

- There is a need for a clear monitoring and evaluation system. Targets need to be set and time-bound objectives are required for measuring success.
- The employment of additional staff with the relevant qualifications in project monitoring is essential.
- Strategic planning is a necessary tool for the successful implementation of poverty intervention measures. A need therefore arises for the coordination and integration of all efforts geared towards advancing people's livelihoods.
- When formulating poverty intervention measures, programme formulators need to be specific about what is to be achieved, how and when. This requires clear guidelines as to what role each player should perform, and the expected time period in which the results should be expected.
- Investment in human capital has higher returns for the society and, hence, it is a necessary condition for the alleviation of poverty. This is the area which the country now has to focus on, as it has become evident that other areas are being dealt with satisfactorily.
- In view of the fact that the poor cannot readily make use of social services, the provision of such services should have a poverty focus. It should not be assumed that everybody would readily make use of these services once they are provided. The issue of the affordability of using such services should be taken into consideration.

- In order to ensure the inclusion of the poor in the decision-making process it is necessary to recognize and support those organizations that work with them in representing their interests. The efforts of such organizations have to be recognized and any kind of support necessary for encouraging such organizations to continue supporting the poor should be provided.
- Some problems with the Financial Assistance Policy have pointed to lack of entrepreneurial skills as a limiting factor. As such the incorporation of business management in the school curricula needs to be encouraged.
- Lastly, there is a need for extensive education to make people aware that they should not be passive recipients of government assistance. They should rather be active participants in issues that shape their lives. This comes after the realization that some of these policies are likely to exacerbate the dependency syndrome.

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## Appendix 1

Private Bag 443

Gaborone

18 June 2001

### **To Whom It May Concern**

#### **Appointment for an Interview**

I am a Masters student in Public Administration at the University of Stellenbosch specializing in Public Policy Analysis. I am currently doing a research on the topic "The Copenhagen Declaration: Poverty Alleviation in Botswana". The study is basically a policy systems analysis of the implementation of the Copenhagen Declaration in Botswana with particular reference to poverty alleviation. The research seeks to establish the progress made by the Botswana government in formulating and implementing poverty alleviation strategies as a way of bringing into effect its commitments to poverty alleviation made when signing the Copenhagen Declaration.

I am therefore requesting for an appointment in order for me to come and solicit information that could enable me to successfully write an informed study. I would be grateful if the interview could be considered for some time before the end of this month.

Looking forward to your positive response.

Yours Faithfully

Maipelo Chepete

## Appendix 2

### Questionnaire on Poverty Alleviation in Botswana

Name:

Designation:

Organisation:

Date:

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#### 1. Policies, Programmes and Strategies

- What are the policies, programmes or strategies that your organization is pursuing that are aimed at alleviating poverty?
- Are these policies, programmes or strategies achieving their intended objectives?
- What are the indicators of their success or failure?
- If they are not achieving their intended objectives, what are the reasons for their failure?
- What corrective action is being taken to ensure that they achieve their objectives?

## 2. Awareness of poverty alleviation programmes

- Are the intended beneficiaries aware of these programmes that are aimed at uplifting them from poverty?
- What is the level of participation of the poor people on these programmes?
- What mechanisms have you put in place to inform the beneficiaries of these programmes?
- Are the beneficiaries involved in the formulation and implementation of these programmes?

## 3. Resource Capacity

- How much effort in terms of human and financial resources is being put towards alleviating poverty?
- What are the constraints?

## 4. Suggestions on improvement

- According to your own perception, has the Government made major strides towards alleviating poverty?
- What in your view are the major challenges facing the Government towards alleviating poverty?

### Appendix 3: The Copenhagen Declaration

1. For the first time in history, at the invitation of the United Nations, we gather as heads of State and Government to recognize the significance of social development and human well-being for all and to give to these goals the highest priority both now and into the twenty-first century.
2. We acknowledge that the people of the world have shown in different ways an urgent need to address profound social problems, especially poverty, unemployment and social exclusion, that affect every country. It is our task to address both their underlying and structural causes and their distressing consequences in order to reduce uncertainty and insecurity in the life of people.
3. We acknowledge that our societies must respond more effectively to the material and spiritual needs of individuals, their families and the communities in which they live throughout our diverse countries and regions. We must do so not only as a matter of urgency but also as a matter of sustained and unshakeable commitment through the years ahead.
4. We are convinced that democracy and transparent and accountable governance and administration in all sectors of society are indispensable foundations for the realization of social and people-centred sustainable development.
5. We share the conviction that social development and social justice are indispensable for the achievement and maintenance of peace and security within and among our nations. In turn, social development and social justice cannot be attained in the absence of peace and security or in the absence of respect for all human rights and fundamental freedoms. This essential interdependence was recognized 50 years ago in the Charter of the United Nations and has since grown ever stronger.
6. We are deeply convinced that economic development, social development and environmental protection are interdependent and mutually reinforcing components of sustainable development, which is the framework for our efforts to achieve a higher quality of life for all people. Equitable social development that recognizes empowering the poor to utilize environmental resources sustainably is a necessary foundation for sustainable development. We also recognize that broad-based and sustained economic growth in the context of sustainable development is necessary to sustain social development and social justice.
7. We recognize, therefore, that social development is central to the needs and aspirations of people throughout the world and to the responsibilities of Governments and all sectors of civil society. We affirm that, in both economic and social terms, the most productive policies and investments are those that empower people to maximize their capacities, resources and opportunities. We acknowledge that social and economic development cannot be secured in a sustainable way without the full participation of women and that equality and equity between women and men is a priority for the international community and as such must be at the centre of economic and social development.
8. We acknowledge that people are at the centre of our concerns for sustainable development and that they are entitled to a healthy and productive life in harmony with the environment.
9. We gather here to commit ourselves, our Governments and our nations to enhancing social development throughout the world so that all men and women, especially those living in poverty, may exercise the rights, utilize the resources and share the responsibilities that enable them to lead satisfying lives and to contribute to the well-being of their families, their communities and humankind. To support and promote these efforts must be the overriding

goals of the international community, especially with respect to people suffering from poverty, unemployment and social exclusion.

10. We make this solemn commitment on the eve of the fiftieth anniversary of the United Nations, with a determination to capture the unique possibilities offered by the end of the cold war to promote social development and social justice. We reaffirm and are guided by the principles of the Charter of the United Nations and by agreements reached at relevant international conferences, including the World Summit for Children, held at New York in 1990; 1/ the United Nations Conference on Environment and Development, held at Rio de Janeiro in 1992; 2/ the World Conference on Human Rights, held at Vienna in 1993; 3/ the Global Conference on the Sustainable Development of Small Island Developing States, held at Bridgetown, Barbados in 1994; 4/ and the International Conference on Population and Development, held at Cairo in 1994. 5/ By this Summit we launch a new commitment to social development in each of our countries and a new era of international cooperation between Governments and peoples based on a spirit of partnership that puts the needs, rights and aspirations of people at the centre of our decisions and joint actions.

11. We gather here in Copenhagen in a Summit of hope, commitment and action. We gather with full awareness of the difficulty of the tasks that lie ahead but with a conviction that major progress can be achieved, must be achieved and will be achieved.

12. We commit ourselves to this Declaration and Programme of Action for enhancing social development and ensuring human well-being for all throughout the world now and into the twenty-first century. We invite all people in all countries and in all walks of life, as well as the international community, to join us in our common cause.

A. Current social situation and reasons for convening  
the Summit

13. We are witnessing in countries throughout the world the expansion of prosperity for some, unfortunately accompanied by an expansion of unspeakable poverty for others. This glaring contradiction is unacceptable and needs to be corrected through urgent actions.

14. Globalization, which is a consequence of increased human mobility, enhanced communications, greatly increased trade and capital flows, and technological developments, opens new opportunities for sustained economic growth and development of the world economy, particularly in developing countries. Globalization also permits countries to share experiences and to learn from one another's achievements and difficulties, and promotes a cross-fertilization of ideals, cultural values and aspirations. At the same time, the rapid processes of change and adjustment have been accompanied by intensified poverty, unemployment and social disintegration. Threats to human well-being, such as environmental risks, have also been globalized. Furthermore, the global transformations of the world economy are profoundly changing the parameters of social development in all countries. The challenge is how to manage these processes and threats so as to enhance their benefits and mitigate their negative effects upon people.

15. There has been progress in some areas of social and economic development:

(a) The global wealth of nations has multiplied sevenfold in the past 50 years and international trade has grown even more dramatically;

(b) Life expectancy, literacy and primary education, and access to basic health care, including family planning, have increased in the majority of countries and average infant mortality has been reduced, including in

developing countries;

(c) Democratic pluralism, democratic institutions and fundamental civil liberties have expanded. Decolonization efforts have achieved much progress, while the elimination of apartheid is a historic achievement.

16. Yet we recognize that far too many people, particularly women and children, are vulnerable to stress and deprivation. Poverty, unemployment and social disintegration too often result in isolation, marginalization and violence. The insecurity that many people, in particular vulnerable people, face about the future - their own and their children's - is intensifying:

(a) Within many societies, both in developed and developing countries, the gap between rich and poor has increased. Furthermore, despite the fact that some developing countries are growing rapidly the gap between developed and many developing countries, particularly the least developed countries, has widened;

(b) More than one billion people in the world live in abject poverty, most of whom go hungry every day. A large proportion, the majority of whom are women, have very limited access to income, resources, education, health care or nutrition, particularly in Africa and the least developed countries;

(c) There are also serious social problems of a different nature and magnitude in countries with economies in transition and countries experiencing fundamental political, economic and social transformations;

(d) The major cause of the continued deterioration of the global environment is the unsustainable pattern of consumption and production, particularly in industrialized countries, which is a matter of grave concern, aggravating poverty and imbalances;

(e) Continued growth in the world's population, its structure and distribution, and its relationship with poverty and social and gender inequality challenge the adaptive capacities of Governments, individuals, social institutions and the natural environment;

(f) Over 120 million people world wide are officially unemployed and many more are underemployed. Too many young people, including those with formal education, have little hope of finding productive work;

(g) More women than men live in absolute poverty and the imbalance continues to grow, with serious consequences for women and their children. Women carry a disproportionate share of the problems of coping with poverty, social, disintegration, unemployment, environmental degradation and the effects of war;

(h) One of the world's largest minorities, more than 1 in 10, are people with disabilities, who are too often forced into poverty, unemployment and social isolation. In addition, in all countries older persons may be particularly vulnerable to social exclusion, poverty and marginalization;

(i) Millions of people world wide are refugees or internally displaced persons. The tragic social consequences have a critical effect on the social stability and development of their home countries, their host countries and their respective regions.

17. While these problems are global in character and affect all countries, we clearly acknowledge that the situation of most developing countries, and particularly of Africa and the least developed countries, is critical and requires special attention and action. We also acknowledge that these countries, which are undergoing fundamental political, economic and social transformation, including countries in the process of consolidating peace and democracy, require the support of the international community.

18. Countries with economies in transition, which are also undergoing fundamental political, economic and social transformation, require the support of the international community as well.

19. Other countries that are undergoing fundamental political, economic and social transformation require the support of the international community as well.

20. The goals and objectives of social development require continuous efforts to reduce and eliminate major sources of social distress and instability for the family and for society. We pledge to place particular focus on and give priority attention to the fight against the world-wide conditions that pose severe threats to the health, safety, peace, security and well-being of our people. Among these conditions are chronic hunger; malnutrition; illicit drug problems; organized crime; corruption; foreign occupation; armed conflicts; illicit arms trafficking, terrorism, intolerance and incitement to racial, ethnic, religious and other hatreds; xenophobia; and endemic, communicable and chronic diseases. To this end, coordination and cooperation at the national level and especially at the regional and international levels should be further strengthened.

21. In this context, the negative impact on development of excessive military expenditures, the arms trade, and investment for arms production and acquisition must be addressed.

22. Communicable diseases constitute a serious health problem in all countries and are a major cause of death globally; in many cases, their incidence is increasing. These diseases are a hindrance to social development and are often the cause of poverty and social exclusion. The prevention, treatment and control of these diseases, covering a spectrum from tuberculosis and malaria to the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), must be given the highest priority.

23. We can continue to hold the trust of the people of the world only if we make their needs our priority. We know that poverty, lack of productive employment and social disintegration are an offence to human dignity. We also know that they are negatively reinforcing and represent a waste of human resources and a manifestation of ineffectiveness in the functioning of markets and economic and social institutions and processes.

24. Our challenge is to establish a people-centred framework for social development to guide us now and in the future, to build a culture of cooperation and partnership, and to respond to the immediate needs of those who are most affected by human distress. We are determined to meet this challenge and promote social development throughout the world.

#### B. Principles and goals

25. We heads of State and Government are committed to a political, economic, ethical and spiritual vision for social development that is based on human dignity, human rights, equality, respect, peace, democracy, mutual responsibility and cooperation, and full respect for the various religious and ethical values and cultural backgrounds of people. Accordingly, we will give the highest priority in national, regional and international policies and actions to the promotion of social progress, justice and the betterment of the human condition, based on full participation by all.

26. To this end, we will create a framework for action to:

(a) Place people at the centre of development and direct our economies to meet human needs more effectively;

(b) Fulfil our responsibility for present and future generations by ensuring equity among generations and protecting the integrity and sustainable use of our environment;

(c) Recognize that, while social development is a national responsibility, it cannot be successfully achieved without the collective commitment and efforts of the international community;

(d) Integrate economic, cultural and social policies so that they become mutually supportive, and acknowledge the interdependence of public and private spheres of activity;

(e) Recognize that the achievement of sustained social development requires sound, broadly based economic policies;

(f) Promote democracy, human dignity, social justice and solidarity at the national, regional and international levels; ensure tolerance, non-violence, pluralism and non-discrimination, with full respect for diversity within and among societies;

(g) Promote the equitable distribution of income and greater access to resources through equity and equality of opportunity for all;

(h) Recognize the family as the basic unit of society, and acknowledge that it plays a key role in social development and as such should be strengthened, with attention to the rights, capabilities and responsibilities of its members. In different cultural, political and social systems various forms of family exist. It is entitled to receive comprehensive protection and support;

(i) Ensure that disadvantaged and vulnerable persons and groups are included in social development, and that society acknowledges and responds to the consequences of disability by securing the legal rights of the individual and by making the physical and social environment accessible;

(j) Promote universal respect for, and observance and protection of, all human rights and fundamental freedoms for all, including the right to development; promote the effective exercise of rights and the discharge of responsibilities at all levels of society; promote equality and equity between women and men; protect the rights of children and youth; and promote the strengthening of social integration and civil society;

(k) Reaffirm the right of self-determination of all peoples, in particular of peoples under colonial or other forms of alien domination or foreign occupation, and the importance of the effective realization of this right, as enunciated, inter alia, in the Vienna Declaration and Programme of Action 3/ adopted at the World Conference on Human Rights;

(l) Support progress and security for people and communities whereby every member of society is enabled to satisfy his or her basic human needs and to realize his or her personal dignity, safety and creativity;

(m) Recognize and support indigenous people in their pursuit of economic and social development, with full respect for their identity, traditions, forms of social organization and cultural values;

(n) Underline the importance of transparent and accountable governance and administration in all public and private national and international institutions;

(o) Recognize that empowering people, particularly women, to strengthen their own capacities is a main objective of development and its principal resource. Empowerment requires the full participation of people in the formulation, implementation and evaluation of decisions determining the

functioning and well-being of our societies;

(p) Assert the universality of social development and outline a new and strengthened approach to social development, with a renewed impetus for international cooperation and partnership;

(q) Improve the possibility of older persons achieving a better life;

(r) Recognize that the new information technologies and new approaches to access to and use of technologies by people living in poverty can help in fulfilling social development goals; and therefore recognize the need to facilitate access to such technologies;

(s) Strengthen policies and programmes that improve, ensure and broaden the participation of women in all spheres of political, economic, social and cultural life, as equal partners, and improve their access to all resources needed for the full exercise of their fundamental rights;

(t) Create the political, legal, material and social conditions that allow for the voluntary repatriation of refugees in safety and dignity to their countries of origin, and the voluntary and safe return of internally displaced persons to their places of origin and their smooth reintegration into their societies;

(u) Emphasize the importance of the return of all prisoners of war, persons missing in action and hostages to their families, in accordance with international conventions, in order to reach full social development.

27. We acknowledge that it is the primary responsibility of States to attain these goals. We also acknowledge that these goals cannot be achieved by States alone. The international community, the United Nations, the multilateral financial institutions, all regional organizations and local authorities, and all actors of civil society need to positively contribute their own share of efforts and resources in order to reduce inequalities among people and narrow the gap between developed and developing countries in a global effort to reduce social tensions, and to create greater social and economic stability and security. Radical political, social and economic changes in the countries with economies in transition have been accompanied by a deterioration in their economic and social situation. We invite all people to express their personal commitment to enhancing the human condition through concrete actions in their own fields of activities and through assuming specific civic responsibilities.

#### C. Commitments

28. Our global drive for social development and the recommendations for action contained in the Programme of Action are made in a spirit of consensus and international cooperation, in full conformity with the purposes and principles of the Charter of the United Nations, recognizing that the formulation and implementation of strategies, policies, programmes and actions for social development are the responsibility of each country and should take into account the economic, social and environmental diversity of conditions in each country, with full respect for the various religious and ethical values, cultural backgrounds and philosophical convictions of its people, and in conformity with all human rights and fundamental freedoms. In this context, international cooperation is essential for the full implementation of social development programmes and actions.

29. On the basis of our common pursuit of social development, which aims at social justice, solidarity, harmony and equality within and among countries, with full respect for national sovereignty and territorial integrity, as well as policy objectives, development priorities and religious and cultural diversity, and full respect for all human rights and fundamental freedoms, we

launch a global drive for social progress and development embodied in the following commitments.

Commitment 1

-----  
We commit ourselves to creating an economic, political, social, cultural and legal environment that will enable people to achieve social development.

To this end, at the national level, we will:

(a) Provide a stable legal framework, in accordance with our constitutions, laws and procedures, and consistent with international law and obligations, which includes and promotes equality and equity between women and men, full respect for all human rights and fundamental freedoms and the rule of law, access to justice, the elimination of all forms of discrimination, transparent and accountable governance and administration and the encouragement of partnership with free and representative organizations of civil society;

(b) Create an enabling economic environment aimed at promoting more equitable access for all to income, resources and social services;

(c) Reinforce, as appropriate, the means and capacities for people to participate in the formulation and implementation of social and economic policies and programmes through decentralization, open management of public institutions and strengthening the abilities and opportunities of civil society and local communities to develop their own organizations, resources and activities;

(d) Reinforce peace by promoting tolerance, non-violence and respect for diversity, and by settling disputes by peaceful means;

(e) Promote dynamic, open, free markets, while recognizing the need to intervene in markets, to the extent necessary, to prevent or counteract market failure, promote stability and long-term investment, ensure fair competition and ethical conduct, and harmonize economic and social development, including the development and implementation of appropriate programmes that would entitle and enable people living in poverty and the disadvantaged, especially women, to participate fully and productively in the economy and society;

(f) Reaffirm, promote and strive to ensure the realization of the rights set out in relevant international instruments and declarations, such as the Universal Declaration of Human Rights, 6/ the Covenant on Economic, Social and Cultural Rights 7/ and the Declaration on the Right to Development, 8/ including those relating to education, food, shelter, employment, health and information, particularly in order to assist people living in poverty;

(g) Create the comprehensive conditions to allow for the voluntary repatriation of refugees in safety and dignity to their countries of origin, and the voluntary and safe return of internally displaced persons to their places of origin and their smooth reintegration into their societies.

At the international level, we will:

(h) Promote international peace and security and make and support all efforts to settle international disputes by peaceful means in accordance with the Charter of the United Nations;

(i) Strengthen international cooperation for achieving social development;

(j) Promote and implement policies to create a supportive external economic environment, through, inter alia, cooperation in the formulation and

implementation of macroeconomic policies, trade liberalization, mobilization and/or provision of new and additional financial resources that are both adequate and predictable and mobilized in a way that maximizes the availability of such resources for sustainable development, using all available funding sources and mechanisms, enhanced financial stability, and more equitable access of developing countries to global markets, productive investments and technologies and appropriate knowledge, with due consideration to the needs of countries with economies in transition;

(k) Strive to ensure that international agreements relating to trade, investment, technology, debt and official development assistance are implemented in a manner that promotes social development;

(l) Support, particularly through technical and financial cooperation, the efforts of developing countries to achieve rapid, broadly based sustainable development. Particular consideration should be given to the special needs of small island and land-locked developing countries and the least developed countries;

(m) Support, through appropriate international cooperation, the efforts of countries with economies in transition to achieve rapid broadly based sustainable development;

(n) Reaffirm and promote all human rights, which are universal, indivisible, interdependent and interrelated, including the right to development as a universal and inalienable right and an integral part of fundamental human rights, and strive to ensure that they are respected, protected and observed.

#### Commitment 2

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We commit ourselves to the goal of eradicating poverty in the world, through decisive national actions and international cooperation, as an ethical, social, political and economic imperative of humankind.

To this end, at the national level, in partnership with all actors of civil society and in the context of a multidimensional and integrated approach, we will:

(a) Formulate or strengthen, as a matter of urgency, and preferably by the year 1996, the International Year for the Eradication of Poverty, 9/ national policies and strategies geared to substantially reducing overall poverty in the shortest possible time, reducing inequalities and eradicating absolute poverty by a target date to be specified by each country in its national context;

(b) Focus our efforts and policies to address the root causes of poverty and to provide for the basic needs of all. These efforts should include the elimination of hunger and malnutrition; the provision of food security, education, employment and livelihood, primary health-care services including reproductive health care, safe drinking water and sanitation, and adequate shelter; and participation in social and cultural life. Special priority will be given to the needs and rights of women and children, who often bear the greatest burden of poverty, and to the needs of vulnerable and disadvantaged groups and persons;

(c) Ensure that people living in poverty have access to productive resources, including credit, land, education and training, technology, knowledge and information, as well as to public services, and participate in decision-making on a policy and regulatory environment that would enable them to benefit from expanding employment and economic opportunities;

(d) Develop and implement policies to ensure that all people have

adequate economic and social protection during unemployment, ill health, maternity, child-rearing, widowhood, disability and old age;

(e) Ensure that national budgets and policies are oriented, as necessary, to meeting basic needs, reducing inequalities and targeting poverty, as a strategic objective;

(f) Seek to reduce inequalities, increase opportunities and access to resources and income, and remove any political, legal, economic and social factors and constraints that foster and sustain inequality.

At the international level, we will:

(g) Strive to ensure that the international community and international organizations, particularly the multilateral financial institutions, assist developing countries and all countries in need in their efforts to achieve our overall goal of eradicating poverty and ensuring basic social protection;

(h) Encourage all international donors and multilateral development banks to support policies and programmes for the attainment, in a sustained manner, of the specific efforts of the developing countries and all countries in need relating to people-centred sustainable development and to meeting basic needs for all; to assess their existing programmes in consultation with the concerned developing countries to ensure the achievement of the agreed programme objectives; and to seek to ensure that their own policies and programmes will advance the attainment of agreed development goals that focus on meeting basic needs for all and eradicating absolute poverty. Efforts should be made to ensure that participation by the people concerned is an integral part of such programmes;

(i) Focus attention on and support the special needs of countries and regions in which there are substantial concentrations of people living in poverty, in particular in South Asia, and which therefore face serious difficulties in achieving social and economic development.

### Commitment 3

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We commit ourselves to promoting the goal of full employment as a basic priority of our economic and social policies, and to enabling all men and women to attain secure and sustainable livelihoods through freely chosen productive employment and work.

To this end, at the national level, we will:

(a) Put the creation of employment, the reduction of unemployment and the promotion of appropriately and adequately remunerated employment at the centre of strategies and policies of Governments, with full respect for workers' rights and with the participation of employers, workers and their respective organizations, giving special attention to the problems of structural, long-term unemployment and underemployment of youth, women, people with disabilities, and all other disadvantaged groups and individuals;

(b) Develop policies to expand work opportunities and productivity in both rural and urban sectors by achieving economic growth, investing in human resource development, promoting technologies that generate productive employment, and encouraging self-employment, entrepreneurship, and small and medium-sized enterprises;

(c) Improve access to land, credit, information, infrastructure and other productive resources for small and micro-enterprises, including those in the informal sector, with particular emphasis on the disadvantaged sectors of society;

(d) Develop policies to ensure that workers and employers have the education, information and training needed to adapt to changing economic conditions, technologies and labour markets;

(e) Explore innovative options for employment creation and seek new approaches to generating income and purchasing power;

(f) Foster policies that enable people to combine their paid work with their family responsibilities;

(g) Pay particular attention to women's access to employment, the protection of their position in the labour market and the promotion of equal treatment of women and men, in particular with respect to pay;

(h) Take due account of the importance of the informal sector in our employment development strategies with a view to increasing its contribution to the eradication of poverty and to social integration in developing countries, and to strengthening its linkages with the formal economy;

(i) Pursue the goal of ensuring quality jobs, and safeguard the basic rights and interests of workers and to this end, freely promote respect for relevant International Labour Organization conventions, including those on the prohibition of forced and child labour, the freedom of association, the right to organize and bargain collectively, and the principle of non-discrimination.

At the international level, we will:

(j) Ensure that migrant workers benefit from the protections provided by relevant national and international instruments, take concrete and effective measures against the exploitation of migrant workers, and encourage all countries to consider the ratification and full implementation of the relevant international instruments on migrant workers;

(k) Foster international cooperation in macroeconomic policies, liberalization of trade and investment so as to promote sustained economic growth and the creation of employment, and exchange experiences on successful policies and programmes aimed at increasing employment and reducing unemployment.

#### Commitment 4

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We commit ourselves to promoting social integration by fostering societies that are stable, safe and just and that are based on the promotion and protection of all human rights, as well as on non-discrimination, tolerance, respect for diversity, equality of opportunity, solidarity, security, and participation of all people, including disadvantaged and vulnerable groups and persons.

To this end, at the national level, we will:

(a) Promote respect for democracy, the rule of law, pluralism and diversity, tolerance and responsibility, non-violence and solidarity by encouraging educational systems, communication media and local communities and organizations to raise people's understanding and awareness of all aspects of social integration;

(b) Formulate or strengthen policies and strategies geared to the elimination of discrimination in all its forms and the achievement of social integration based on equality and respect for human dignity;

(c) Promote access for all to education, information, technology and know-how as essential means for enhancing communication and participation in civil, political, economic, social and cultural life, and ensure respect for

civil, political, economic, social and cultural rights;

(d) Ensure the protection and full integration into the economy and society of disadvantaged and vulnerable groups and persons;

(e) Formulate or strengthen measures to ensure respect for and protection of the human rights of migrants, migrant workers and their families, to eliminate the increasing acts of racism and xenophobia in sectors of many societies, and to promote greater harmony and tolerance in all societies;

(f) Recognize and respect the right of indigenous people to maintain and develop their identity, culture and interests, support their aspirations for social justice and provide an environment that enables them to participate in the social, economic and political life of their country;

(g) Foster the social protection and full integration into the economy and society of veterans, including veterans and victims of the Second World War and other wars;

(h) Acknowledge and encourage the contribution of people of all age groups as equally and vitally important for the building of a harmonious society, and foster dialogue between generations in all parts of society;

(i) Recognize and respect cultural, ethnic and religious diversity, promote and protect the rights of persons belonging to national, ethnic, religious or linguistic minorities, and take measures to facilitate their full participation in all aspects of the political, economic, social, religious and cultural life of their societies and in the economic progress and social development of their countries;

(j) Strengthen the ability of local communities and groups with common concerns to develop their own organizations and resources and to propose policies relating to social development, including through the activities of non-governmental organizations;

(k) Strengthen institutions that enhance social integration, recognizing the central role of the family and providing it with an environment that assures its protection and support. In different cultural, political and social systems, various forms of the family exist;

(l) Address the problems of crime, violence and illicit drugs as factors of social disintegration.

At the international level, we will:

(m) Encourage the ratification of, the avoidance as far as possible of the resort to reservations to, and the implementation of international instruments and adherence to internationally recognized declarations relevant to the elimination of discrimination and the promotion and protection of all human rights;

(n) Further enhance international mechanisms for the provision of humanitarian and financial assistance to refugees and host countries and promote appropriate shared responsibility;

(o) Promote international cooperation and partnership on the basis of equality, mutual respect and mutual benefit.

Commitment 5  
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We commit ourselves to promoting full respect for human dignity and to achieving equality and equity between women and men, and to recognizing and

enhancing the participation and leadership roles of women in political, civil, economic, social and cultural life and in development.

To this end, at the national level, we will:

(a) Promote changes in attitudes, structures, policies, laws and practices in order to eliminate all obstacles to human dignity, equality and equity in the family and in society, and promote full and equal participation of urban and rural women and women with disabilities in social, economic and political life, including in the formulation, implementation and follow-up of public policies and programmes;

(b) Establish structures, policies, objectives and measurable goals to ensure gender balance and equity in decision-making processes at all levels, broaden women's political, economic, social and cultural opportunities and independence, and support the empowerment of women, including through their various organizations, especially those of indigenous women, those at the grass-roots level, and those of poverty-stricken communities, including through affirmative action, where necessary, and also through measures to integrate a gender perspective in the design and implementation of economic and social policies;

(c) Promote full and equal access of women to literacy, education and training, and remove all obstacles to their access to credit and other productive resources and to their ability to buy, hold and sell property and land equally with men;

(d) Take appropriate measures to ensure, on the basis of equality of men and women, universal access to the widest range of health-care services, including those relating to reproductive health care, consistent with the Programme of Action of the International Conference on Population and Development; 5/

(e) Remove the remaining restrictions on women's rights to own land, inherit property or borrow money, and ensure women's equal right to work;

(f) Establish policies, objectives and goals that enhance the equality of status, welfare and opportunity of the girl child, especially in regard to health, nutrition, literacy and education, recognizing that gender discrimination starts at the earliest stages of life;

(g) Promote equal partnership between women and men in family and community life and society, emphasize the shared responsibility of men and women in the care of children and support for older family members, and emphasize men's shared responsibility and promote their active involvement in responsible parenthood and responsible sexual and reproductive behaviour;

(h) Take effective measures, including through the enactment and enforcement of laws, and implement policies to combat and eliminate all forms of discrimination, exploitation, abuse and violence against women and girl children, in accordance with relevant international instruments and declarations;

(i) Promote and protect the full and equal enjoyment by women of all human rights and fundamental freedoms;

(j) Formulate or strengthen policies and practices to ensure that women are enabled to participate fully in paid work and in employment through such measures as positive action, education, training, appropriate protection under labour legislation, and facilitating the provision of quality child care and other support services.

At the international level, we will:

(k) Promote and protect women's human rights and encourage the ratification of, if possible by the year 2000, the avoidance, as far as possible, of the resort to reservations to, and the implementation of the provisions of the Convention on the Elimination of All Forms of Discrimination against Women 10/ and other relevant instruments, as well as the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women, 11/ the Geneva Declaration for Rural Women, 12/ and the Programme of Action of the International Conference on Population and Development;

(l) Give specific attention to the preparations for the Fourth World Conference on Women, to be held at Beijing in September 1995, and to the implementation and follow-up of the conclusions of that Conference;

(m) Promote international cooperation to assist developing countries, at their request, in their efforts to achieve equality and equity and the empowerment of women;

(n) Devise suitable means to recognize and make visible the full extent of the work of women and all their contributions to the national economy, including contributions in the unremunerated and domestic sectors.

Commitment 6

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We commit ourselves to promoting and attaining the goals of universal and equitable access to quality education, the highest attainable standard of physical and mental health, and the access of all to primary health care, making particular efforts to rectify inequalities relating to social conditions and without distinction as to race, national origin, gender, age or disability; respecting and promoting our common and particular cultures; striving to strengthen the role of culture in development; preserving the essential bases of people-centred sustainable development; and contributing to the full development of human resources and to social development. The purpose of these activities is to eradicate poverty, promote full and productive employment and foster social integration.

To this end, at the national level, we will:

(a) Formulate and strengthen time-bound national strategies for the eradication of illiteracy and universalization of basic education, which includes early childhood education, primary education and education for the illiterate, in all communities, in particular for the introduction, if possible, of national languages in the educational system and by support of the various means of non-formal education, striving to attain the highest possible standard of learning;

(b) Emphasize lifelong learning by seeking to improve the quality of education to ensure that people of all ages are provided with useful knowledge, reasoning ability, skills, and the ethical and social values required to develop their full capacities in health and dignity and to participate fully in the social, economic and political process of development. In this regard, women and girls should be considered a priority group;

(c) Ensure that children, particularly girls, enjoy their rights and promote the exercise of those rights by making education, adequate nutrition and health care accessible to them, consistent with the Convention on the Rights of the Child, 13/ and recognizing the rights, duties and responsibilities of parents and other persons legally responsible for children;

(d) Take appropriate and affirmative steps to enable all children and adolescents to attend and complete school and to close the gender gap in primary, secondary, vocational and higher education;

(e) Ensure full and equal access to education for girls and women, recognizing that investing in women's education is the key element in achieving social equality, higher productivity and social returns in terms of health, lower infant mortality and the reduced need for high fertility;

(f) Ensure equal educational opportunities at all levels for children, youth and adults with disabilities, in integrated settings, taking full account of individual differences and situations;

(g) Recognize and support the right of indigenous people to education in a manner that is responsive to their specific needs, aspirations and cultures, and ensure their full access to health care;

(h) Develop specific educational policies, with gender perspective, and design appropriate mechanisms at all levels of society in order to accelerate the conversion of general and specific information available world wide into knowledge, and the conversion of that knowledge into creativity, increased productive capacity and active participation in society;

(i) Strengthen the links between labour market and education policies, realizing that education and vocational training are vital elements in job creation and in combating unemployment and social exclusion in our societies, and emphasize the role of higher education and scientific research in all plans of social development;

(j) Develop broad-based education programmes that promote and strengthen respect for all human rights and fundamental freedoms, including the right to development, promote the values of tolerance, responsibility and respect for the diversity and rights of others, and provide training in peaceful conflict resolution, in recognition of the United Nations Decade for Human Rights Education (1995-2005); 14/

(k) Focus on learning acquisition and outcome, broaden the means and scope of basic education, enhance the environment for learning and strengthen partnerships among Governments, non-governmental organizations, the private sector, local communities, religious groups and families to achieve the goal of education for all;

(l) Establish or strengthen both school-based and community-based health education programmes for children, adolescents and adults, with special attention to girls and women, on a whole range of health issues, as one of the prerequisites for social development, recognizing the rights, duties and responsibilities of parents and other persons legally responsible for children consistent with the Convention on the Rights of the Child;

(m) Expedite efforts to achieve the goals of national Health-for-All strategies, based on equality and social justice in line with the Alma-Ata Declaration on Primary Health Care, 15/ by developing or updating country action plans or programmes to ensure universal, non-discriminatory access to basic health services, including sanitation and drinking water, to protect health, and to promote nutrition education and preventive health programmes;

(n) Strive to ensure that persons with disabilities have access to rehabilitation and other independent living services and assistive technology to enable them to maximize their well-being, independence and full participation in society;

(o) Ensure an integrated and intersectoral approach so as to provide for the protection and promotion of health for all in economic and social development, taking cognizance of the health dimensions of policies in all sectors;

(p) Seek to attain the maternal and child health objectives, especially

the objectives of reducing child and maternal mortality, of the World Summit for Children, the United Nations Conference on Environment and Development and the International Conference on Population and Development;

(q) Strengthen national efforts to address more effectively the growing HIV/AIDS pandemic by providing necessary education and prevention services, working to ensure that appropriate care and support services are available and accessible to those affected by HIV/AIDS, and taking all necessary steps to eliminate every form of discrimination against and isolation of those living with HIV/AIDS;

(r) Promote, in all educational and health policies and programmes, environmental awareness, including awareness of unsustainable patterns of consumption and production.

At the international level, we will:

(s) Strive to ensure that international organizations, in particular the international financial institutions, support these objectives, integrating them into their policy programmes and operations as appropriate. This should be complemented by renewed bilateral and regional cooperation;

(t) Recognize the importance of the cultural dimension of development to ensure respect for cultural diversity and that of our common human cultural heritage. Creativity should be recognized and promoted;

(u) Request the specialized agencies, notably the United Nations Educational, Scientific and Cultural Organization and the World Health Organization, as well as other international organizations dedicated to the promotion of education, culture and health, to give greater emphasis to the overriding goals of eradicating poverty, promoting full and productive employment and fostering social integration;

(v) Strengthen intergovernmental organizations that utilize various forms of education to promote culture; disseminate information through education and communication media; help spread the use of technologies; and promote technical and professional training and scientific research;

(w) Provide support for stronger, better coordinated global actions against major diseases that take a heavy toll of human lives, such as malaria, tuberculosis, cholera, typhoid fever and HIV/AIDS; in this context, continue to support the joint and co-sponsored United Nations programme on HIV/AIDS; 16/

(x) Share knowledge, experience and expertise and enhance creativity, for example by promoting the transfer of technology, in the design and delivery of effective education, training and health programmes and policies, including substance-abuse awareness, prevention and rehabilitation programmes, which will result, inter alia, in endogenous capacity-building;

(y) Intensify and coordinate international support for education and health programmes based on respect for human dignity and focused on the protection of all women and children, especially against exploitation, trafficking and harmful practices, such as child prostitution, female genital mutilation and child marriages.

Commitment 7  
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We commit ourselves to accelerating the economic, social and human resource development of Africa and the least developed countries.

To this end, we will:

(a) Implement, at the national level, structural adjustment policies, which should include social development goals, as well as effective development strategies that establish a more favourable climate for trade and investment, give priority to human resource development and further promote the development of democratic institutions;

(b) Support the domestic efforts of Africa and the least developed countries to implement economic reforms, programmes to increase food security, and commodity diversification efforts through international cooperation, including South-South cooperation and technical and financial assistance, as well as trade and partnership;

(c) Find effective, development-oriented and durable solutions to external debt problems, through the immediate implementation of the terms of debt forgiveness agreed upon in the Paris Club in December 1994, which encompass debt reduction, including cancellation or other debt-relief measures; invite the international financial institutions to examine innovative approaches to assist low-income countries with a high proportion of multilateral debt, with a view to alleviating their debt burdens; and develop techniques of debt conversion applied to social development programmes and projects in conformity with Summit priorities. These actions should take into account the mid-term review of the United Nations New Agenda for the Development of Africa in the 1990s 17/ and the Programme of Action for the Least Developed Countries for the 1990s, 18/ and should be implemented as soon as possible;

(d) Ensure the implementation of the strategies and measures for the development of Africa decided by the international community, and support the reform efforts, development strategies and programmes decided by the African countries and the least developed countries;

(e) Increase official development assistance, both overall and for social programmes, and improve its impact, consistent with countries' economic circumstances and capacities to assist, and consistent with commitments in international agreements;

(f) Consider ratifying the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa, 19/ and support African countries in the implementation of urgent action to combat desertification and mitigate the effects of drought;

(g) Take all necessary measures to ensure that communicable diseases, particularly HIV/AIDS, malaria and tuberculosis, do not restrict or reverse the progress made in economic and social development.

Commitment 8

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We commit ourselves to ensuring that when structural adjustment programmes are agreed to they include social development goals, in particular eradicating poverty, promoting full and productive employment, and enhancing social integration.

To this end, at the national level, we will:

(a) Promote basic social programmes and expenditures, in particular those affecting the poor and the vulnerable segments of society, and protect them from budget reductions, while increasing the quality and effectiveness of social expenditures;

(b) Review the impact of structural adjustment programmes on social development, including, where appropriate, by means of gender-sensitive social impact assessments and other relevant methods, in order to develop policies to

reduce their negative effects and improve their positive impact; the cooperation of international financial institutions in the review could be requested by interested countries;

(c) Promote, in the countries with economies in transition, an integrated approach to the transformation process, addressing the social consequences of reforms and human resource development needs;

(d) Reinforce the social development components of all adjustment policies and programmes, including those resulting from the globalization of markets and rapid technological change, by designing policies to promote more equitable and enhanced access to income and resources;

(e) Ensure that women do not bear a disproportionate burden of the transitional costs of such processes.

At the international level, we will:

(f) Work to ensure that multilateral development banks and other donors complement adjustment lending with enhanced targeted social development investment lending;

(g) Strive to ensure that structural adjustment programmes respond to the economic and social conditions, concerns and needs of each country;

(h) Enlist the support and cooperation of regional and international organizations and the United Nations system, in particular the Bretton Woods institutions, in the design, social management and assessment of structural adjustment policies, and in implementing social development goals and integrating them into their policies, programmes and operations.

Commitment 9

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We commit ourselves to increasing significantly and/or utilizing more efficiently the resources allocated to social development in order to achieve the goals of the Summit through national action and regional and international cooperation.

To this end, at the national level, we will:

(a) Develop economic policies to promote and mobilize domestic savings and attract external resources for productive investment, and seek innovative sources of funding, both public and private, for social programmes, while ensuring their effective utilization;

(b) Implement macroeconomic and micro-economic policies to ensure sustained economic growth and sustainable development to support social development;

(c) Promote increased access to credit for small and micro-enterprises, including those in the informal sector, with particular emphasis on the disadvantaged sectors of society;

(d) Ensure that reliable statistics and statistical indicators are used to develop and assess social policies and programmes so that economic and social resources are used efficiently and effectively;

(e) Ensure that, in accordance with national priorities and policies, taxation systems are fair, progressive and economically efficient, cognizant of sustainable development concerns, and ensure effective collection of tax liabilities;

(f) In the budgetary process, ensure transparency and accountability in

the use of public resources, and give priority to providing and improving basic social services;

(g) Undertake to explore new ways of generating new public and private financial resources, inter alia, through the appropriate reduction of excessive military expenditures, including global military expenditures and the arms trade, and investments for arms production and acquisition, taking into consideration national security requirements, so as to allow possible allocation of additional funds for social and economic development;

(h) Utilize and develop fully the potential and contribution of cooperatives for the attainment of social development goals, in particular the eradication of poverty, the generation of full and productive employment, and the enhancement of social integration.

At the international level, we will:

(i) Seek to mobilize new and additional financial resources that are both adequate and predictable and are mobilized in a way that maximizes the availability of such resources and uses all available funding sources and mechanisms, inter alia, multilateral, bilateral and private sources, including on concessional and grant terms;

(j) Facilitate the flow to developing countries of international finance, technology and human skill in order to realize the objective of providing new and additional resources that are both adequate and predictable;

(k) Facilitate the flow of international finance, technology and human skill towards the countries with economies in transition;

(l) Strive for the fulfilment of the agreed target of 0.7 per cent of gross national product for overall official development assistance as soon as possible, and increase the share of funding for social development programmes, commensurate with the scope and scale of activities required to achieve the objectives and goals of the present Declaration and the Programme of Action of the Summit;

(m) Increase the flow of international resources to meet the needs of countries facing problems relating to refugees and displaced persons;

(n) Support South-South cooperation, which can take advantage of the experience of developing countries that have overcome similar difficulties;

(o) Ensure the urgent implementation of existing debt-relief agreements and negotiate further initiatives, in addition to existing ones, to alleviate the debts of the poorest and heavily indebted low-income countries at an early date, especially through more favourable terms of debt forgiveness, including application of the terms of debt forgiveness agreed upon in the Paris Club in December 1994, which encompass debt reduction, including cancellation or other debt-relief measures; where appropriate, these countries should be given a reduction of their bilateral official debt sufficient to enable them to exit from the rescheduling process and resume growth and development; invite the international financial institutions to examine innovative approaches to assist low-income countries with a high proportion of multilateral debt, with a view to alleviating their debt burdens; develop techniques of debt conversion applied to social development programmes and projects in conformity with Summit priorities;

(p) Fully implement the Final Act of the Uruguay Round of multilateral trade negotiations 20/ as scheduled, including the complementary provisions specified in the Marrakesh Agreement establishing the World Trade Organization, 20/ in recognition of the fact that broadly based growth in incomes, employment and trade are mutually reinforcing, taking into account the need to assist African countries and the least developed countries in

evaluating the impact of the implementation of the Final Act so that they can benefit fully;

(q) Monitor the impact of trade liberalization on the progress made in developing countries to meet basic human needs, giving particular attention to new initiatives to expand their access to international markets;

(r) Give attention to the needs of countries with economies in transition with respect to international cooperation and financial and technical assistance, stressing the need for the full integration of economies in transition into the world economy, in particular to improve market access for exports in accordance with multilateral trade rules, taking into account the needs of developing countries;

(s) Support United Nations development efforts by a substantial increase in resources for operational activities on a predictable, continuous and assured basis, commensurate with the increasing needs of developing countries, as stated in General Assembly resolution 47/199, and strengthen the capacity of the United Nations and the specialized agencies to fulfil their responsibilities in the implementation of the outcome of the World Summit for Social Development.

Commitment 10

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We commit ourselves to an improved and strengthened framework for international, regional and subregional cooperation for social development, in a spirit of partnership, through the United Nations and other multilateral institutions.

To this end, at the national level, we will:

(a) Adopt the appropriate measures and mechanisms for implementing and monitoring the outcome of the World Summit for Social Development, with the assistance, upon request, of the specialized agencies, programmes and regional commissions of the United Nations system, with broad participation of all sectors of civil society.

At the regional level, we will:

(b) Pursue such mechanisms and measures as are necessary and appropriate in particular regions or subregions. The regional commissions, in cooperation with regional intergovernmental organizations and banks, could convene, on a biennial basis, a meeting at a high political level to evaluate progress made towards fulfilling the outcome of the Summit, exchange views on their respective experiences and adopt appropriate measures. The regional commissions should report, through the appropriate mechanisms, to the Economic and Social Council on the outcome of such meetings.

At the international level, we will:

(c) Instruct our representatives to the organizations and bodies of the United Nations system, international development agencies and multilateral development banks to enlist the support and cooperation of these organizations and bodies to take appropriate and coordinated measures for continuous and sustained progress in attaining the goals and commitments agreed to by the Summit. The United Nations and the Bretton Woods institutions should establish regular and substantive dialogue, including at the field level, for more effective and efficient coordination of assistance for social development;

(d) Refrain from any unilateral measure not in accordance with international law and the Charter of the United Nations that creates obstacles to trade relations among States;

(e) Strengthen the structure, resources and processes of the Economic and Social Council and its subsidiary bodies, and other organizations within the United Nations system that are concerned with economic and social development;

(f) Request the Economic and Social Council to review and assess, on the basis of reports of national Governments, the regional commissions, relevant functional commissions and specialized agencies, progress made by the international community towards implementing the outcome of the World Summit for Social Development, and to report to the General Assembly, accordingly, for its appropriate consideration and action;

(g) Request the General Assembly to hold a special session in the year 2000 for an overall review and appraisal of the implementation of the outcome of the Summit and to consider further actions and initiatives.

#### Notes

1/ See First Call for Children (New York, United Nations Children's Fund, 1990).

2/ See Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigenda).

3/ See Report of the World Conference on Human Rights, Vienna, 14-25 June 1993 (A/CONF.157/24 (Part I)).

4/ See Report of the Global Conference on the Sustainable Development of Small Island Developing States, Bridgetown, Barbados, 25 April-6 May 1994 (United Nations publication, Sales No. E.94.I.18 and corrigenda).

5/ See Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (A/CONF.171/13 and Add.1).

6/ General Assembly resolution 217 A (III).

7/ General Assembly resolution 2200 A (XXI), annex.

8/ General Assembly resolution 41/128, annex.

9/ See General Assembly resolution 48/183.

10/ General Assembly resolution 34/180, annex.

11/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publication, Sales No. E.85.IV.10), chap. I, sect. A.

12/ A/47/308, annex.

13/ General Assembly resolution 44/25, annex.

14/ See General Assembly resolution 49/184.

15/ See Report of the International Conference on Primary Health Care, Alma-Ata, Kazakhstan, 6-12 September 1978 (Geneva, World Health Organization, 1978).

16/ See Economic and Social Council resolution 1994/24.