BOTSWANA
(formerly Bechuanaland Protectorate)

prepared by G. Savage
IDRC

005883

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OTTAWA
September, 1972
HISTORY

In 1885 the territory was declared to be within the sphere of British influence, and in 1889 it was included in the sphere of the British South Africa Company, but was never administered by the Company. In 1890 a Resident Commissioner was appointed, and in 1895, on the annexation of the Bechuanaland to the Cape of Good Hope, the British Government was in favour of transferring the Protectorate to the British South Africa Company, but the three important Chiefs of the Bakwena, Bangwaketse and the Bamangwato protested against the proposal and an agreement with the United Kingdom that their country should remain a British Protectorate if they ceded a strip of land on the eastern side of the country for railway construction - blatant British gun boat diplomacy - which was constructed in 1896-97.

On September 30th, 1966 the Bechuanaland Protectorate became independent under the name of the Republic of Botswana. The Capital and Seat of Government is Gaborone.

CONSTITUTION AND GOVERNMENT

The Constitution of Botswana is based on the constitution which came into effect in March, 1965, with some minor alterations. The executive rests with the President of the Republic, who is responsible to the National Assembly. The National Assembly consists of 36 members (31 elected by universal suffrage, 4 specially elected, and the Attorney-General ex-officio). The results of the second general election since independence on October 18th, 1969, were 24 Botswana Democratic Party, 3 Botswana People's Party and 3 Botswana National Front; 1 seat to the Botswana Independence Party.
There is also an Upper House of Chiefs, ostensibly to rubber stamp the legislations of the National Assembly. It consists of the Chiefs of the 8 principal tribes, as ex-officio members, and 4 members elected by and from among the sub-chiefs in 4 remaining districts.

President: Sir Seretse Khama, M.B.E.
Vice President and Minister of Finance and Development Planning: The Hon. Dr. Q.K.J. Masire
Minister of State in the Office of the President: The Hon. (with responsibility for External Affairs, information and broadcasting)
Minister of Health, Labour and Home Affairs: M.P.K. Nwako
Minister of Education: Benjamin C. Thema
Minister of Agriculture: M.P. K. Nwako
Minister of Works and Communications: J.G. Haskins
Minister of Commerce, Industry and Water Affairs: M.K. Segokgo
Minister of Local Government and Lands: E.M.K. Kgabo
Assistant Minister to the President: Daniel Kwelagobe

LAND AREA AND POPULATION

Area: 272,000 square miles Population: 648,000 (1970)

Botswana is bounded by the Molopa River on the south and the Zambezi on the north, and extending from the Transvaal Province and Rhodesia on the east to south-west Africa on the west. Botswana, on the whole is a huge plateau 3,280 feet high. The well irrigated section in the east, provides the most fertile area. In the southwest the region between the Molope and Nosop, is the vast Kalahari desert which extends over the whole of the west and centre of the country. In the northeast is the huge Makarikari marshlands, comprising the Okavango Swamps and the Makgadikgadi salt pans.

The most important tribes are: (1) Bamagwato (2) Bakgatla (3) Bangwaketse (4) Batawana (5) Bamalete (6) Batlokwa (7) Barolong

The main business centres are: Lobatsi (10,000) Gaborone (14,000) Francistown (13,000). The largest towns are: Kanye (37,000) Serowe (37,000) Molepolole (32,000) and Mochudi (19,000).
CLIMATE

Botswana's climate is almost completely sub-tropical, except in the north, which is in the tropics. It varies according to latitude and altitude. In the winter, from August onwards, a seasonal dry wind from the Atlantic blows dust and sand from the Kalahari into the interior. The rainy season is from October to April.

LANGUAGE

English is the official language. Setswana is the most common dialect.

RELIGION

Roman Catholics and Protestants, but the vast majority of the population follow the beliefs of their forbears.

CURRENCY

Botswana is a member of the Rand Currency Area
1 Rand = 100 cents = US $1.40

THE ECONOMY 1970-71

Botswana continued to make satisfactory progress in 1970-71. Good rainfall in the latter part of 1970 and in January 1970 relieved the drought conditions which were threatening the all-important livestock industry. Botswana's mineral resources experienced mixed fortunes in 1970-71. The diamond deposits at Orapa being mined by De Beers Consolidated Mines Ltd. are now in full production, whilst the copper-nickel mines at Selebi-Pikwe are developing slowly, despite the problems being encountered in the negotiations to raise the necessary development finance. Though problems still exist in the development of the mines, the supply of the essential infrastructure: roads, rail, dams, etc., are guaranteed by the International
Bank for Reconstruction and Development, and Canadian and United States Governments agreeing in principle to lend Botswana $58.5 million for mines development.

In November, 1971 the Minister of Finance and Development Planning, Dr. Masire, presented in the National Assembly, Botswana's third Development Plan since independence for 1970-75. The Plan lays stress on rural development. The Plan envisages a wide range of services, facilities and institutions through which people in the rural areas will be encouraged to improve their standard through self-reliance. (A new empty panacea for more work less pay)

The higher receipts from the Customs Agreements (between Botswana, Lesotho, Swaziland and South Africa) have made available extra revenue. On the other hand, Botswana's economy is greatly influenced by trends in the South African economy. The upward inflationary trend in South Africa has spread to Botswana, where the retail price index rose from 98.1 in December, 1969 to 102.9 by March, 1970. Also, the high interest rates currently ruling in South Africa have had their effect in Botswana, and public utility charges, rents for houses and shops have risen to enable the higher servicing costs of loans to be met.

A major problem that affected Botswana's economy was the increase in Sales Duty announced by the South African Government in February, 1970 and again in February, 1971; as Botswana is practically obliged to maintain identical tariffs to those in South Africa, similar increases were therefore made in Botswana thereby adding to the cost of living. A side benefit from this was the increase in revenue collections for the Customs Area as a whole of about R 50 million, which will give Botswana an additional surplus of some R 400,000 in the fiscal year 1972-73.
Figures for Botswana's external trade have shown large increases since 1967 due partly as a result of overall development programmes, and partly because of more rigid statistical accounting. But 1969 proved no exception, with imports rising by 30 per cent and export by 73 per cent, though the 1967 figures for exports were extremely low. Imports totalled R 30.8 millions in 1969, while exports amounted to R 13.1 million, leaving a trade deficit of R 17.7 million.

From the above one can assume that imports were higher in 1969 because of the development in mining and the general increase in business activity throughout Botswana. In 1971, however, the trend continued but the diamond sales in the latter half of 1971 helped to reduce the trade deficit.
Beef sales are still Botswana's largest single export, and in 1969 accounted for over R 8.5 million of the total export figure of R 13.1 million. Sales of carcasses to South Africa were almost the same in 1969 and 1970, due to drought conditions, and higher slaughtering led to reduced earnings. However, increased exports to the United Kingdom compensated for reduction of purchases from South Africa. Sales to Zambia were also less: 6,433 carcasses (1970) as against 13,070 carcasses (1969). However, Switzerland, Hong Kong, Greece and Ghana made substantial purchases, especially to Hong Kong now that the authorities in Hong Kong have approved Botswana as a source of goat, beef and meat products.

Botswana's trade deficit is financed in three ways. First, receipts of Botswana working in South Africa contribute about R 1 million per annum; second, budgetary and development aid for 1971-72 is estimated at R 21 million. Third, the Customs Union receipts have significantly been estimated at R 12.5 million 1971/72 compared to R 4.6 million 1969-70, R 8.5 million 1970-71, and R 1.4 million 1968-69. In fact, the agreed figure for 1971-72 is based on Botswana's imports up to March, 1972. There is no doubt, therefore, that for 1971-72 Botswana, theoretically, would have a trade deficit of some R 27 million (after taking into account some R 3 million for debt servicing). However, since most of the capital inflow is for expenditure on salaries and services rather than for payments of imports, it will be necessary to reduce the trade gap further. In addition to these sources of finance, there are private schemes which involve a large portion of contractor finance; the two principal examples of this are the diamond mines at Orapa and the copper-nickel mines at Selebi-Pikwe.
On the international monetary field, Botswana received in January, 1971 a second allocation of Special Drawing Rights, amounting to $500,000 (R 357,000). During 1970, as part of the general increase in I.M.F. quotas, Botswana received $2 million, bringing the total Botswana have received from the I.M.F. to $5 million. The statutory 25 per cent gold content required by I.M.F. for the quota was provided by the United Kingdom. Botswana reserves with I.M.F. are now in excess of some $1.6 million.

FOREIGN TRADE (R million)

<table>
<thead>
<tr>
<th>Year</th>
<th>Exports</th>
<th>Imports</th>
<th>Balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1966</td>
<td>10.8</td>
<td>18.8</td>
<td>-8.0</td>
</tr>
<tr>
<td>1967</td>
<td>9.2</td>
<td>22.4</td>
<td>-13.2</td>
</tr>
<tr>
<td>1968</td>
<td>7.5</td>
<td>23.2</td>
<td>-15.7</td>
</tr>
<tr>
<td>1969</td>
<td>13.1</td>
<td>30.8</td>
<td>-17.7</td>
</tr>
</tbody>
</table>

PUBLIC FINANCE

The 1970-71 recurrent estimates were balanced originally at R 15.7 million, but during the financial year it was quite evident that the increased issue of game licences and the tremendous increase in diamond royalties, resulting from the expansion of production at De Beers Consolidated Mines at Orapa resulted in higher revenue figures. But although revenue amounted to R 16.2 million (an increase of R 0.5 million) it became necessary for supplementary provisions of R 1.3 million to be requested, plus a further R 1.1 million to cover expenses involved in reorganizing some government departments. The largest item that led to the Supplementary Budget was R 0.8 million to meet the salary increase for Civil Servants. Again, because of the drought conditions that persisted during 1969-70, R 179,000 was for famine relief and R 192,000 for the Department of Water Affairs.
In 1971-72 the estimates are balanced at R 19.7 million. Revenue is to be derived from three sources: (1) R 16.1 million from domestic sources (2) R 0.7 million from United Kingdom Grants and loans and (3) R 2.9 million from United Kingdom grant-in-aid. The largest single increase is in the receipts from Customs and Excise/Sale Duty - up from R 4.6 million 1970-71 to R 8.287 million. Of the increase of R 4 million in the expenditure estimates R 1.4 is for salary increases and for the creation of 450 new posts, R 300,000 for the University of Botswana, Lesotho and Swaziland. However, a major significant contribution to the overall increase in expenditure is the extra R 155,313 on the Public Debt - a reflection of the increased cost of borrowing.

With increased revenue from the Customs Agreement and from royalties from mining operations, the United Kingdom grant-in-aid will be reduced under the terms of the aid agreement with the United Kingdom. Accordingly, Botswana will receive this year 1971-72 R 2,913,000 compared with R 4,285,000 in 1970-71.

The Development Fund was estimated to have had a surplus of R 1.2 million as of April 1st, 1971, which is a very large increase over the 1970 surplus of R 94,000. This was achieved by a substantial excess of income over expenditure. The estimate for 1971-72 again allows for a surplus of R 51,000 which should leave a balance of R 1.2 million for this financial year 1971-72.
### ESTIMATED DEVELOPMENT FUND REVENUE AND EXPENDITURE 1971-72

<table>
<thead>
<tr>
<th>RECEIPTS</th>
<th>EXPENDITURE</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Kingdom</td>
<td>Agriculture</td>
</tr>
<tr>
<td>2,758,083</td>
<td>1,031,070</td>
</tr>
<tr>
<td>Oxfam</td>
<td>Commerce, Industry &amp; Water</td>
</tr>
<tr>
<td>32,120</td>
<td>2,504,160</td>
</tr>
<tr>
<td>Freedom from Hunger Campaign</td>
<td>Finance &amp; Development Planning</td>
</tr>
<tr>
<td>5,650</td>
<td>11,775,685</td>
</tr>
<tr>
<td>Other Government grants and loans</td>
<td>Education</td>
</tr>
<tr>
<td>1,070,241</td>
<td>1,284,307</td>
</tr>
<tr>
<td>13,500,000</td>
<td>756,440</td>
</tr>
<tr>
<td>Other Grants and donations</td>
<td>Local Government &amp; Lands</td>
</tr>
<tr>
<td>103,500</td>
<td>494,301</td>
</tr>
<tr>
<td>Non United Kingdom Loans</td>
<td>Works and Communications</td>
</tr>
<tr>
<td>10,000</td>
<td>5,517,272</td>
</tr>
<tr>
<td>Sale of Produce</td>
<td>Office of the President</td>
</tr>
<tr>
<td>51,000</td>
<td>185,382</td>
</tr>
<tr>
<td>Bond issue</td>
<td>Less anticipated Savings on U.K. Projects</td>
</tr>
<tr>
<td>1,566,000</td>
<td>2,681,617</td>
</tr>
<tr>
<td>Finance to be negotiated</td>
<td>Plus estimated surplus</td>
</tr>
<tr>
<td>1,821,206</td>
<td>51,000</td>
</tr>
<tr>
<td><strong>R 20,918,000</strong></td>
<td><strong>R 20,918,000</strong></td>
</tr>
</tbody>
</table>

Source: Estimates of Revenue and Expenditure for the Development Fund 1971-72
FINANCIAL INSTITUTIONS

Major developments in Botswana's financial structure were the establishment of the National Housing Corporation and the United Building Society. It is hoped that the building society will be able to collect "local savings" for channelling into house purchases. The National Housing Corporation is operating a scheme for low-cost housing for rental or purchase in Gabononef.

The Commercial banks have greatly expanded their business. The returns show that total deposits rose from R 13.0 million in March, 1969 to R 20.1 million in March, 1970; and advances for the same period rose from R 6.6 million to R 10.1 million. Botswana belongs to the South African monetary area. The currency used is the Rand (1 Rand = $1.40). Banks: National Development Bank, which is state-owned, Barclay's Bank DCO and Standard Bank Limited.

JUSTICE

The Botswana Court of Appeal succeeded the Court of Appeal for Basutoland, Bechuanaland and Swaziland, which was established in 1954. It has jurisdiction in respect of criminal and civil appeals emanating from the High Court of Botswana. Further appeals lie in certain circumstances to the Judicial Committee of the Privy Council in England.

The High Court of Botswana succeeded the High Court of Bechuanaland, which was established in 1938. It has jurisdiction in all criminal and civil causes and proceedings. Subordinate Courts and African courts are in each of the 12 administrative districts. In fact, African courts are presided over by traditional Chiefs, capable of dealing with all offences committed, except those punishable by death or life imprisonment.
POLITICAL PARTIES

There are four parties: Botswana Democratic Party in power; Botswana People's Party, the Opposition Party; Botswana Independence Party; and the Botswana National Front.

TRADE UNIONS

The General Workers Organization, Workers Union and Trades Union Congress have their headquarters in Francistown.

LOCAL GOVERNMENT

There are nine district councils, five of these are placed under the leadership of Chiefs and the other four under the authority of representatives elected by the electorate. In addition to district councils, there are town councils at Francistown, Gaborone, and Lobatsi.

ARMED FORCES

Botswana has no army, but has a small police force, consisting of 82 Officers, 73 Non-commissioned Officers, and 600 other ranks.

INFORMATION

Radio

One 10 kw. transmitter at Gaborone, Radio Botswana: seven hours of transmission daily in English and Setswana; 5,000 radios, but no television.

Press

"Daily News": pro-government - 4,000 and 2,000 copies in English and Setswana respectively. Weekly: "Mafeking Mail and Botswana Guardian" published in English and Setswana. Monthly: "Kutlwano": pro-government; 7,500 copies; "Masa" the paper of the Botswana Party; "Puo Pae" published by the Botswana National Front; and "Therisa e" published by the Botswana Democratic Party.
EDUCATION

School attendance rate: about 50% of children of school age receive Primary and Secondary education.

Primary (1968) 252 schools, with 78,000 pupils
Secondary (1967) 2,250 pupils

Teaching personnel: Primary - 1,713 Secondary - 142

PUBLIC HEALTH

Medical facilities: 10 hospitals, 13 health centres, 83 dispensaries

Personnel: 21 doctors (one doctor per 27,500 inhabitants)
2 pharmacists, 182 nurses

AGRICULTURE

Drought conditions in 1971 seriously affected the livestock industry, which is a major earner of foreign currency. 167,000 cattle were slaughtered in 1971. To help lessen the effects of the drought, the Government established a Drought Relief Committee, and the Botswana Meat Commission gave priority to application for quotas from producers in the drought-stricken areas.

The other important agricultural produce 1970-71:

<table>
<thead>
<tr>
<th>Crop</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sorghum</td>
<td>33,500</td>
</tr>
<tr>
<td>Maize</td>
<td>20,000</td>
</tr>
<tr>
<td>Millet</td>
<td>7,500</td>
</tr>
</tbody>
</table>

Another major problem facing the agricultural sector is that of uncontrolled grazing and overstocking. Cattle is still regarded as a measure of wealth in most areas of Botswana. To help combat this problem, the Botswana Government is preparing legislation to protect and conserve agricultural resources, and the Central Marketing Commission (a Statutory body) is investigating the feasibility of setting up an agricultural marketing board which
would organize price stabilization policies.

In 1967 the number of cattle: 1,104,722; goats: 716,600; sheep: 218,346; poultry: 119,049.

INDUSTRY AND MINING

By far the most important industry in cash terms is the mining industry. During 1970-71 544,006 carats were mined at Orapa diamond mines, and production capacity is now 8,000 tons of diamond bearing ground a day. The Orapa mines represent the largest single investment in Botswana to date, amounting to R 21.5 and contribute an important amount of revenue to the Government.

The problem of water supply has been solved with the completion of the Mopipi dam and a pump station to carry water from the Botletle River to the mine.

Another important mining development is the arrangement now being completed between the Botswana Government and an international consortium to exploit the copper-nickel deposits at Selebi-Pikwe.

The finance for the project was estimated in 1970 at $100 million (R 71.4 million) but had risen to R 86.5 million by July 1971. So far, no agreements have been signed due to some problems raised by the World Bank i.e. the World Bank insistence on certain guarantees from the parties involved to cover the infrastructure loan i.e. roads, rail, dams, etc., to the Botswana Government.

Botswana's other mineral is the manganese mines at Kanye, which have been in operation since 1967. The mines produce 7,000 tons of manganese dioxide per month, which is exported to uranium plants, battery manufacturers and ferroy alloy producers. Production of manganese was 24,769 short tons in 1969, all of which was exported valued at R 365,247.
DEVELOPMENT

The Shashe complex is the most important single item in Botswana's Development Plan 1970-75, accounting for R 35.5 million. It consists of a dam on the Shashe River, yielding 7.9 million gallons per day with trunk water mains to Selebi-Pikwe, Shashe Siding and Francistown, a 45 MW power station at Selebi-Pikwe, a gravel road and railway from Serule to Selebi-Pikwe and a 350-bed hospital at Francistown.

Most of the finance of the Shashe complex is to be provided by the World Bank; $32 million to be repaid over 29 years, the United States Agency for International Development, a loan of $6.5 million over 40 years and the Canadian International Development Agency a loan of $19.5 million over 50 years.

In the current financial year 1971-72, the Development Fund has allowed for capital expenditure of R 20.87 million, of which over half is to be spent on the Shashe complex. In order to lessen Botswana's dependence of her exports through Rhodesia and South Africa, the U.S. Agency for International Development made a grant of R 607,000 to cover the cost of survey, design and estimate of the Nata-Kazungula road to Zambia. This road is expected to be completed by 1974, which will allow the Sua Pan soda ash deposits to be exported to Zambia and Zaire.

COMMUNICATIONS

Roads (1968) There are approximately 3,125 miles of roads, of which 50% are macadamized.

Railways (1968) A single railway, linking the cape to Rhodesia some 394 miles.

Traffic (1968) 406,744 tons; passengers carried 397,453.
Airports

The two main airports are at Francistown and Botswana Airways runs a service to South Africa.

Traffic - freight 2,990 tons; passengers 80,018

Telecommunications

Automatic telephone system operational in Gaberone, Lobatse and Francistown.

LOANS AND CREDITS

IDA is contributing $1.65 million in a joint project with Sweden on a $5.4 million project for the establishment and expansion of 69 large breeding and fattening ranches and sheep farms. Botswana has agreed to open up unoccupied land, raise the value of livestock exports and increase the income of some 4,000 farmers.

For the construction of the 50-mile Gaberones-Lobatse highway, which will serve a third of the country's population, IDA is financing $2 million of the $6.5 million project with Sweden. This is a tremendously important project, which is in line with Botswana's livestock improvement scheme.

Table 6 shows the total approved Bank Loans and IDA Credit, 1971-72, and Table 7 shows the projects on which these loans are to be used.

TABLE 6  APPROVED BANK LOANS AND IDA CREDITS 1971-72 (U.S. $MILLION)*

<table>
<thead>
<tr>
<th>Bank Loans</th>
<th>IDA Credits</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>Amount</td>
<td>Number</td>
</tr>
<tr>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
</tbody>
</table>

### TABLE 7
**APPROVED BANK LOANS AND IDA CREDITS 1971-72**

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Bank</th>
<th>IDA</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>For Agriculture</td>
<td>1.7</td>
<td>1.7</td>
<td>3.7</td>
</tr>
<tr>
<td>Roads</td>
<td>2.0</td>
<td>2.0</td>
<td>3.7</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3.7</strong></td>
<td><strong>3.7</strong></td>
<td><strong>3.7</strong></td>
</tr>
</tbody>
</table>

*Source: World Bank and IDA Annual Report June, 1972*

Sweden's loan to Botswana for 1971-72 is estimated at $7.25 million. The breakdown of this figure is not known, i.e. what amount is for purchases of goods in Sweden, nor the amount for technical assistance. However, the following tables show the size of loans and credits Botswana will be receiving during the current financial year.

### TABLE 8
**EXTERNAL PUBLIC DEBT OUTSTANDING OF 80 DEVELOPING COUNTRIES (US $MILLIONS)**

<table>
<thead>
<tr>
<th></th>
<th>Disbursed Only</th>
<th>Bilateral Official</th>
<th>Multi Lateral Suppliers</th>
<th>Banks</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFRICA TOTAL</td>
<td>7,625.5</td>
<td>10,693.5</td>
<td>6,052.4</td>
<td>2,011.3</td>
<td>1,207.9</td>
</tr>
<tr>
<td>BOTSWANA</td>
<td>12.4</td>
<td>13.3</td>
<td>5.7</td>
<td>6.1</td>
<td>0.6</td>
</tr>
</tbody>
</table>

### TABLE 9
**SERVICE PAYMENTS ON EXTERNAL PUBLIC DEBT AS PERCENTAGE OF EXPORTS OF GOODS AND SERVICES 1965-1970**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>BOTSWANA</td>
<td>3.5</td>
<td>3.3</td>
<td>5.4</td>
<td>6.7</td>
<td>3.3</td>
<td>2.7</td>
</tr>
</tbody>
</table>

### TABLE 10

<table>
<thead>
<tr>
<th></th>
<th>Loans Received</th>
<th>Grants Received</th>
<th><strong>GRANT ELEMENT (%)</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Loans</td>
<td>Loans and Grants</td>
<td></td>
</tr>
<tr>
<td>1965 to 1967</td>
<td>1.0</td>
<td>13.1</td>
<td>47</td>
</tr>
<tr>
<td>1968 to 1970</td>
<td>1.5</td>
<td>13.8</td>
<td>70</td>
</tr>
</tbody>
</table>

OUTLOOK

Botswana is undoubtedly undergoing a tremendous change. Botswana is a member of the United Nations, the Organization of African Unity, the International Monetary Fund and the World Bank.

On the economic front, Botswana is in the process of benefiting from her mineral deposits. The 1970-75 Development Plan is primarily geared to the improvement of the rural sector by improving water supplies and expansion of agriculture. On the whole, the prospects are good, and should ensure an economically viable future for the country as a whole.

GAS/ch
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