

# An Assessment of the Evolution of the Public Sector in Botswana

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## ABSTRACT

The Botswana public service started in the pre-colonial era with its administration operated from Mafikeng in South Africa. After independence, the administration moved to Gaborone. The management of the public service evolved steadily throughout the last 50 years from being led predominately by white expatriates to a Botswana lead public service as it exists in 2016. As the Public service evolved, the government introduced public sector reforms in an effort to improve service delivery. This paper looks at the evolution of the public service, starting from the pre-colonial era to the current times. A staged approach is used to describe these eras. Pre-colonial rule and administration was dominated by chiefs whose powers were reduced as Resident Commissioners took over. The second stage comprises of the early independence era and lastly the paper looks at the contemporary public service and reflects on how it will evolve in the next fifty years.

**Key words:** Evolution, Botswana, Public Sector, Administration, Colonial, Reforms

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## INTRODUCTION

The gaining of independence from Britain in Botswana was met with jubilation and ululations. This was so because Botswana could breathe a sigh of relief from impending annexures by the Boers after the famous three chiefs being, Tshekedi Khama III of Bangwato, Kgosi Sebele I of Bakwena and Bathoen I of Bangwaketse sought protection from the British Queen (Khama, nd; Mafela, 2010) (affectionately referred to as Mmamosadinyana). This paper traces the development of the public sector in Botswana from pre-colonial administration to the fiftieth independent era and also envisages the next fifty years of independence. Some of the questions that need to be answered are: how was the Botswana public sector administered before independence? How did public sector administration change immediately after independence and what is the currently outlook of public sector administration during the fiftieth (50<sup>th</sup>) anniversary of independence? How would the Botswana public sector look like in the next fifty years?

## RESEARCH OBJECTIVES

The main objective of this paper is to trace the evolution of the Botswana public service from pre-independence to the time Botswana reached their fiftieth independence milestone in

2016. The paper also tries to predict how the next fifty years will look like as a comparative measure to the current realities and also to predict the possible changes that would happen in the public sector.

## **RESEARCH METHODOLOGY**

The methodology used for this paper is desktop research methodology. This method involves searching for information through various means such as internet, organisational reports, the press, books, publications and others (Brynard, Hanekom & Brynard, 2014; Cavana, Delahaye & Sekaran, 2001; Burns and Bush, 2000). The information is then collated and analysed by the researcher. The methodology according to Burns and Bush (2000:167) has the following advantages and disadvantages. The advantages are that data can be obtained quickly, its cheap, is usually available and it enhances existing primary data. The disadvantages are that there could be a “mismatch of the units of measurements, differing definitions to classify data, the timelines of the secondary data, and the lack of information need to assess the credibility of the data reported”. The paper follows a staged approach where year’s corresponding to the past leaders rule are used as hallmarks for discussions.

## **EVOLUTION OF THE PUBLIC SECTOR IN BOTSWANA (1885-2015)**

The evolution of the Botswana Public service can be traced as far back as 1885 when Botswana was declared a protectorate by the then Queen of England which continued up to 1966 when Botswana finally got its independence. That constituted a whopping 81 years of foreign rule (Sharp & Fisher, 2005; Parson, 1984; Maundeni, 2012). During the course of this elongated rule, the country, then called Bechuanaland, was neglected in terms of development because “Britain did not have immediate economic interests” (Somolekae 1998:21). According to Sedler (2011:51), “for various motives, British colonial rule was “light”. British administration did not directly interfere with pre-existing Tswana institutions”. The main reason for protecting the country was mainly to protect British interests in the colonies under their control from being annexed by the Boers in Transvaal (South Africa) and the Germans in South West Africa (currently Namibia) (Seidler, 2011). The Bechuanaland Protectorate government’s administrative centre, popularly known as the “Capital”, was located at the Imperial Reserve in Mafikeng, South Africa during the colonial era (Dale, 1974). The civil service then was dominated by white settlers, whom in the mid-1960s with the advent of independence were offered the choice of either becoming temporary civil servants, subject to localization by Botswana citizens; or they themselves could become Batswana and join the then small cadre of permanent and pensionable civil servants (Parson, 1984). Since then, the public sector in relation to governance of the republic of Botswana has evolved to be inclusive of the modern day liberal democratic requirements.

The following section will give an in-depth chronological analysis of how the public service has evolved over time. It will argue that, pre-colonial institutions have remained important after independence and that there exists a clear continuity between post-colonial political leaders and pre-colonial rulers, as traditional patterns of public administration set up

have influenced the nature of the postcolonial state itself. An attempt will be made to assess why the post-independence government managed to make a smooth transition to include well-learned and capable Batswana into the public service. The paper will also draw into public sector reforms that have now become part and parcel of the modernized public sector in Botswana.

### **PERSPECTIVES ON EVOLUTION OF PUBLIC ADMINISTRATION**

With regards to public administration (service), several authors such as Max Webber (1921/1968) and Frederick Taylor (1911) came up with different theories of how to manage organizations and employees at work. Max Webber, a German Sociologist, advocated for a theory of bureaucracy which had six components or principles such as a formal hierarchical structure, management by rules, organization by functional specialty, and employment based on technical qualifications (Wren, 2009). According to Webber (1921), all organisations were supposed to have reporting structure that shows all lines of reporting (organisational chart). Rules were supposed to lead employees and management on how to run the organisation. Each person was to have their own unique function in an organisation (hierarchy) and that people were to be employed based on their qualifications (rational legal authority). Taylor (propounded the theory of scientific management which advocated for scientifically designing of jobs through time and motion studies, providing incentive schemes which allowed hard workers to be paid more and management responsibility to plan, supervise and control employees while Henri Fayol (1949) came up with the 14 principles of management and the five elements of management such as planning, organising, commanding, coordinating control and others commonly known as scientific management movement (Waldo, 1955).

The common theme among these classical theorists is that organisations should be managed with rules and regulations, division of labour, clear organisational structure, equity and order. One must understand that this was during the era of the industrial revolution and that employees were to be paid their dues for the labour provided to organisations. The theories explained above all come from the western world in the late 1800 and early 1900 and one must acknowledge that the theorist were the most literate compared to other societies in less developed countries.

### **PRE-COLONIAL ADMINISTRATION AND INSTITUTIONS (1885-1965)**

Until independence in 1966, the British Empire restrained its involvement and purely administered the Protectorate by using indirect rule that did not exert too much political influence and that did not involve institution building. Sandler (2011: 55) notes that, “pre-colonial tribal power structures remained mainly untouched”. This shows that Batswana then had their own way of governing their societies commonly now known as bureaucracy as expounded by Weber and others in the Western concept. Tswana cultural norms that created informal institutions such as the *Kgotla* (traditional court) were gradually adapted under British rule and then successfully integrated into the modern state of Botswana. British rule of the Protectorate was indirect, perhaps owing to the fact that they chose Mafikeng as their center of administration. Colonial administration remained minute and had little interaction with the

colonial indigenous population. The only form of contact they had with the *merafe* (the village people), were through the chiefs during consultations relative to policies that governed the Protectorate.

Another interesting factor to note is that at first, the new colonial administration allowed the Chiefs to keep their institutional powers over their people including the fused judicial, legislative and executive functions. The provision of public services was governed by the hierarchy of chiefs, sub chiefs or the headmen in the area. Colonial district commissioners worked solely with the chiefs, who benefited personally from their position as intermediaries between the colonial world and the local population. The administration of the Protectorate was under the direct control of the British High Commissioner in Pretoria who appointed the Resident Commissioner for the Bechuanaland Protectorate (Parsons, 1988).

Tswana political institutions such as the *kgotla* (customary court), remained platforms for consultations with the tribes and were the basic interconnecting link between the *dikgosi* (chiefs), the tribe and the colonial administrators. However, *dikgosi's* powers were slightly altered during the colonial period as the atmosphere and relationship between the colonial administrators and the chiefs reached points of uncertainty because of the creation of the District Councils which took over some the functions of chiefs therefore removing chiefs from policy making and administrative Structures (Parson, 1984).

Seidler (2010) points out that the *dikgosi* still presided over tribal courts at the *kgotla*, but severe cases (e.g. murder) were brought before British administration. From 1919 onwards, colonial administration also acted as a court of appeal to other verdicts of tribal courts. The positions and strengths of the *kgotla* and *dikgosi* have weakened and strengthened with the changing times of the colonial era. Provision of public services was strengthened through the *kgotla* in that, the colonial administration turned to it in order to reach out to the people and introduce various policies. It was through the platform of the *kgotla* that the tribe had an increased propensity to directly participate in decision making.

According to Mgadla and Campbell (1989:50), "in 1891, the British administration promulgated an Order in Council authorizing the high commissioner for the protectorate, to legislate for Bechuanaland by proclamation". This inherently gave the High Commissioner power to overrule and even punish uncooperative *dikgosi*. In essence, the *dikgosi* had lee-way to also oppose innovations or interventions of the colonial government that interfered with tribal matters. Contrary to the tribal leaders' attempts to resist the colonial administration's new powers, by 1910, the leaders no longer had any significant powers. Many decision making powers including those of mining concessions and cases of murder, were transferred to the colonial administration.

Holm and Molutsi (1988), highlight that a major change in policy making occurred in 1920, with the establishment of the Native Advisory Council. They argue that this was an attempt by the central government to increasingly acquire more authority to initiate social change. The council was composed of *dikgosi* (Chiefs) and councilors and lacked a form of popular representation in that those elected to the council were chosen without consultation with the general tribe. The sudden hoarding of power by the British administration brought tension between *dikgosi* and the commissioners, resulting in an inadequate system of consultation with the general populace.

By 1934, *dikgosi* were brought back into the consultation process. As Mgadla and Campbell (1989: 56) point out that, “this preservation of the *dikgotla* as part of the policy making process at the local level probably helped to insure their persistence into the post-colonial period”. Traditional rulers became dependent on the state for official recognition, served as facilitators for the implementation of policy, particularly in the rural areas. In this sense, their role within Botswana was re-invented and chiefs became agents of the government at the grass-roots level. This paper highly contends that the basic foundational principles of the *kgotla*, and the legitimacy accorded to it by *merafe* (tribes men), made it strong enough to resist attempts by the colonial administration to disempower the institution.

### **INDEPENDENCE ERA PUBLIC SERVICE (1966-1986)**

Immediately after gaining independence from Britain, Botswana and its leadership introduced reform programs to address two specific issues: developing a local base of skilled labour, and increasing the countries productivity of both its private and public sector. This era coincided with the rule of the first President of Botswana, Sir Seretse Khama (BDP: nd) who lamented the total lack of infrastructural development in the country:

The basic physical and social infrastructure was sadly deficient. If not almost totally lacking. Roads and telecommunications, water and power supplies were totally inadequate to provide a base for industrial development. Most importantly of all the colonial Government failed to recognize the need to educate and train our people so they could run their own country. Not one single secondary school was completed by the colonial government during the seventy years of British rule. Nor did we inherit any properly equipped institutions for vocational training even at the lowest level of artisan skills. The administration had at its disposal only the most rudimentary information on our national resources. The country was largely unmapped (Khama, 1970: 2-3).

Taylor (2005), asserts that Botswana’s success as a developmental state is located in a professional bureaucracy that has conducted and implemented policy-making efficiently. During this time, Botswana then known as Bechuanaland, started importing and using the principles of management from Fayol, Weber and other management gurus to improve their service delivery.

### **National Development Plans**

The centerpiece of the state’s development efforts since the inception of the first National Development Plan (NDP) from 1968 to 1973 has been to raise the standards of living of the population of Botswana. The NDP have been developed along a six year programme and they guided the development of the country. Mid-term reviews have been adopted to gauge the progress of the development and also to allow new more urgent developments to be undertaken. From 1996 Vision 2016 (Visions 2016, 1997), has been used to augment the NDPs on a longer term basis. The development plans form a blue print for the Botswana Vision which IS currently being revised to go up to 2036. The Presidential Task Force headed by Mr Neo

Moroka has been formed to develop the new long term vision up to 2036 which will serve as a the new platform for national development.

### **The Public Service**

The culture and arrangement that has presided over Botswana's civil service has been driven by the notion that the politicians reign (have political power) and the state bureaucrats rule (have administrative power). The country has invested in an effective and competent bureaucracy that has been able to guide policy, implement and monitor policy whilst not mirroring itself and the country in over-expenditure and other pitfalls associated with a large number of bureaucracies, particularly in Africa.

### **Expatriate Led Administration**

It is important to note that expatriates were retained after the end of the colonial era in order to help train a local but competent and educated civil service. Because of the lack of education afforded to local Batswana under the colonial period, this transition was necessary (Parson, 1979). The leaders then were very careful not to rush the exit of experienced public servants and this has proven why the country went on to achieve remarkable strides in its development. Taylor (2005), notes that the local cadre of bureaucrats therefore underwent a period of tutelage and learning that has enabled them to gradually—and smoothly—take over the running of the country through training and localization policies.

Acemoglu, Johnson and Robinson (2003), interjects to argue that the BDP resisted all calls to 'indigenize' the bureaucracy until suitably qualified Batswana were available. Thus, they kept in place expatriate workers and freely used international advisers and consultants. In his first speech as President, Sir Seretse Khama announced that "My Government is deeply conscious of the dangers inherent in localizing the public service too quickly. Precipitate or reckless action in this field could have disastrous effects on the whole programme of services and development of the Government," quoted in Parsons, Henderson and Tlou (1995: 253). According to Taylor (2005: 51)

the autonomous bureaucracy, in coalition with the ruling Botswana Democratic Party has succeeded through its technocratic priorities of growth and stability (at the expense of participation and equity), in establishing a solvent enough state which is able to deliver public goods (roads, schools, watering facilities, clinics etc.) on a non-tribal, non-regional basis, so as to ensure that the minimum requirements of joint-ness of supply and non- excludability are met.

Priority was placed in ensuring that the state was seen as neutral, not as an ethnic body. According to Maundeni (2012: 10), "Botswana has maintained a strong and relatively autonomous and effective bureaucracy by insulating the planning bureaucrats from societal pressure, employing expatriates and by targeting the training of locals". This it can be argued that the embedded autonomy of the bureaucracy and diverse ministries have thus served

Botswana well, cushioning policy from special-interest lobbying, though perhaps at a cost of the democratic accountability of the bureaucracy.

### **Transformation or Transition to Botswana Bureaucratic administration**

As the inevitable wave of independence drew close, championed by a different and well educated caliber of Botswana leaders, the reformation process of Tswana political institutions started to replace the local chiefs' patrimonial rule with democratic processes. Civil servants and early politicians gained valuable practice in various councils and administrative departments. The process which developed Botswana's political institutions from its colonial framework began with the disempowerment of the chiefs towards the end of the colonial period. The first step was the creation of elected district councils to administer former tribal areas in 1966 (Parson 1984). At this point, the chiefs were invited to act as ex-officio chairpersons within the district councils which governed the territories occupied by their respective tribes. At the same time, the Chieftainship Act of 1965 formalized the chiefs' traditional powers. This act explicitly confirmed their judicial powers in customary courts, their right over stray cattle, and their authority to regulate tribal affairs, their right to convene kgotla meetings, the power to allocate land, and many other rights. The power to recognize, appoint and suspend the chiefs was transferred to the president (Parson 1984; Picard 1985). After the chiefs had agreed to this formalization of their rights and powers, these were gradually eroded in a series of legal acts. In 1968, for example, the Tribal Land Act transferred the right to allocate land which was formerly the customary right of the chiefs to the newly established land boards (Adams et al. 2003: 3). Similarly, most of the chiefs' other rights such as revenue collection were transferred to local government and tax authorities. Finally, the chiefs were removed as ex-officio chairpersons in the district councils (Parson 1984: 43-44 and Picard 1985: 66).

There were prevailing conditions that facilitated the surprisingly peaceful transformation from patrimonial rule to bureaucratic administration. This was peaceful because it wasn't met with much resistance as the propensity of societal buy-in increased with the call for democratization championed by locals such as Seretse Khama. As Seidler (2010: 25) argues, "The chiefs' disempowerment was eased by Seretse Khama himself being the chief of the country's largest tribe." His legitimacy and credibility as a learned leader quickly gained unquestioned compliance from the chiefs and the tribes.

It is remarkable that Botswana's leadership did not give in to political temptation to quickly replace expatriate civil servants by local civil servants (Taylor, 2003). Despite public pressure, localization was gradual and enabled Seretse Khama and his successors to enable an organic skills transfer process through the localization policy.

### **MODERNISING THE PUBLIC SERVICE (1987-2008)**

This era started during the presidency of Sir Ketumile Masire (1980-1998) who is longest serving president in Botswana but also covers the time when Gontebanye Mogae (1998-2008) was a president. In order to set a workable path, development and progress of the civil service needed to occur within a clearly set out framework, lest we operate in a vacuum

(Somolekae, 1998). Washington and Hackers (2009: 2) also point out that during this era, “over-arching vision for social-economic and political development took flight and later culminated in the document Vision 2016.” This section wishes to highlight that National Development Plans (NDP’s) and reform initiatives have all been adapted and housed under the context of Vision 2016. Taylor (2002) notes that, the realization of the state’s development efforts have been through National Development Plans (NDPs). The establishment of these NDPs led to the creation of a technical document, drafted by experts and then approved by elected representatives, to serve as the blueprint for government policy.

As governance issues and challenges slowly evolved, institutional frameworks for the Public Sector led to the establishment of bodies such as the Directorate of Public Service Management; ministries and independent departments; parastatal organizations; Department of Local Government Service Management (DLGSM), in the case of the Ministry of Local Government; and the Teaching Service Management (TSM), quasi-governmental organizations and government agencies, many of which were created or established through Acts of Parliament.

The existence of parastatal organizations was premised on the need to provide goods and services, in the telecommunication, power, water and transport sector which Central Government was not well placed to provide. These allowed government to hold and own a percentage stake of the parastatal organization. During NDP 8, Government also passed a Privatization Policy, which resulted in the creation of the Public Enterprises Evaluation and Privatization Agency (PEEPA) whose objective was “to enhance and improve the efficiency of public enterprises”. (National Development Plan 9: 364). These institutions have represented channels through which modern management practices were introduced in the Public Sector by way of building the capacity of the public officers in management and administrative skills. The demands and challenges of the public service were extremely different from those of the pre-colonial or post-independence era.

The (1990s) coincided with the emergence of the New Public Management initiatives which emphasized that private sector reforms could be adopted and used in the public sector in order to enhance efficiency. There was a substantial need for serious Public Service Reform Programmes which later on included the Performance Management System (PMS); Work Improvement Teams (WITS); Computerized Personnel Management System (CPMS); Organization and Methods (O&M); Privatization; Performance Based Reward System (PBRs); Parallel Progression; Scarce Skills; Job evaluation; Localization; and Decentralization (Washington & Hacker, 2009).

WITs was designed to detect and solve problems through team work, resulting from implementation of policies and programs. PMS “was intended to facilitate the introduction and management of change in ministries and departments, as well as instill a culture of managing performance and producing results as expected by the nation”(National Development Plan 9 (2003: 366). Accountability and addressing the needs and demands of the nation in the interests of service provision was part of a broader narrative. Reforms such as the Performance Management System (PMS) helped ministries and departments to define their future and design how to reach the desired destination.

In 1997, the Directorate of Public Service Management embarked on the computerization of all the personnel records and posts in the Public Service through the

Computerization of Personnel Management System (CPMS). Each Human Resource Officer in government now has a Personal Computer (PC) connected via the Government Data Network (GDN) to the Computerized Personnel Management System. It was imperative to move towards the age of convenient service provision by adapting and quickly jumping onto the technology wagon. Reforms such as the Performance Based Reward System (PBRS) linked individual employees' performances to rewards so as to facilitate retention of good officers, encourage good performance, and discourage poor or non-performance (Hope, 1999; Mpabanga, 2009). This creates an unavoidable incentive that compelled each public servant to maximize more on reputable service provision.

Maundeni (2012: 26) argues that in the early 2000s, "old chiefdoms were being carved into sub districts". The Botswana state created administrative institutions to compete with the old and to help modernize the administrative and political systems. Post-colonial Botswana created numerous functional-directed institutions that were independent of each other, divided into civil servants controlled by a central government minister and into elected boards controlled by the civilian leadership of the district or hereditary leaders. This witnessed a shift towards establishments of land boards in order to administer tribal land; district commissioners were created to deal with central government staff at the district level, marriages, and coordinate rural development and; district councilors were created to democratize the local politics, local infrastructure development and to run services such as education and health.

#### **THE FOUR D'S PUBLIC SERVICE (2008-ONWARDS)**

The year 2008 ushered in a new president Lieutenant General Dr Seretse Khama Ian Khama who was "catapulted from the army into the post of vice-president by President Mogae amid grumbles from senior party officials who considered themselves better qualified for the post" (African Success, 2016). In his inaugural speech President Khama introduced his road map of Four Ds. These Four Ds are Democracy, Development, Dignity and Discipline. President Khama would later add the fifth D of Delivery (Gaotlhobogwe, 2009). As a former Army General, people's opinions were divided on the Ds. In terms of Democracy, the president said that democracy is the "cornerstone of good governance and prudent economic management". According to him, it 'guarantees human rights, the rule of law, accountability and basic freedoms'. As for the second D of Development it "refers to improving the standard of living of Batswana". Government has to engage the private sector to ensure investment in Botswana's economic development. The third D for Dignity means that people should not live undignified lives where they do not have shelter are of poor health and live with domestic abuse. The fourth D is the principle of Discipline. The president envisaged a society that must have discipline in all aspects of their lives – social and work related (Rapaport, 2008).

A year later at a rally in Old Naledi, the President introduced the fifth D for Delivery by saying:

I can confidently announce to you that I am going to ensure that the public service delivers. I am going to ensure that your leadership delivers. Ke tlile go ba kgarametsa jaanong. Ke tlile go ba kgarametsa go re ba baakanye (I'm going to push the public service and the party leadership to serve you diligently). I do not want to be a president

who just shows off his power. You are my witnesses that I have been interacting with you in humble ways, including coming here riding on a bicycle. I have already started my job as the President. I am adding another 'D' to the Four Ds I introduced when I took over last year. I am introducing the Fifth 'D' for Delivery. You are going to see us deliver; you shall be the witnesses (Gaotlhobogwe, 2009).

The President has done all in his power to ensure that his road map of the four Ds is implemented during his tenure. Some of his achievements include among others development of infrastructure like construction of the new airport (which took longer than expected to complete), introduction of 'Hubs' like the Diamond Hub (relocation from London to Gaborone), Agricultural Hub, Health Hub, Education Hub, the Innovation Hub, the Transport Hub and the Tourism Hub, Introduction of the Poverty Eradication Programme, expansion of the road infrastructure in the country, improving cultural tourism and 'discovering' other traditional dances like polka, managing the economy through the 2008 recession, setting up of the Directorate of Intelligence and security, being voted the SADC Chairman in August 2015, and introducing the Economic Stimulus Package (ESP) which will be funded from the country's foreign reserves (Mokwena, 2015a). It is worth noting that some of the projects were part of the National development projects, Ministry of Finance and development planning projects and other were presidential projects. Due to the focused and determined implementation of these projects, President Lieutenant Dr Ian Khama Seretse Khama was recently awarded an honorary doctorate degree by Konkuk University in Korea.

These achievements have however been overshadowed by events that shocked the nation such as the Kalafatis execution style killing and the subsequent pardoning of the killers by the President (Richard, 2014), curtailment of the private press or the media and the ruling party's almost exclusive use of state television and radio, poor union management relations, militarization of the public service by increasing the number of army personnel in public service (Good, 2010), corruption allegations against the Director General of DISS who refused to step down from his position and the President did not do anything about it (Lute, 2014, Charles and Ntibinyane, 2014, Richard, 2014), the joining of politics by some chiefs like Kgosi Tawana and Kgosi Lotlamoreng II who did not relinquish their chieftaincy (as a precedent has been set by the President who is also the Chief of Bangwato), suspension of judges and disregard of advice from the Judicial Service Commission (Mokwena, 2015 b).

### **ENVISAGED BOTSWANA BUREAUCRACY IN THE NEXT 50 YEARS (2066)**

Predicting the future is always a tricky business to embark upon unless one is a prophet. That being said, there are certain things one would like to see improved, introduced or accepted in Botswana in the next fifty years within the public service.

#### **Leadership and the Next Generations**

The next fifty year needs leaders who are educated, technologically savvy, confident, decision makers, empathetic, have a strong moral grounding (not easily swayed into corruption), who do not micromanage (Wilkins, 2014) their employees thereby suffocating

their talents, leaders without nepotism tendencies, who are independent of politicians (even though Ministers are indirectly their bosses). These characteristics of the leader will be important as they will be leading the Millennial (Generation Y) (Huybers, 2011) and the Thumb (Generation Z) (Tulgan, 2013) generations. The millennial want collaboration, transparency, career advancements, work life balance, recognition and flexibility. Due to their technological advancement, companies have been able to allow them to work from home. This would call for stringent cyber security laws that will punish hacking of organisational information.

The thumb generation (Immerwahr, 2009; Buckingham 2009) is accustomed to texting. Lots of accidents will be encountered due to the texting of this generation while driving. The thumb generation seems to be overly reserved and controlled by the computer or other devices such that interpersonal relationships may become serious issues. This could lead to an increased wage bill in the health sector for people with eye problems, back problems and numb fingers, diseases which are common to excessive use of computers.

One would also want to believe that another generation of employees would emerge during the next fifty years. I would like to call this generation V Generation (the Voice Generation). The V generation would be able to talk to their devices without having to type anything and the documents will be produced automatically. In this way work will become faster and it will reduce the costs hiring of typing staff and increase productivity for people whose jobs are writing oriented like university professors. In fact, actually some devices can already do this even though currently they are used by the blind people (though it will still need to be improved) which could mean this generation might have started. A snapshot of the current generations has been captured graphically by Half (2015) as follows:

**Table 1: Generations at a glance**

	<b>Baby boomers 1946-1964</b>	<b>Gen Xers 1965 -1977</b>	<b>Gen Yers 1978-1989</b>	<b>Gen Zers 1990-1999</b>
<b>Behaviour</b>	Challenges the rules	Change the rules	Create the rules	Customise the rules
<b>Training</b>	Preferred in moderation	Required to keep me	Continuous and expected	Ongoing and essential
<b>Learning style</b>	Facilitated	Independent	Collaborative and networked	Technology based
<b>Communication Style</b>	Guarded	Hub and spoke	Collaborative	Face to face
<b>Problem-solving</b>	Horizontal	Independent	Collaborative	Entrepreneurial
<b>Decision-making</b>	Team informed	Team included	Team decided	Team persuaded
<b>Leadership style</b>	Unilateral	Coach	Partner	Teaching
<b>Feedback</b>	Once per year, during the annual review	Weekly/daily	On demand	Consistent and frequent
<b>Change Management</b>	Change = Caution	Change = Opportunity	Change = improvement	Change = expected

Source: Half (2015)

### **Mechanization of Jobs**

There will be a possibility of increased use of robots thereby going back to the machine operation era due to automation of a lot of jobs. The disadvantage of the introduction of robots at work would mean that the machines are going to do the jobs of employees leading to huge redundancies and high unemployment rates. Even though this change is envisaged, the slow rate of industrialization and mechanization may still mean that some of the current operations of government way of doing work will be carried out as they currently are in this first fifty years of independence.

### **Global Warming Response**

Public services are going to have to be prepared more than ever as there is a possibility of harsh environmental conditions such as severe droughts, pollution, lack of rain, all as a result of the El Nino effect. Disaster management officers will have to be vigilant and prepared more than ever before in order to deal with these calamities. The disaster management officer will have to work closely with chiefs and District Commissioners. Some of Fayol's (1949) fourteen principles of planning, organizing, working in teams will have to be utilized effectively.

### **Changed political landscape**

There is a high likelihood that by 2066, Botswana would be led by a different political party that may change the constitution and other statutes. The new political dispensation may change the Statutes of how to govern the public service to suit their own management style. For all we know, the country may not be democratically ruled and the most likely will be a coalition government. Instances of corruption may be increased and the people may know their rights better and be able to defend them through work related strikes or civil strikes.

## **CONCLUSION**

The pre-colonial public service was spearheaded by tribal leaders, who served as the link between the British colonial Administration and the tribes. As times changed, the relationship between dikgosi and the Colonial Administration, based in Mafikeng, led to unwarranted power plays between the two, with the British administrators attempting to reduce and disempower the chiefs. Undeniably, the advent of independence and democratization reduced the traditional institutions to an advisory and consultative role for democratically elected representatives. The ability of the former three president's administration to strategically transition the public service and enable an organic process of skills transfer, led the country to unimaginable heights of development leading to the country being placed as a middle income country. With the changing dynamics and challenges of the 21<sup>st</sup> century, the public service also needed to reform to include elements of technological advancements, consideration and improvement of working conditions and the overall need to maximize on

quality service provision by putting in incentives such as the Performance Based Reward System for civil servants. In the next fifty years, governance may have changed drastically due to advanced technological innovations.

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