

REGIONAL ASSESSMENT OF THE STATUS OF THE SAN IN SOUTHERN AFRICA
REPORT SERIES • Report No. 3 of 5

**AN ASSESSMENT OF THE STATUS
OF THE SAN/BASARWA
IN BOTSWANA**

**Lin Cassidy, Ken Good, Isaac Mazonde
and Roberta Rivers**



LEGAL ASSISTANCE CENTRE (LAC)
Windhoek • April 2001

© Legal Assistance Centre (LAC) 2001

Any part of this publication may be reproduced for educational or academic purposes, on condition that the authors, the publisher and the financial contribution of the European Community to the *Regional Assessment of the Status of the San in Southern Africa* are acknowledged.

First printed August 2001

Printed by John Meinert Printing, Windhoek

Publisher's contact details:

Street address: 4 Körner Street, Windhoek
Postal address: PO Box 604, Windhoek, Republic of Namibia
Telephone: (+264) (+61) 223356
Fax: 234953
E-mail address: legal@iafrica.com.na
Web site: <http://www.lac.org.na>

ISBN 99916-765-2-X

PREFACE

At the 22nd Session of the ACP-EU Joint Assembly held in Windhoek in March 1996, a resolution was passed recognising the “special difficulties encountered in integrating hunting and gathering peoples in agricultural industrial states”, and calling for “a comprehensive study of the San people ... in the light of international conventions”. To this end it was decided that a study titled *A Regional Assessment of the Status of the San in Southern Africa* would be conducted, with funding from the European Union (EU).

With a view to implementing the project, the EU commissioned Prof. Sidsel Saugestad at the University of Tromsø to prepare an inception report incorporating a broad work plan and budget. This report was revised in Windhoek in late 1998 by the implementing agency, the Legal Assistance Centre (LAC), and implementation commenced following the exchange of contracts between the LAC and EU in January 1999. A project co-ordinator was formally appointed in the same month, and a total of ten researchers were contracted to conduct the research and prepare a report on their findings. The outcome of the study is a series of five reports. The first in the series serves as an introduction to the study as a whole. The second, third and fourth are country-specific reports on the situation of San in South Africa, Angola, Zambia and Zimbabwe (combined in one volume), Botswana and Namibia. The fifth is the outcome of a specialist consultancy commissioned as part of the study to focus on gender issues in relation to San.

The study as a whole was made possible by a contribution from budget line B7-6200/98-13/ENV/VIII of the European Community (EC). All opinions expressed in the study report series are the opinions of the individual authors and do not necessarily reflect the opinions of the EC, nor of the LAC.

James Suzman
Study Co-ordinator
Windhoek
January 2001

CONTENTS

Lists: People consulted.....	x
San ethnic groups in Botswana.....	x
Acronyms and abbreviations.....	xi
Map: Botswana's districts.....	xii
SUMMARY	xiii
S.1 Demographics	xiii
S.2 Socio-economic conditions	xiii
S.3 Government policy	xiii
S.3.1 Destitutes.....	xiii
S.3.2 Old-age pension.....	xiv
S.3.3 Remote Area Development Programme (RADP).....	xiii
S.3.4 Paid employment.....	xiii
S.3.5 Relocation.....	xiv
S.3.6 Community-based natural resource management (CBNRM).....	xv
S.3.7 San political activity.....	xv
S.3.8 International assistance.....	xvi
S.4 Main recommendations	xvi
S.4.1 Technical assistance.....	xvi
S.4.2 Political literacy.....	xvi
S.4.3 Education and languages.....	xvi
S.4.4 Training programmes.....	xvi
S.4.5 San "Specially Elected" Member of Parliament.....	xvi
S.4.6 Recognition of San community leaders.....	xvi
CHAPTER 1	
INTRODUCTION (Ken Good).....	1
CHAPTER 2	
NATIONAL OVERVIEW (Lin Cassidy).....	4
2.1 Socio-economic methodology	5
2.2 Population distribution and demographic profile	5
2.2.1 Cultural diversity among San ¹	7
2.3 Access to and control over land and resources	8
2.3.1 Cattle and boreholes.....	10
2.3.2 Wildlife Management Areas.....	10
2.3.3 Land status and viability.....	11
2.4 Socio-economic status	11
2.4.1 Income and employment.....	12
2.4.2 Hunting and gathering and use of natural resources.....	12
2.4.3 Education.....	13
2.4.4 Health.....	14
2.4.5 Political participation.....	15
CHAPTER 3	
REVIEW OF GOVERNMENT POLICY (Ken Good).....	17
3.1 Drought relief and food aid	17
3.1.1 Food aid and dependency.....	17
3.1.2 Labour-based Relief Programme.....	17
3.2 Wages policy	18
3.2.1 San farm labourers' wages.....	19
3.2.2 National wealth and inequality.....	20
3.2.3 Statutory minimum wages in South Africa.....	20

¹ Section by James Suzman.

3.3 Tribal Grazing Land Policy, settlements and land rights	20
3.3.1 The loss of land.....	21
3.3.2 Introduction of the Tribal Grazing Land Policy.....	21
3.3.3 The settlements programme.....	22
3.3.4 Villagisation.....	23
3.3.5 Land rights and leadership.....	24
3.3.6 The intensification of cattle production.....	25
3.4 Relocation and dispossession – recurring experiences	25
3.4.1 Vulnerability and human rights.....	26
3.4.2 The origins of the Central Kalahari Game Reserve.....	26
3.4.3 Development and the CKGR.....	27
3.4.4 Implementing the removals.....	27
3.4.5 Diamonds and tourism.....	29
3.4.6 San as dodos.....	29
3.4.7 New regulations ²	30
3.5 Hunting and tourism	30
3.5.1 Hunting and criminality.....	31
3.5.2 Withdrawal of Special Game Licenses (SGLs).....	31
3.5.3 Controlling crafts.....	32
3.5.4 Controlling natural resources.....	32
3.5.5 Tourism and big business.....	33
3.5.6 Tourism and small business: CBNRM and the Joint Venture Partnership.....	33
3.5.7 Sankuyo and Khwai.....	33
3.5.8 Tourism in the CKGR.....	34
3.5.9 San and inequalities.....	35
3.6 Welfare: ‘Destitutes’ programme and pensions	35
3.6.1 Destitution and the encouragement of work.....	35
3.6.2 Old-age pension.....	36
3.6.3 Welfare for survival.....	37
3.7 The Remote Area Development Programme (RADP)	37
3.7.1 Weaknesses in the RADP.....	37
3.7.2 Failure to broaden the RADP.....	38
3.7.3 Assimilating San children.....	38
3.8 Summary and recommendations regarding policy	39
CHAPTER 4	
THE POLITICAL STATUS OF SAN IN BOTSWANA (Roberta Rivers).....	41
4.1 Historical review of San	41
4.1.1 The Childers report, 1976.....	42
4.1.2 The Gulbrandsen report, 1986.....	44
4.1.3 Political mobilisation in the early 1990s.....	44
4.1.4 The N/oakwe speak.....	45
4.1.5 Government responds.....	45
4.1.6 San in the late 1990s.....	46
4.1.7 San and local-level politics in 1999.....	46
4.1.8 Losing San culture.....	47
4.2 Non-governmental organisations and San	47
4.2.1 Kuru Development Trust, D'kar.....	48
4.2.2 Kgeikani Kweni / First People of the Kalahari (FPK).....	49
4.2.3 John Hardbattle and FPK.....	50
4.2.4 Working Group of Indigenous Minorities in Southern Africa (WIMSA).....	50
4.2.5 Ditshwanelo Centre for Human Rights (DCHR).....	51
4.2.6 Other NGOs.....	51
4.3 San and Botswana’s political parties	52
4.4 San women	52
4.5 San access to natural resources	53
4.5.1 CgaeCgae Tihabololo Trust, Xai Xai, Ngamiland.....	53
4.5.2 Nqwaa Khobee Xeya Trust, Kgalagadi.....	54
4.5.3 Khwai Development Trust, Ngamiland.....	55
4.5.4 Some problems with CBNRM.....	55
4.6 San participation in regional and international forums	56
4.7 Conclusions on political status	56

² Section by James Suzman.

4.8 Recommendations on political status	57
4.8.1 Technical assistance.....	57
4.8.2 Political literacy	57
4.8.3 Training programmes.....	57
4.8.4 San representation.....	57
4.8.5 San education facilities and services	57
4.8.6 San "Specially Elected" Member of Parliament.....	58
4.8.7 Recognition of San community leaders.....	58

CHAPTER 5

SAN PERCEPTIONS (Isaac Mazonde)	59
5.1 The ethnicity factor in perception	59
5.2 The ethnicity question within RAD settlements	60
5.3 The 1993 Regional Conference on Development Programmes for Africa's San/Basarwa Populations	62
5.4 Ongoing rights issues	63
5.5 Formal education of San children	64
5.5.1 The educational status of San in Botswana ³	65
5.5.2 Dobe	66
5.6 Conclusion on San perceptions	68
5.7 Recommendations on San perceptions.....	69
5.7.1 Setswana as a second language	69
5.7.2 Mother-tongue education	69
5.7.3 Flexibility and co-operation	70
5.7.4 Adult education	70
5.7.5 Cultural development	70

CHAPTER 6

CONCLUSION (Ken Good)	71
6.1 National and International perspectives	71
6.2 Recommendations.....	72
6.2.1 Empowerment and development.....	72
6.2.2 Relocation and land	72
6.2.3 Co-operation	73
6.2.4 Technical assistance.....	73
6.2.5 Political literacy	73
6.2.6 Education and languages.....	73
6.2.7 Training programmes	74
6.2.8 Political representation.....	74
6.2.9 Recognition of San community leaders.....	74

BIBLIOGRAPHY	75
---------------------------	----

APPENDIX (L. Cassidy)

DISTRICT SOCIO-ECONOMIC DATA ON SAN IN BOTSWANA	A-1
1. GHANZI DISTRICT.....	A-2
1.1 Population distribution	A-2
1.1.1 Identification of settlements.....	A-2
1.1.2 Accessibility.....	A-4
1.2 Land status	A-5
1.2.1 Land tenure	A-5
1.2.2 Land use and access to land.....	A-6
1.2.3 Viability of land around settlements.....	A-7
1.3 Demographic characteristics	A-8
1.3.1 Description of settlement ethnic composition	A-8
1.3.2 Headmen and other community leaders.....	A-9
1.3.3 Gender and age compositions.....	A-9
1.3.4 Temporary and permanent migration patterns	A-10
1.4 Socio-economic indicators	A-10
1.4.1 Income and employment	A-10

³ Section by James Suzman.

1.4.2	Education and literacy	A-14
1.4.3	Health	A-16
1.4.4	Political participation	A-17
1.5	Infrastructure and services	A-18
2.	CENTRAL DISTRICT	A-20
2.1	Population distribution	A-20
2.1.1	Identification and location of settlements	A-20
2.1.2	Accessibility of San settlements	A-21
2.2	Land status	A-22
2.2.1	Land tenure, surrounding land use and viability	A-22
2.2.2	Access to land	A-23
2.2.3	Access to water	A-23
2.3	Demographic characteristics	A-24
2.3.1	Description of settlement ethnic composition	A-24
2.3.2	Headman and other community leaders	A-25
2.3.3	Gender and age compositions	A-25
2.3.4	Temporary and permanent migration patterns	A-26
2.4	Socio-economic indicators	A-26
2.4.1	Income and employment	A-26
2.4.2	Education and literacy	A-28
2.4.3	Health	A-30
2.4.4	Political participation	A-31
2.5	Infrastructure and services	A-31
3.	NGAMILAND DISTRICT	A-33
3.1	Population distribution	A-33
3.1.1	Identification and location of settlements	A-33
3.2	Land status	A-35
3.2.1	Land tenure, use and viability	A-35
3.2.2	Access to land	A-37
3.2.3	Access to water	A-37
3.3	Demographic characteristics	A-38
3.3.1	Description of settlement ethnic composition	A-38
3.3.2	Headman and other community leaders	A-39
3.3.3	Gender and age compositions	A-39
3.3.4	Temporary and permanent migration patterns	A-40
3.4	Socio-economic indicators	A-41
3.4.1	Income and employment	A-41
3.4.2	Education and literacy	A-46
3.4.3	Health	A-47
3.4.4	Political participation	A-49
3.5	Infrastructure and services	A-50
4.	KGALAGADI DISTRICT	A-52
4.1	Population distribution	A-52
4.1.1	Identification of settlements	A-52
4.1.2	Geographic location and accessibility	A-53
4.2	Land status	A-53
4.2.1	Land tenure, use and viability	A-53
4.2.2	Access to land	A-54
4.2.3	Access to water	A-55
4.3	Demographic characteristics	A-55
4.3.1	Description of settlement ethnic composition	A-55
4.3.2	Headman and other community leaders	A-56
4.3.3	Gender and age compositions	A-57
4.3.4	Temporary and permanent migration patterns	A-57
4.4	Socio-economic indicators	A-58
4.4.1	Income and employment	A-58
4.4.2	Education and literacy	A-60
4.4.3	Health	A-60
4.4.4	Political participation	A-60
4.5	Infrastructure and services	A-62
5.	KWENENG DISTRICT	A-63
5.1	Population distribution	A-63
5.1.1	Identification and location of settlements	A-63

5.2 Land status	A-64
5.2.1 Land tenure, use and viability	A-64
5.2.2 Access to land	A-65
5.2.3 Access to water	A-65
5.3 Demographic characteristics	A-65
5.3.1 Description of settlement ethnic composition	A-66
5.3.2 Headman and other community leaders	A-66
5.3.3 Gender and age compositions	A-67
5.3.4 Temporary and permanent migration patterns	A-67
5.4 Socio-economic indicators	A-67
5.4.1 Income and employment	A-67
5.4.2 Education and literacy	A-70
5.4.3 Health	A-70
5.4.4 Political participation	A-71
5.5 Infrastructure and services	A-72
6. SOUTHERN DISTRICT	A-73
6.1 Population distribution	A-73
6.1.1 Identification and location of settlements	A-73
6.1.2 Access and accessibility	A-74
6.2 Land status	A-74
6.2.1 Land tenure	A-74
6.2.2 Surrounding land use and viability	A-74
6.2.3 Access to land	A-74
6.2.4 Access to water	A-75
6.3 Demographic characteristics	A-75
6.3.1 Description of settlement ethnic composition	A-75
6.3.2 Headman and other community leaders	A-76
6.3.3 Gender and age compositions	A-76
6.3.4 Temporary and permanent migration patterns	A-76
6.4 Socio-economic indicators	A-77
6.4.1 Income and employment	A-77
6.4.2 Education and literacy	A-78
6.4.3 Health	A-78
6.4.4 Political participation	A-78
6.5 Infrastructure and services	A-79
7. CHOBE DISTRICT	A-80
7.1 Population distribution	A-80
7.1.1 Identification and location of settlements	A-80
7.2 Land status	A-80
7.2.1 Land tenure and legal status of the land	A-80
7.2.2 Surrounding land use and viability	A-80
7.2.3 Access to land	A-81
7.2.4 Access to water	A-81
7.3 Demographic characteristics	A-81
7.3.1 Description of settlement ethnic composition	A-81
7.3.2 Headman and other community leaders	A-82
7.3.3 Gender and age compositions	A-82
7.3.4 Temporary and permanent migration patterns	A-82
7.4 Socio-economic indicators	A-82
7.4.1 Income and employment	A-82
7.4.2 Education and literacy	A-83
7.4.3 Health	A-84
7.4.4 Political participation	A-84
7.5 Infrastructure and services	A-84
7.5.1 Existing development initiatives	A-85
8. KGATLENG DISTRICT	A-86
8.1 Population distribution	A-86
8.1.1 Identification and location of settlements	A-86
8.2 Land status	A-86
8.2.1 Land tenure, use and viability	A-86
8.2.2 Access to land	A-87
8.2.3 Access to water	A-87
8.3 Demographic characteristics	A-87
8.3.1 Description of settlement ethnic composition	A-87
8.3.2 Headman and other community leaders	A-88

8.4 Socio-economic indicators	A-88
8.4.1 Income and employment	A-88
8.4.2 Education and literacy	A-88
8.4.3 Health	A-89
8.4.4 Political participation	A-89
8.5 Infrastructure and services	A-90

TABLES

TABLES IN MAIN REPORT

Table 2.1: Botswana's population by mother-tongue language.....	4
Table 2.2: Distribution of San groups across Botswana's districts as identified in socio-economic studies	6
Table 2.3: RADs in Botswana by language group	7
Table 2.4: Land-zoning categories in Botswana	8
Table 2.5: Percentages of San living in different land-use areas	9
Table 2.6: Relative contribution of Destitute rations to typical households in two San settlements	12
Table 2.7: Literacy in Setswana among some San and other minority groups	14

TABLES IN APPENDIX

Table A.1: Location of San settlements in Ghanzi District.....	A-2
Table A.2: Access to San settlements in Ghanzi District.....	A-4
Table A.3: Proportions of tenure and land use types in Ghanzi District.....	A-5
Table A.4: Land use surrounding San settlements in Ghanzi District	A-6
Table A.5: Populations of San settlements in Ghanzi District.....	A-8
Table A.6: Population structure of San settlements in Ghanzi District.....	A-9
Table A.7: Non-agricultural commercial activities in some San settlements in Ghanzi District.....	A-11
Table A.8: No. of Permanent Destitutes in some settlements in Ghanzi District.....	A-12
Table A.9: Agricultural activities in some San settlements in Ghanzi District in 1997	A-13
Table A.10: Special Game Licences issued In Ghanzi District.....	A-13
Table A.11: Levels of formal education of household heads in CKGR settlements	A-14
Table A.12: Ability to read Setswana among Ghanzi District San groups.....	A-15
Table A.13: School facilities in San settlements in Ghanzi District.....	A-15
Table A.14: Health facilities in some San settlements in Ghanzi District	A-16
Table A.15: Registered voters in some San settlements in Ghanzi District	A-17
Table A.16: Infrastructure in Ghanzi District	A-18
Table A.17: Commercial services in some San settlements in Ghanzi District	A-19
Table A.18: San settlements in Central District.....	A-20
Table A.19: Conditions of roads to San settlements in Central District.....	A-21
Table A.20: Land use of areas surrounding San settlements in Central District	A-22
Table A.21: Ethnicity of San settlements in Central District.....	A-24
Table A.22: Age and gender structure of some San settlements in Central District.....	A-25
Table A.23: RAD hostels in Central District	A-29
Table A.24: Education facilities in some San settlements in Central District	A-29
Table A.25: Health facilities in some San settlements in Central District.....	A-30
Table A.26: Registered voters in some San settlements in Central District	A-31
Table A.27: Infrastructural services in San settlements in Central District.....	A-32
Table A.28: Location of and access to San settlements in Ngamiland	A-34
Table A.29: Land use around San settlements in Ngamiland.....	A-35
Table A.30: Linguistic groups and proportions of San in Ngamiland settlements	A-38
Table A.31: Proportions of males and adults in some San settlements in Ngamiland	A-40
Table A.32: Households with no cattle in some Panhandle settlements.....	A-42
Table A.33: No. of Destitutes in some Ngamiland San settlements	A-43
Table A.34: CBNRM areas affecting San communities in Ngamiland	A-45
Table A.35: Education facilities in San settlements in Ngamiland	A-46
Table A.36: Health facilities in San settlements in Ngamiland.....	A-48
Table A.37: Registered voters in some San settlements in Ngamiland	A-49
Table A.38: Infrastructure in San settlements in Ngamiland	A-50
Table A.39: San settlements in Kgalagadi District	A-52
Table A.40: Location of and access to San settlements in Kgalagadi District.....	A-53
Table A.41: Land use around San settlements in Kgalagadi District	A-54
Table A.42: Population data for ethnic groups in Kgalagadi settlements	A-55
Table A.43: Ethnicity of community leaders in San settlements	A-56
Table A.44: Proportion of males and adults in San settlements in Kgalagadi District	A-57
Table A.45: Cash income distribution across households in Ukhwi.....	A-58
Table A.46: No. of Destitutes in some settlements in Kgalagadi District	A-59

Table A.47: No. of Special Game Licences Issued in settlements in Kgalagadi District.....	A-59
Table A.48: Education facilities in San settlements in Kgalagadi District.....	A-60
Table A.49: Health facilities in Kgalagadi District settlements.....	A-61
Table A.50: Number of people registering to vote in settlements in Kgalagadi District.....	A-61
Table A.51: Services in Kgalagadi District settlements.....	A-62
Table A.52: San settlements in Kweneng District.....	A-63
Table A.53: Land use around San settlements in Kweneng District.....	A-64
Table A.54: Approximate numbers of San living in Kweneng settlements.....	A-66
Table A.55: Proportion of males and adults in some settlements in Kweneng District.....	A-67
Table A.56: Households relying on Destitute rations in some settlements in Kweneng.....	A-69
Table A.57: Special Game Licences issued in Kweneng District.....	A-69
Table A.58: Education facilities in some settlements in Kweneng District.....	A-70
Table A.59: Health services in some settlements in Kweneng District.....	A-71
Table A.60: Registered voters in settlements where San live in Kweneng District.....	A-71
Table A.61: Services in some Kweneng District settlements.....	A-72
Table A.62: San settlements and their location.....	A-73
Table A.63: Land use around San settlements in Southern District.....	A-74
Table A.64: Numbers of San in some settlements in Southern District.....	A-75
Table A.65: Age and gender distribution in some San settlements in Southern District.....	A-76
Table A.66: Education facilities in San settlements in Southern District.....	A-78
Table A.67: Health facilities in San settlements in Southern District.....	A-79
Table A.68: Registered voters in some San settlements in Southern District.....	A-79
Table A.69: Available services in San settlements in Southern District.....	A-79
Table A.70: San settlements in Chobe District.....	A-81
Table A.71: Registered voters in San settlements in Chobe District.....	A-84
Table A.72: Location and accessibility of San settlements in Kgatleng District.....	A-86
Table A.73: Numbers of San in settlements in Kgatleng District.....	A-87
Table A.74: Proportion of males in San settlements in Kgatleng District.....	A-88
Table A.75: Schools in San settlements in Kgatleng District.....	A-89
Table A.76: Health facilities in San settlements in Kgatleng District.....	A-89
Table A.77: Registered voters in some San settlements in Kgatleng District.....	A-89