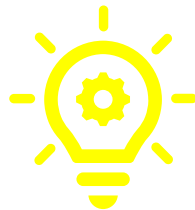




BOTSWANA COMMUNICATIONS REGULATORY AUTHORITY

STRATEGIC PLAN 2024-2029



INCLUDE

INTEGRITY

INNOVATE

INSPIRE

INDIGINISE

“TOWARDS A DIGITAL ECONOMY”

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GLOSSARY OF ABBREVIATIONS AND ACRONYMS

ACRONYM	DESCRIPTION
ATU	African Telecommunications Union
BOCRA	Botswana Communications Regulatory Authority
CSIRT	Computer Security Incident Response Team
CRASA	Communications Regulators' Association of Southern Africa
CSI	Corporate Social Investment
GNI	Gross National Income
ICT	Information and Communications Technology
IMT	International Mobile Telecommunications
ISP	Internet Service Provider
ITU	International Telecommunication Union
LTE	Long-Term Evolution
NDP	National Development Plan
OTT	Over the Top
PESTEL	Political Economic Sociological Technological Environmental and Legal
QoS	Quality of Service
SMMEs	Small Medium and Micro Enterprises
SWOT	Strengths Weaknesses Opportunities and Threats
UASF	Universal Access and Service Fund

EXECUTIVE SUMMARY

The Botswana Communications Regulatory Authority (BOCRA or the Authority) Strategic Plan of 2024 – 2029 envisions an inclusive, innovative, and transformative communications regulation driven through integrity and people centred approach to pave way for a futuristic digital economy.

In this era of rapid technological advancements and growing digital connectivity, BOCRA recognises the critical role it plays in shaping Botswana's communications landscape and ensuring the nation's preparedness for the challenges and opportunities of the digital age. This strategic plan, therefore, represents the Authority's commitment to fostering an inclusive, resilient, and competitive digital ecosystem that has the potential to empower individuals, businesses, and government entities participating in all the economic sectors of Botswana.

The Authority aligns to the Sustainability and Environment, Social and Governance (ESG) concept. Therefore, this strategy would guide transition of the regulator from Generation 3 to Generation 4 of the Information and Communications Technology (ICT) Regulatory Tracker¹ matrix developed by the International Telecommunication Union (ITU). Generation 4 articulates integrated regulation led by economic and social policy goals.

Annually, ITU uses the ICT Regulatory Tracker to monitor the progress and gaps in regulatory frameworks of its Member States to advise on required regulatory reforms where necessary. Member States are grouped into five (5) classes/scales of Generation 1-5 which signifies the level of maturity of each Regulator as follows:

- i. Generation 1 or G1 are countries with Regulated public monopolies command and control approach.

¹ <https://app.gen5.digital/tracker/concepts>

- ii. Generation 2 or G2 are open markets, partial liberalisation, and privatisation across the layers.
- iii. Generation 3 or G3 are member states that have enabled investment, innovation, and access. These are also member states that have dual focus on stimulating competition in service, content delivery and consumer protection.
- iv. Generation 4 or G4: Integrated regulation led by economic and social policy goals.
- v. Generation 5 or G5: Collaborative regulation inclusive dialogue and harmonised approach across sectors.

The strategy seeks to improve the Authority's regulatory maturity posture from Generation 3 to Generation 4 driven by five (5) strategic pillars as follows: Collaborative Regulator, Inclusivity, Digitalisation, Trusted Corporate Leader, and Inclusive and Diverse Organisational Culture. These pillars are executed through sustainable regulation, universal access and service delivery to ensure enhanced competition, develop communities and transform lives.

This Strategic Plan is underpinned by the Government Transformation and Reset Agenda, Digitisation Programme (4IR), Smart Botswana Initiatives, Ministry of Communications, Knowledge and Technology (MCKT) Strategy and the National Broadband Strategy. The aim is to place digitalization, government policy alignment, mindset change, and value chain development at the core of our vision.

Moreover, our strategic plan is aligned to the Communications Regulators' Association of Southern Africa (CRASA) Strategic Plan of 2023-2028, which seeks to promote harmonization and collaboration among regulatory bodies in the Southern African region. BOCRA will actively engage with CRASA and other regional partners to exchange best practices, harmonize regulatory approaches, and contribute to the development of a vibrant and interconnected regional communications sector.

In the pursuit of a more connected and technologically advanced nation, our strategic plan is deeply rooted in the principles of environmental sustainability, inclusive digital ecosystem for empowerment of citizens, a trusted corporate leader which empowers employees to innovate and serve with integrity. The end-state of our efforts should be a significant contribution to the digital economy of the country.

Embracing the pivotal role of technology, our strategic plan emphasizes the importance of expansion of local digital infrastructure and systems, online safety and security, improved service delivery across all sectors of the economy through digitalization. BOCRA is committed to facilitating the expansion of broadband networks employing green technologies whenever possible, supporting the proliferation of smart technologies, and enabling the seamless integration of e-governance initiatives. We envision a future where every citizen will harness the full potential of the digital world, empowering them to be active participants in the global economy.

A mindset change is crucial for ushering in a digital era. The Authority is dedicated to fostering and supporting a culture of innovation, both within the organization and across the regulated sectors. The Authority will actively and proactively promote research and development, support start-ups and tech entrepreneurs, and encourage the adoption of cutting-edge technologies by sectors of the economy. By cultivating a spirit of continuous learning and adaptability, we seek to empower all stakeholders to embrace change, overcome challenges, and capitalize on emerging opportunities.

Recognising the interconnectedness of industries within the communications sector, BOCRA will proactively work towards value chain development. Our licensing regime should allow downstream and upstream vertical integration on the ICT value chain on wider platforms as opposed to within single entities. This would further be enhanced through developing mechanisms for carrying significant internet traffic through the local exchange.

Furthermore, recognizing the growing importance of cybersecurity in an interconnected world, BOCRA is committed to safeguarding Botswana's digital landscape. Through the Computer Security Incident Response Team (CSIRT), BOCRA will strengthen the regulatory framework to mitigate cyber threats, enhance data protection measures, and promote cybersecurity awareness among individuals, organizations, and government agencies. BOCRA will collaborate with relevant stakeholders to establish a robust cybersecurity ecosystem, promoting trust and confidence in digital services.

The 'one-page snapshot' of the BOCRA 2024 – 2029 Strategic Plan is shown below:

THE ONE PAGE STRATEGIC PLAN

Vision	A Digitally Enabled Economy				
Mission	To regulate and promote an inclusive and impactful communications sector through innovation, fair competition, and effective consumer protection				
Values	<u>Excellence</u>	<u>Proactiveness</u>	<u>Integrity</u>	<u>People</u>	
Values Descriptors	We will ensure that our customers are always satisfied with our service delivery through application of principles of Botho and quick turnaround times	We will be forward-looking in the delivery of our mandate and keep up with evolving industry trends.	In the execution of our mandate, we will demonstrate openness, honesty, and accountability in all our decisions	We will ensure that our teams are empowered, motivated, and engaged	
Strategic Pillars	Collaborative Regulator	Inclusivity	Digitalisation	Trusted Corporate Leader	Inclusive and Diverse Organisational Culture
Strategic Results	<ul style="list-style-type: none"> Diverse services Affordable services Competitive market growth 	<ul style="list-style-type: none"> Universal Connectivity Citizen Economic Empowerment 	<ul style="list-style-type: none"> Safe and secure cyberspace Localised internet traffic (Increased services online) Improved Service delivery 	<ul style="list-style-type: none"> Corporate governance 	<ul style="list-style-type: none"> High Performance Gender mainstream Diversity and inclusion
Strategic Outcomes	<ul style="list-style-type: none"> Citizens having more access and wide choice to communication services 	<ul style="list-style-type: none"> Increased usage Increased citizen participation in digital economy 	<ul style="list-style-type: none"> Minimised economic losses and risks arising out of cyber threats Increased economic benefits from local traffic Increased usage 	<ul style="list-style-type: none"> Valuable organisation with integrity and high reputation 	<ul style="list-style-type: none"> World class regulator
Strategic KPIs	<ul style="list-style-type: none"> # of new products and services Communication services affordable at less than 2% of monthly GNI per capita Sector output 	<ul style="list-style-type: none"> % mobile coverage of gazetted localities % reservation to citizens 	<ul style="list-style-type: none"> % GCI % of traffic going through local IXP % services online 	<ul style="list-style-type: none"> %adherence to ESG reporting framework 	<ul style="list-style-type: none"> % staff exceeding performance thresholds Diversity and inclusion index

INTRODUCTION

BOCRA is a communications regulator established through the Communications Regulatory Authority (CRA) Act of 2012. It regulates Information Communications Technologies (ICTs), Telecommunications, Postal and Commercial Broadcasting services. The CRA Act of 2012, stipulates that the key functions of the Authority are to ensure effective regulation of the sector to promote competition among sector players as well as to provide affordable, safe, and secure communications services to consumers.

Over the past years, BOCRA has witnessed significant transformation in the Telecommunications, Broadcasting, and Postal sectors, comprising the evolution from traditional communication methods to digitized and digitalized communications platforms. The Authority has evolved over time with the changing needs of the sector from a sector specific regulator riding on the Maitlamo National ICT policy of the late 90s, to a converged regulator of 2012 where telecommunications, postal and broadcasting are now regulated under one roof.

The regulator pursued a developmental agenda and conceived a special purpose vehicle in the form of the Universal Access and Service Fund (UASF) to drive that agenda. The National Broadband Strategy (NBS) was largely implemented through this initiative with recommendations such as facilitating the rollout of mobile telecommunications voice and data service undertaken. Mobile coverage advanced from 2G technology in the 90's to the present widespread LTE technology that enjoys 95% geographic coverage with corresponding 95.6% population coverage. In addition, a significant achievement in the rollout of fibre throughout the country has thus far been achieved. These milestones were achieved through a set of 5-year strategic plans. This strategic plan will therefore consolidate the base set by the previous ones to morph into a transformative, social development focused, environmental consciousness and technological advancement.

The figure below shows the national fibre coverage as of 2022.

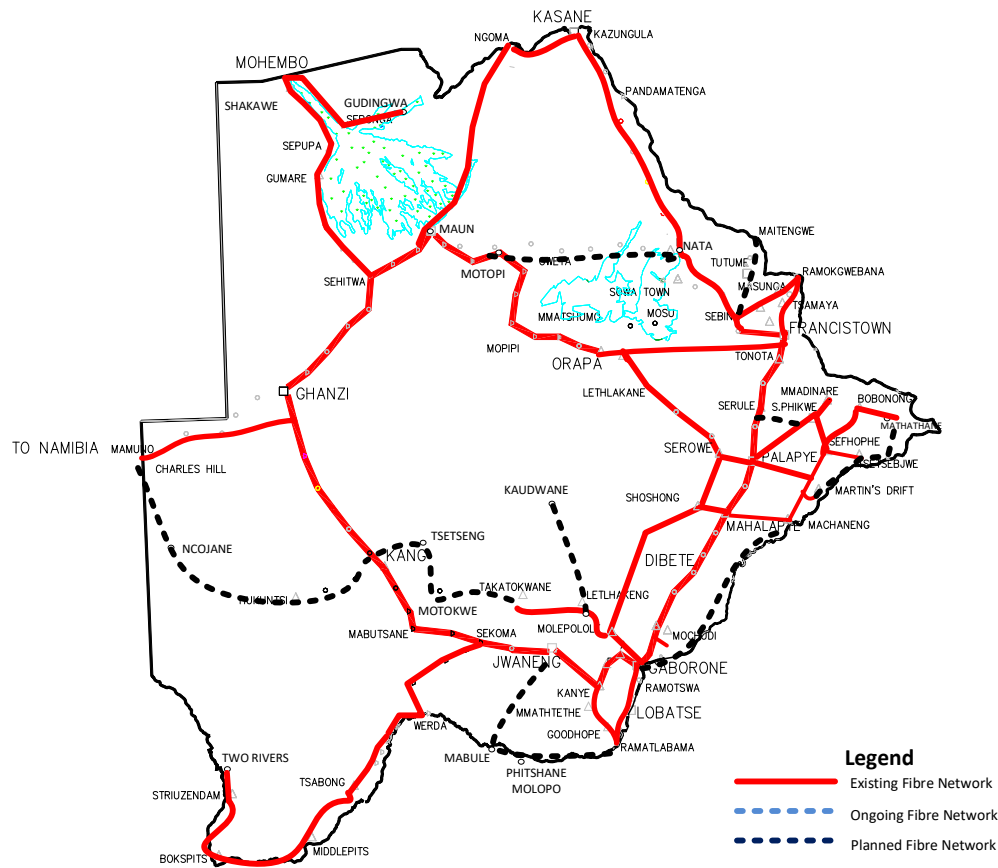


Figure 1: BoFiNet fibre map coverage in Botswana (Source: BoFiNet, 2022)

The different achievements in the communications sector have enabled the Authority to transform through the different generations of the ICT regulatory framework as developed by the ITU. The framework tracks progress of different member states on ICT regulation as depicted below.

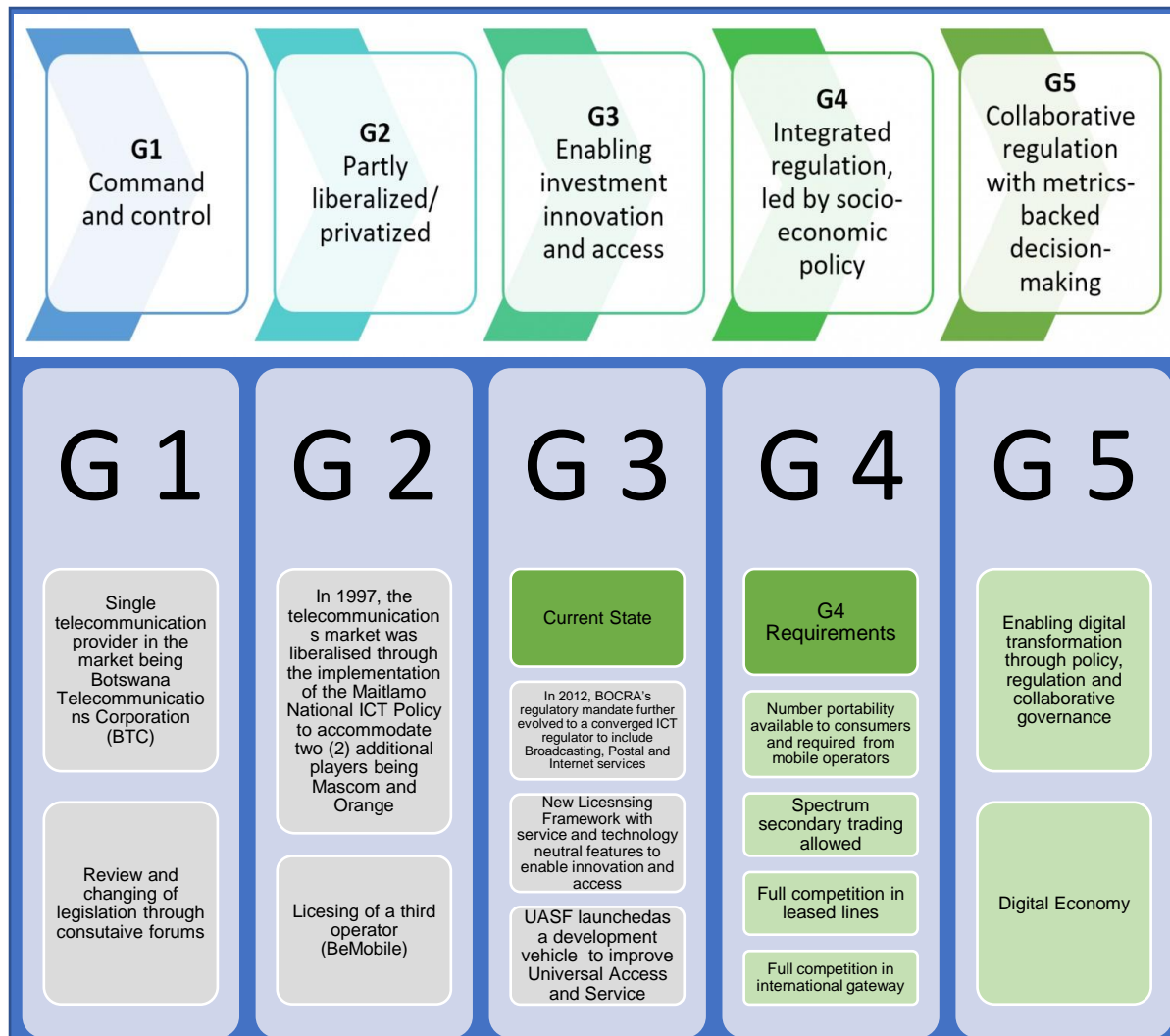


Figure 2: Progress on the ICT Regulatory Framework

Over the years, BOCRA has evolved from G1 where there was a single telecommunications provider in the market being Botswana Telecommunications Corporation (BTC) to G3. In 1997, the telecommunications market was liberalised through the implementation of the Maitlamo National ICT Policy to accommodate two (2) additional players being Mascom and Orange to provide mobile telecommunications services. Additional players were thereafter licensed to provide several other services in the telecommunications value chain.

In 2012, BOCRA's regulatory mandate further evolved to a converged ICT regulator to include Broadcasting, Postal and Internet services. With a bigger mandate, BOCRA was repositioned to increase access to communications services through the rollout of telecommunications

infrastructure to support broadband such as erection of towers to increase Long Term Evolution (LTE) footprint, setting it on a path to become a Generation 3 regulator.

APPROACH AND METHODOLOGY

APPROACH

A team comprising officers from respective departments was selected to formulate the five-year Strategic Plan 2024 – 2029 using best practice methodology. A bottom-up approach was used offering members of all seniority levels an equal opportunity to influence the strategy formation, while Management and the Board provided strategic direction. Several sources were obtained to inform the strategy development process comprising, the Draft Second Transitional National Development Plan (2023 – 2025), Ministry of Communications, Knowledge, and Technology Strategy, the National Broadband Strategy (2018), the CRASA Strategic Plan (2023 – 2028), Universal Access and Service Fund (UASF) Strategic Plan, Government Reset Agenda, Vision 2036, National ICT Policy, Botswana National Cybersecurity Strategy, SMART Botswana Strategic Initiatives, and the ITU ICT Regulatory tracker framework.

METHODOLOGY

The methodology employed three broad areas being assessment, strategy formulation and translating the strategy into actionable agenda through the Balanced Scorecard.

Assessment

- a) Review of previous performance – A review of the previous strategic plan was carried out to determine what has been achieved and drawing lessons learnt.
- b) Literature review – Literature related to the operating environment of BOCRA ranging from regulatory benchmarks, economic, regulatory and policy positions was studied. Global trends and affiliate standards were also considered.
- c) Strategy Assessment Tools – SWOT Analysis was employed, where the internal environment (Strengths and Weaknesses) was profiled using McKinsey's 7S and the external environment (Opportunities and Threats) were profiled using the PESTEL (Political, Economic, Social, Technological, Environmental and Legal) dimensions. The stakeholder and customer needs were also identified.

- d) Board focus groups – The BOCRA Board met on 2nd and 3rd February 2024 and through focus groups, set regulatory priorities which were determined using the effort vs value matrix. The amount of effort/resources required for execution against the beneficial impact resulting from the execution, were considered.

Strategy

Development of the strategic foundations:

- a) Vision
- b) Mission
- c) Priority Areas and the Regulatory Agenda

Strategy Execution

The Balanced Scorecard was used to translate the strategies formed into an actionable agenda by developing Objectives, Key Performance Indicators, Targets, and Initiatives for each of the four perspectives of the Balanced Scorecard.

SITUATIONAL ANALYSIS

REVIEW OF PREVIOUS PERFORMANCE

The Authority has performed consistently well from the previous strategic plans. The regulator moved from a single mandate regulator to a multi mandate regulator of Telecommunications, Postal, Broadcasting and Internet services. These sectors have grown competitively, and new technologies have been ushered in. New ways of transacting such as the mobile money market and broadband services have arrived at areas that never had connectivity. On the fourth year of the 2019-2024 strategic plan, the regulator achieved an 85% success rate, a strong indicator for successful completion of the strategy by 2024.

LITERATURE REVIEW

The Authority reviewed various literature including the National Broadband Strategy and the Smart Botswana Initiative which has identified villages to be connected with broadband internet networks and the speed at which they should be connected. The Maitlamo National ICT Policy which advocates for growth of ICT across the country was also considered. The National Development Plan and Government Reset Agenda which details how ICTs should be harnessed for digitalisation including facilitating e-health, e-education, and e-commerce, were among the documents studied.

The National Cybersecurity Strategy which details how the CSIRT should be operated to ensure consumers enjoy services in a safe environment, was also reviewed. The National Transformation Strategy (2023-2030) which recognises digitalisation as the cross-sectional enabler to the “1+3” 1BW and 1Gov model made the list. In this regard the BOCRA strategic plan feeds into this ecosystem to position the country to realise the 2030 end state.

SWOT ANALYSIS

A SWOT analysis was then conducted through brainstorming sessions, assessing the internal and external environment. It was structured around the McKinsey 7S and PESTEL analysis for internal and external dimensions, respectively. The strengths and weaknesses represented the internal environment while the external environment was represented by

the opportunities and threats. The detailed findings of the SWOT analysis are attached as **Annexure 1**.

The Enabling Environment

The assessment reveals that BOCRA is adequately resourced with human capital that is equipped with the right set of skills and systems to augment productivity in the workplace. The collaborative efforts showed by different teams has allowed the organisation to cultivate a spirit of teamwork and consequently a high-performance culture. Furthermore, Leadership encourages inclusive decision making where staff members contribute to the development of the organisation. The authority manages the country spectrum resources and has reviewed the spectrum management policy to align with future demands. This would enable innovation in the telecommunications and broadcasting sectors.

Government has set aside P1.83 billion for innovation and digital transformation in the 2024/2025 budget year as seed money to carry the country on a digital transformation journey. Opportunities exist to leverage on Government agencies and the regulated sector as development partners to roll-out infrastructure, facilitate access to end user devices and improve digital literacy. Further, Government has set aside P1.1 billion for research and development presenting another opportunity to collaborate for ICTs progress and innovation.

The partnership with the Ministry of Education and Skills Development presents the opportunity to grow access to digitisation and digitalisation at primary, junior and secondary school level. The National Transformation Strategy (2023-2030) has been finalised and it places digital transformation as an enabler to all sectors of the economy. The Authority is positioned to facilitate players in all sectors of the economy with spectrum resources to set up communication infrastructure and digital platforms for efficient service delivery.

Challenging Environment

Communications services are driven largely by the presence of adequate and guaranteed supply of power. Intermittent power cuts experienced in the current and past periods have negatively impacted the uptime of communications services. Further, most areas are not connected to the power grid and lack the necessary infrastructure to enable plug and play

scenarios. Vandalism and theft of communications infrastructure is also threatening the progress made thus far in the roll-out of communications services.

Despite the Government and the Regulator setting aside resources to connect all parts of the country through the UASF, the scale of delivery is threatened by global instability as the prices of goods and services skyrocket. Limited online government services negate the important work achieved in the roll-out of broadband infrastructure and the unequal income distribution also impedes access to the indigent groups.

Within the organisation slow automation of systems was noted as contributing to slow productivity and subsequent slow service delivery to customers. A partial implementation of the internal communications policy was also evident as shown by the inadequate understanding of progression policies by some employees.

The introduction of global satellite internet services poses significant regulatory challenges, at the same time presenting opportunities to have more people connected. The Authority would seek to explore the most optimum configuration of leveraging on this technology particularly with regard to domesticating its deployment.

A summary of the socio-economic outlook of Botswana and the external environment within which the Authority operates, is shown below.

SOCIO-ECONOMIC INDICATORS (2022)		CONNECTIVITY INDICATORS (2022)	
Area (km²):	581,730 km ²	Gini Co-efficient (2018):	53.3%
Population (2022):	2,359,609	Unemployment Rate:	23.6%
Urban / Rural:	72% / 28%	Public debt (% of GDP):	19% (2022)
Number of households:	710,000	Education level and literacy:	88% (2015)
Pop. density (per km²):	4	GDP Sector Contribution:	Telecom sector 2.6% (2021)
2022 Pop. growth:	1.4%		
Nominal GDP (Current \$):	20.35b		
GDP per capita (\$):	7,738		
2022 GDP growth:	8.6%		
Access to electricity (% of population):	74% (2021)		
		Mobile subscribers:	4.3M
		Unique Mobile penetration:	54% (185% total)
		Unique Mobile BB penetration:	35% (121% total)
		Smartphone penetration:	87%
		Fixed BB subscriptions :	132,993
		Fixed BB penetration (HH):	19%
		Fixed line subscriptions :	91,725
		Fixed line penetration (HH):	14%
		Internet users (pop.):	73% (2021)
WORLD INDICES			
<i>Out of 132 countries</i>			
	2020 Rank	2021 Rank	Change
Global Innovation Index 2021 (WIPO):	89	106	↓ -17
Information & communication technologies (ICTs):	116	121	↓ -5
Global Competitiveness Index 2019 (WEF):	90 (prior)	91 (latest)	
ICT adoption:	54.5(prior)	55.5 (latest)	
Innovation capability:	31.4 (2019)	N/A	
<i>The Main Cross-Cutting Constraints to economic development according to Botswana 2019-2020: 1. High inequality, 2. High poverty, 3. Duality of labour market (sharp distinction between low and high paid market segments and little movement in between) along with slow job creation, resulting in high unemployment</i>			

Figure 3: Botswana's socio-economic indicators (Source: World Bank, 2023)

STRATEGIC FOUNDATIONS ANALYSIS

Vision

A digitally enabled economy

Mission

To regulate and promote an inclusive and impactful communications sector through innovation, fair competition, and effective consumer protection

Values

In the execution of our mandate, we will uphold the following:

- **Excellence** – We will ensure that our customers are always satisfied with our responsive service delivery through application of principles of Botho², quick turnaround times and satisfactory resolution of complaints.
- **Proactiveness** – We will be forward-looking in the delivery of our mandate and keep up with evolving industry trends.
- **Integrity** –we will demonstrate transparency, honesty, and accountability in all our decisions.
- **People** –We will ensure that the greatest asset, our people, are empowered, motivated, engaged and supported.

² Botho is a philosophy or concept that emphasizes the importance of human relationships and interconnectedness. It emphasizes qualities such as kindness, empathy, compassion, and respect for others.

STRATEGIC PILLARS

To achieve the vision, the following strategic pillars have been identified. These pillars determine the main areas that the Authority would focus its efforts on, to achieve its vision and mission. Strategic pillars are critical success factors and transcend the Balanced Scorecard perspectives. Through group discussions, five (5) Strategic Pillars, were determined:

Strategic Pillar No 1: Collaborative Regulator

The communications sector is rapidly evolving and BOCRA needs to be positioned to keep pace with industry trends and provide capacity to the sector for effective competition, which will lead to greater innovation. This we shall achieve through close consultation and collaboration with key stakeholders to develop and implement dynamic regulatory frameworks which promote diverse, inclusive, safe, secure, and affordable communications services.

Strategic Pillar No 2: Inclusivity

BOCRA shall continue to manage and encourage contribution of funds from identified licensed operators in the regulated sectors to facilitate universal access and service. In doing so, the Authority would ensure connectivity to all, at the same time creating streams for beneficiation in the sector by SMMEs. Implementation of the national priorities on empowering citizens would be a constant in the roll out of connectivity and associated services.

Strategic Pillar No 3: Digitalisation

The Authority will develop strategies, policies and programmes to localise communications infrastructure such as internet exchange points, data centres and related critical areas such that the country retains high internet traffic volumes. This would ensure that value is created and retained within the territory of Botswana for prosperity of local entrepreneurs as well as enhancing security. Furthermore, the Authority will explore policies that would digitally enable different sectors of the economy.

Strategic Pillar No 4: Trusted Corporate Leader

The Authority aims to uphold the highest ethical and integrity standards in delivering its mandate. It would benchmark against international best practice for continuous improvement, at the same time upholding the moral code of the country premised on Botho.

Strategic Pillar No 5: Inclusive and Diverse Organisational Culture

The Authority will continuously capacitate its people to ensure successful implementation of the strategy. BOCRA will also devise and implement policies and programs that ensure attraction and retention of the requisite skilled workforce while recognising the unique qualities or attributes of individual employees.

STRATEGIC OBJECTIVES

Further to the Strategic Pillars, the Strategic Objectives, indicated in the next section, were developed. These are action statements denoting what the Authority would do to ultimately achieve its vision. The Balanced Scorecard was populated to address the four perspectives to meet the requirements of the stakeholders, customers, employees, and business imperatives:

Customer Perspective

- Improve customer satisfaction
- Improve consumer protection
- Improve access and usage of communications services
- Improve affordability of communications services
- Promote a secure cyberspace

Financial Perspective

- Improve management of financial resources

Internal Processes Perspective

- Increase competition
- Improve research in the regulatory environment
- Improve operational efficiency and effectiveness
- Promote sustainable environmental practices
- Improve corporate governance
- Promote citizen economic empowerment
- Promote digitalization of sectors

Learning & Growth

- Improve human capital capacity
- Improve employee engagement

STRATEGY MAP

Figure 4 shows the strategy map which communicates the cause and effects amongst the strategic objectives. The strategy map further shows how BOCRA would create value for its customers from the performance driving and capacity building (leading) objectives to the results (lagging) objectives.

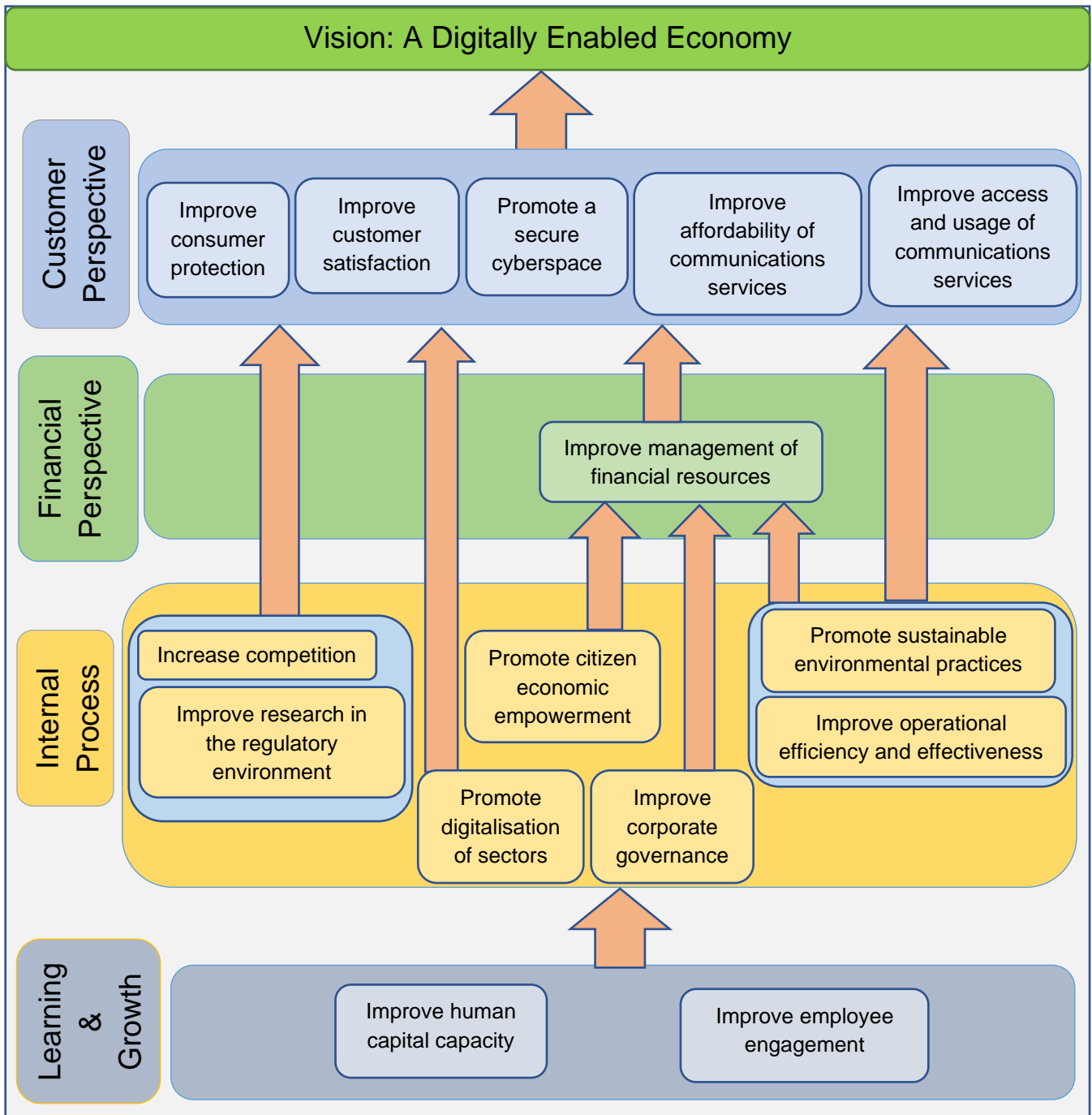


Figure 4: Strategy Map

PERFORMANCE MEASURES

The Strategic Objectives together with their performance measures were developed and are summarised below. A performance measure provides evidence of the degree to which a strategic objective is being attained over a specified time.

Strategic Pillar No 1: Collaborative Regulator

Strategic Objective 1: Increase competition

Objective	Objective Owner: Accountability	Contributors				
Increase Competition	Director, Business Development	Director, Licensing Director, Broadcasting and Corporate Communications Director, Technical Services				
Measurement Name	Measure Description	Formula				
Herfindahl-Hirschman Index (HHI)	The measure of competitiveness of the sector in terms of operators' market share.	Sum of the squares of each operator's market share (range from 0 – 10 000, where 0 is perfect competition and 10 000 is monopoly)				
Measurement Type	Unit of Measure	Measure Location				
Number	#	Business Development				
Measure Owner	Verified By	Validated By				
Deputy Director, Business Development	Director, Business Development	Director, Strategy and Projects				
Presentation	Collection Frequency	Reporting Frequency				
Line graph	Quarterly	Annual				
Intended Results	Assumptions	Data Source				
Competitive market	1. Level playing field 2. Symmetric flow of information	BOCRA database				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
HHI Postal (decreasing)	5136	5122	5108	5093	5079	5065
HHI mobile voice (decreasing)	3838	3801	3764	3727	3690	3653
HHI mobile broadband (decreasing)	4389	4364	4339	4314	4289	4264
HHI fixed broadband (decreasing)	2955	2936	2917	2898	2879	2860

HHI terrestrial radio (decreasing)	3450	3430	3420	3410	3400	3390
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Strategic Initiatives for Strategic Objective 1

1. License more operators
2. Release high-demand spectrum
3. Review and approve new products and services
4. Conduct and implement costing and pricing of communication services
5. Publicise market performance for broadcasting services
6. Enforce mandatory infrastructure sharing and national roaming
7. Facilitate competition in the next generation networks
8. Review the licensing framework

Strategic Objective 2: Improve Research in the Regulatory Environment

Objective	Objective Owner: Accountability	Contributors
Improve research in the Regulatory Environment	Director, Business Development	All Directors
Measurement Name	Measure Description	Formula
1. # of outcome-based studies undertaken 2. # of regulatory instruments implemented	1. Calculates the number of new research papers or studies introduced to the market. Research papers which enable fulfilment of mandate and research on technological advancements and regulatory processes 2. The number of new regulatory instruments introduced to the market	1. Sum of all research papers or studies conducted 2. Sum of all new regulatory instruments introduced to the market
Measurement Type	Unit of Measure	Measure Location
Number	#	Business Development
Measure Owner	Verified By	Validated By
Deputy Director, Business Development	Director, Business Development	Director, Strategy & Projects
Presentation	Collection Frequency	Reporting Frequency
Bar graph	Annual	Annual
Intended Results	Assumptions	Data Source
Informed regulation	1.Data integrity 2.Adequate research capacity in the organisation	BOCRA database
MEASURE & TARGETS		

KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
# of outcome-based studies undertaken (cumulative)	0	1	2	3	4	5
# of regulatory instruments implemented (cumulative)	0	2	4	6	8	10

Strategic Initiatives for Strategic Objective 2

1. Conduct a regulatory impact assessment of national roaming
2. Conduct a regulatory impact assessment of number portability
3. Develop industry guidelines
 - a. Review of infrastructure sharing guidelines
 - b. Develop Postal Security guidelines
4. Collaborate with research institutions
5. Review of the National Frequency Plan
6. Conduct regulatory impact assessment of satellite services
7. Conduct regulatory impact assessment of Voice over IP (VoIP)
8. Conduct research in new technologies to inform regulatory decisions
9. Conduct a regulatory maturity assessment
10. Conduct technology research in Dynamic spectrum allocation/trading

Strategic Objective 3: Improve affordability of communications services

Objective	Objective Owner: Accountability	Contributors
Improve affordability of communications	Director, Business Development	All Directors
Measurement Name	Measure Description	Formula
Price of entry level package as % of monthly GNI per capita	Price of cheapest 30-day package from the dominant operator	Price of cheapest 30-day entry level package from the dominant operator, as a percentage of monthly Gross National Income per capita
Measurement Type	Unit of Measure	Measure Location
Percentage	%	Business Development
Measure Owner	Verified By	Validated By
Deputy Director, Business Development	Director, Business Development	Director, Strategy & Projects
Presentation	Collection Frequency	Reporting Frequency
Bar graph	Annual	Annual
Intended Results	Assumptions	Data Source
Affordable services	1. The economy will remain stable	BOCRA database
MEASURE & TARGETS		

KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
Price of entry level package as % of monthly GNI per capita (decreasing)	2%	2%	1.5%	1.5%	1.5%	1.5%

Strategic Initiatives for Strategic Objective 3

1. Implement costing and pricing framework for communication services
2. Facilitate reduction of roaming charges
3. Collaborate with regional regulators on reduction of roaming charges

Strategic Pillar No 2: Inclusivity

Strategic Objective 4: Improve access and usage of communications services

Objective	Objective Owner: Accountability	Contributors
Improve access and usage of communications services	Director, Broadband and Universal Services	Director, Business Development Director, Networks and Quality of Services Director, Broadcasting and Corporate Communications Director, Technical Services
Measurement Name	Measure Description	Formula
1. Population coverage in gazetted localities (4G)	1. Population with access to 4G services	1. Population with access to 4G services expressed as a percentage of total population
2. Population coverage in gazetted localities (5G)	2. Population with access to 5G services	2. Population with access to 5G services expressed as a percentage of total population
3. Population coverage (terrestrial radio)	3. Population with access to terrestrial radio broadcasting	3. Population with access to terrestrial radio broadcasting services expressed as a percentage of total population
4. Postal density	4. Number of inhabitants per postal establishment	4. Total number of inhabitants per postal establishment
5. % households with fixed broadband	5. Households with access to fixed broadband expressed as a percentage	5. Households with access to fixed broadband expressed as a percentage of total households
6. # of levied Fund contributors	6. Number of levied Fund contributors	6. Total number of levied Fund contributors
Measurement Type	Unit of Measure	Measure Location
Percentage	%	Broadband and Universal Services
Number	#	

Measure Owner	Verified By	Validated By				
Deputy Director, Broadband & Universal Services	Director, Broadband & Universal Services	Director, Broadcasting & Corporate Communications				
Presentation	Collection Frequency	Reporting Frequency				
Line graph	Quarterly	Annual				
Intended Results	Assumptions	Data Source				
Improved access to communications services	BOCRA would continue to be the custodian of the Fund	BOCRA database				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
Population coverage in gazetted localities (4G) (increasing)	96.7%	97%	98%	98.5%	99%	100%
Population coverage in gazetted localities (5G) (increasing)	46%	48%	50%	52%	53%	55%
Population coverage (terrestrial radio) (increasing)	80%	82%	84%	86%	88%	90%
Postal density (decreasing)	11,026	10,820	10,615	10,410	10,205	10,000
% households with fixed broadband (increasing)	23%	24%	25%	26%	27%	28%
# of levied Fund contributors (cumulative)	10	10	13	15	17	19

Strategic Initiatives for Strategic Objective 4

1. Monitor implementation of the UASF Strategy
2. Implement some Smart Botswana initiatives
3. Conduct public awareness campaigns
4. Promote the expansion of fibre to the home
5. Release high demand spectrum
6. Develop and implement a framework for identifying additional UASF levy contributors
7. Support infrastructure development
8. Advocate for enabling legislation
 - a. Facilitate review of national ICT policy
 - b. Advocate for development of a national broadcasting policy
 - c. Advocate for development of a Universal Service policy
 - d. Advocate for the review of national broadband strategy

Strategic Objective 5: Improve consumer protection

Objective	Objective Owner: Accountability	Contributors				
Improve consumer protection	Director, Legal, Compliance and Board Secretary	All Directors				
Measurement Name	Measure Description	Formula				
1. % Network availability 2. Service Availability Rate (Broadcasting) 3. % Adherence to Postal security guidelines	1. The degree to which a network is operable and not in a state of failure or outage at any point in time. 2. Proportion of the time when the broadcasting service is accessible to its audience 3. Postal security guidelines adhered to as a percentage of all guidelines	1. Hours of network uptime divided by available hours expressed as a percentage NB: The QoS measure is a moving target because the population is forever increasing, and geographical areas expand as people are allocated land. This results in operators having to expand their networks to address new gaps. 2. Proportion of the time when the broadcasting service is accessible to its audience 3. Sum of the guidelines adhered to, expressed as a percentage of overall guidelines				
Measurement Type	Unit of Measure	Measure Location				
Percentage	%	Networks and QoS Broadcasting and Corporate Communications				
Measure Owner	Verified By	Validated By				
Manager, Networks & QoS	Chief Engineer, Networks and QoS	Director, Strategy and Projects				
Presentation	Collection Frequency	Reporting Frequency				
1. Report 2. Graph	1. Annually 2. Monthly	1. Biennial 2. Annually				
Intended Results	Assumptions	Data Source				
Empowered Consumers	1. Power availability, data integrity and data availability 2. Operators would have adequate resources to implement the guidelines	QoS monitoring system (Planet Network International)				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
Adherence to QoS standards (% Network availability) (maintained)	98%	98%	98%	98%	98%	98%
Service Availability Rate	98%	98%	98%	98%	98%	98%

(Broadcasting) (maintained)						
% Adherence to Postal security guidelines (increasing)	-	-	-	50%	75%	100%

Strategic Initiatives for Strategic Objective 5

1. Develop and implement security standards
 - a. Review the Quality-of-Service Standards
2. Undertake monitoring of networks
3. Conduct an independent QoS audit
4. Upgrade spectrum monitoring systems
5. Undertake monitoring of terrestrial broadcasting signal services
6. Develop and implement Postal security guidelines

Strategic Objective 6: Promote citizen economic empowerment

Objective	Objective Owner: Accountability	Contributors				
Promote citizen economic empowerment	Director, Finance	All Directors				
Measurement Name	Measure Description	Formula				
1. % reservation to citizens 2. % provisional licensees graduating to long term	1. Percentage of tenders reserved for citizens 2. Provisional licensees that graduate to long term licensees	1. Tenders reserved for citizens as a percentage of total tenders awarded 2. Provisional licensees graduating to long term licensees expressed as a percentage of all provisional licensees				
Measurement Type	Unit of Measure	Measure Location				
Percentage	%	Finance				
Measure Owner	Verified By	Validated By				
Deputy Director, Finance	Director, Finance	Director, Legal Compliance and Board Secretary				
Presentation	Collection Frequency	Reporting Frequency				
Bar graph	Annual	Annual				
Intended Results	Assumptions	Data Source				
Support government CEE policy	1. Stable supply value chain 2. Goods and services available locally	Finance reports Licensing reports				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
% reservation to citizens (increasing)	75%	80%	85%	90%	95%	100%
% provisional licensees	-	50%	60%	70%	75%	80%

graduating to long term						
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Strategic Initiatives for Strategic Objective 6

1. Develop and implement corporate policies and strategies for citizen owned businesses
2. Support growth of Techpreneurs to develop sustainable digital solutions

Strategic Pillar No 3: Digitalisation

Strategic Objective 7: Promote a secure cyberspace

Objective	Objective Owner: Accountability	Contributors				
Promote secure cyberspace	a Head, CSIRT	All Directors				
Measurement Name	Measure Description	Formula				
ITU Global Cybersecurity index (GCI)	Measures the level of cybersecurity commitment by countries based on the five pillars defined by Global Cybersecurity Agenda. The index is compiled by ITU based on input from ITU member states.	Composite index combining 25 indicators with regards to the five pillars of Legal, Technical, Organisational, Cooperation and Capacity Building.				
Measurement Type	Unit of Measure	Measure Location				
Number	#	CSIRT				
Measure Owner	Verified By	Validated By				
Manager, CSIRT	Head, CSIRT	Director, Strategy and Projects				
Presentation	Collection Frequency	Reporting Frequency				
Graph	Monthly	Biennial				
Intended Results	Assumptions	Data Source				
Secure cyberspace	The National Cybersecurity Strategy Action Items will be implemented	Primary source: CSIRT Secondary source: ITU Global Cybersecurity Index Report				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
Global Cybersecurity index (increasing)	0.786	-	0.8	-	0.85	-

Strategic Initiatives for Strategic Objective 7

1. Conduct cyber drills
2. Cyber security capacity building
3. Collaboration and information exchange between CSIRT and other stakeholders
4. Enhance the national CSIRT
5. Review the national cybersecurity strategy

6. Advocate for the development of a national cybersecurity law

Strategic Objective 8: Promote digitalisation of sectors

Objective	Objective Owner: Accountability	Contributors				
Promote digitalisation of sectors	Director, Technical Services	Director, Licensing Director, Business Development Head, Information Technology				
Measurement Name	Measure Description	Formula				
1. # of sector specific digital services launched 2. % of traffic going through local IXP	1. Number of sector specific digital services launched 2. Traffic going through local IXP expressed as a percentage of total traffic	1. Total number of digital services launched 2. Internet traffic going through local IXP expressed as a percentage of total Internet traffic				
Measurement Type	Unit of Measure	Measure Location				
1. Number 2. Percentage	1. # 2. %	Technical Services				
Measure Owner	Verified By	Validated By				
Deputy Director, Spectrum Management	Director, Technical Services	Head, Information Technology				
Presentation	Collection Frequency	Reporting Frequency				
Bar Chart	Quarterly	Annually				
Intended Results	Assumptions	Data Source				
Facilitation of a wide range of services across different sectors using spectrum resources	1. The demand for spectrum from different sectors will continue to grow. 2. Different services will require different spectrum with different characteristics 3. Robust IXP infrastructure in place	Technical Services Reports Information Technology Reports				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
# of sector specific digital services launched (cumulative)	1	2	3	5	7	10
% of traffic going through local IXP (increasing)	-	-	20%	30%	40%	50%

Strategic Initiatives for Strategic Objective 8

1. Developing E-Commerce (Postal)

- a. Advocate for implementation of the LAPCAS module on Postal Addressing
2. Facilitate strategic collaborations
 - a. Engage with BURS to improve on efficiency of clearance
3. Facilitate access to spectrum for sector specific utilisation
4. Review the licensing framework
 - a. Cater for different spectrum access regimes for different use cases
5. Facilitate connection of traffic through local internet exchange point
6. Advocate for liberalisation in the development of government services
7. Collaborate with government on strategic ICT projects
8. Support infrastructure development

Strategic Objective 9: Improve customer satisfaction

Objective	Objective Owner: Accountability	Contributors				
Improve customer satisfaction	Director, Broadcasting & Corporate Communications	All Directors				
Measurement Name	Measure Description	Formula				
Customer Satisfaction Index	% of satisfied consumers of communication services measured on a 5-Point Likert Type Scale	Overall Average score for each sector. This will be applied every other year.				
Measurement Type	Unit of Measure	Measure Location				
Index	Number	Department of Broadcasting & Corporate Communications				
Measure Owner	Verified By	Validated By				
Deputy Director Corporate Communications	Director Broadcasting & Corporate Communications	Director Strategy & Projects				
Presentation	Collection Frequency	Reporting Frequency				
Bar Chart	Biennially	Biennial				
Intended Results	Assumptions	Data Source				
1.Increased Satisfaction 2.Identify areas of improvement	1. Honest and constructive feedback from the sample 2. Stakeholders to be considered: consumers, operators and other external stakeholders	Satisfaction Survey Reports Survey				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
Customer Satisfaction Index (increasing)	4.2	4.3	-	4.4	-	4.5

Strategic Initiatives for Strategic Objective 9

1. Conduct stakeholder perception survey

2. Implement recommendations from the survey
3. Conduct consumer education and awareness campaigns
4. Implement the Corporate Social Investment policy

Strategic Pillar No 4: Trusted Corporate Leader

Strategic Objective 10: Promote sustainable environmental practices

Objective	Objective Owner: Accountability	Contributors				
Promote sustainable environmental practices	Director, Legal, Compliance and Board Secretary	All Directors				
Measurement Name	Measure Description	Formula				
# of green initiatives adopted	Number of green initiatives that have been implemented	Total number of green initiatives implemented				
Measurement Type	Unit of Measure	Measure Location				
Number	#	Legal and Compliance				
Measure Owner	Verified By	Validated By				
Deputy Director, Legal and Compliance	Director, Legal, Compliance and Board Secretary	Director, Business Development				
Presentation	Collection Frequency	Reporting Frequency				
Line graph	Monthly	Quarterly				
Intended Results	Assumptions	Data Source				
An environmentally friendly regulator	1. Adequate availability of resources	BOCRA Database				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
# of green initiatives adopted (cumulative)	0	1	1	2	2	2

Strategic Initiatives for Strategic Objective 10

1. Develop and implement green initiatives, standards, and processes
2. Develop and monitor EMF standards
3. Encourage licensees to use green technology
4. Implement the infrastructure sharing guidelines
5. Develop MoU with Department of Environment and Waste Management

Strategic Objective 11: Improve governance

Objective	Objective Owner: Accountability	Contributors				
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Improve governance	Director, Legal, Compliance and Board Secretary	All Directors				
Measurement Name	Measure Description	Formula				
Adherence to ESG/sustainability reporting framework	Measures the level of adherence to the ESG/sustainability reporting framework	Sum of the elements in the framework adhered to, expressed as a percentage of overall framework				
Measurement Type	Unit of Measure	Measure Location				
Percentage	%	Department Legal and Compliance				
Measure Owner	Verified By	Validated By				
Deputy Director, Legal and Compliance	Director, Legal, Compliance and Board Secretary	Director Finance				
Presentation	Collection Frequency	Reporting Frequency				
Graph	Quarterly	Annually				
Intended Results	Assumptions	Data Source				
Risk management and compliance	1. Availability of human and financial resources to implement the framework	Financial reports				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
% adherence to ESG/sustainability reporting framework	-	-	-	50%	60%	70%

Strategic Initiatives for Strategic Objective 11

1. Develop and implement an ESG reporting framework
2. Monitor implementation of the ESG reporting framework

Strategic Objective 12: Improve management of financial resources

Objective	Objective Owner: Accountability	Contributors				
Improve Management of Resources	Director, Finance	All Directors				
Measurement Name	Measure Description	Formula				
% budget variance	The level of adherence to set budget	(Budget – Actual) / Budget expressed as a percentage				
Measurement Type	Unit of Measure	Measure Location				
Percentage	%	Department of Finance				
Measure Owner	Verified By	Validated By				
Deputy Director, Finance	Director, Finance	Director, Strategy and Projects				
Presentation	Collection Frequency	Reporting Frequency				

Graph	Monthly	Annually				
Intended Results	Assumptions	Data Source				
Adherence to the budget	1. No cost overruns- all projects will stay within their budget 2. Prices will remain stable	Financial reports				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
% budget variance (maintained)	10%	10%	10%	10%	10%	10%
Adherence to Procurement Plan (maintained)	100%	100%	100%	100%	100%	100%

Strategic Initiatives for Strategic Objective 12

1. Implement cost containment measures
2. Monitoring of the budget
3. Enforce timely collection of regulatory fees from PTOs
4. Monitor implementation of projects
5. Develop and implement Procurement Plan

Strategic Objective 13: Improve operational efficiency and effectiveness

Objective	Objective Owner: Accountability	Contributors
Improve operational efficiency and effectiveness	Director, Strategy and Projects	All Directors
Measurement Name	Measure Description	Formula
1. % adherence to turnaround times 2. # of automated processes 3. # of innovative solutions implemented	1. Level of adherence on key organisational processes 2. Organisational processes that have been automated 3. Innovative solutions that have been implemented	1. Composite index measuring the level of adherence to turnaround times covering the processes of licensing, type approval and approval of tariffs and services 2. Total number of processes that have been automated 3. Total number of innovative solutions that have been implemented
Measurement Type	Unit of Measure	Measure Location
1. Percentage 2. Number 3. Number	% # #	Strategy and Projects
Measure Owner	Verified By	Validated By

Deputy Director, Strategy and Projects	Director, Strategy and Projects	Director, Broadcasting and Corporate Communications				
Presentation	Collection Frequency	Reporting Frequency				
Bar graph	Quarterly	Annually				
Intended Results	Assumptions	Data Source				
The deployment of systems to improve organisational effectiveness and efficiency	1. Map one process a year at Tier 1 2. Availability of funds 3. Technically competent staff 4. IT governance framework in place	Organisational performance reports				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
% adherence to turnaround times (increasing)	-	80%	85%	90%	95%	100%
# of processes automated (cumulative)	0	0	1	2	3	4
# of innovative initiatives implemented (cumulative)	3	4	4	5	5	6

Strategic Initiatives for Strategic Objective 13

1. Monitor adherence to set turnaround times
2. Implement a new spectrum monitoring system
3. Support development of digital solutions
4. Implement IT governance framework
5. Automate all BOCRA customer facing services

Strategic Pillar No 5: Inclusive and Diverse Organisational Culture

Strategic Objective 14: Improve human capital capacity

Objective	Objective Owner:	Contributors
Improve human capital capacity	Director, Corporate Services	All
Measurement Name	Measure Description	Formula
1. %Bench Strength	1.Organisational succession plans conducted to measure the readiness of successors for critical positions	1.Number of employees readiness for critical positions expressed as a percentage
2. Attraction and retention index	2. Measure attrition rate.	2. Percentage of workforce that remained employed against those that left through resignation
Measurement Type	Unit of Measure	Measure Location

Percentage	%	Corporate Services
Measure Owner	Verified By	Validated By
HR Business Partner	Director, Corporate Services	Director, Broadband & Universal Services
Presentation	Collection Frequency	Reporting Frequency
Report	Annually	Quarterly
Intended Results	Assumptions	Data Source
Improved Human Capital Capacity	1. Continuous improvement of bench strength 2. Continuous training and development	1. Talent Council Reports 2. Employee Engagement Reports 3. Executive Management Reports

MEASURE & TARGETS

KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
% bench strength for critical positions (increasing)	23% - H	25% - H	30% - H	35% - H	45% - H	50% - H
Attraction and retention indices (maintained)	99%	≥98%	≥98%	≥98%	≥98%	≥98%

Strategic Initiatives for Strategic Objective 14

1. Implement talent management interventions
2. Review and implement employee value proposition
3. Conduct regulatory training for employees
4. Develop and implement a Human Capital Strategy

Strategic Objective 15: Improve employee engagement

Objective	Objective Owner:	Contributors
Improve employee engagement	Director, Corporate Services	All Directors
Measurement Name	Measure Description	Formula
1. Employee Engagement Index 2. Diversity and Inclusion Index	1. Online engagement survey to measure the degree at which employees are engaged within the organisation 2. An online perception survey to measure the degree at which employees perceive the work environment to be inclusive and non-discriminatory	1. Number of staff engaged expressed as a percentage of total staff 2. Number of employees perceiving work environment to be inclusive and non-discriminatory expressed as a percentage of total staff
Measurement Type	Unit of Measure	Measure Location

Percentage	%	Corporate Services				
Measure Owner	Verified By	Validated By				
HR Business Partner	Director, Corporate Services	Director, Broadband & Universal Services				
Presentation	Collection Frequency	Reporting Frequency				
Report	Bi-Annually	Quarterly				
Intended Results	Assumptions	Data Source				
Improved engagement	1. High staff morale would be maintained	1. Employee Engagement Reports 2. Executive Management Reports				
MEASURE & TARGETS						
KPI	BASELINE	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
Employee engagement index (increasing)	65% Global benchmark	-	≥2% above Global benchmark	-	≥3% above Global benchmark	-
Diversity and Inclusion Index (increasing)	85%	-	87%	-	89%	-

Strategic Initiatives for Strategic Objective 15

1. Conduct employee engagement survey
2. Conduct a diversity and inclusion survey
3. Implement recommendations from the employee engagement survey

BOCRA BALANCED SCORECARD 2024 – 2029

Table 1 shows a summary of the strategic objectives and their measures and targets, that BOCRA will pursue during the strategic plan cycle.

Table 1: BOCRA Balanced Scorecard

PERSPECTIVES	No	Strategic Objective	KPI (Measure)	Actual	Target				
				Baseline (Current)	2024/25	2025/26	2026/27	2027/28	2028/29
CUSTOMER PERSPECTIVE	C1	Improve customer satisfaction	Customer satisfaction index	4.2	4.3	-	4.4	-	4.5
	C2	Improve Consumer protection	Adherence to QoS standards (Network availability)	98%	98%	98%	98%	98%	98%
			Service Availability Rate (Broadcasting)	98%	98%	98%	98%	98%	98%
			% Adherence to Postal security guidelines	-	-	-	50%	75%	100%
	C3	Improve access and usage of communications services	Population coverage (4G)	96.7%	97%	98%	98.5%	99%	100%
			Population coverage (5G)	46%	48%	50%	52%	53%	55%
			Population coverage (terrestrial radio)	80%	82%	84%	86%	88%	90%
			Postal density	11,026	10,820	10,615	10,410	10,205	10,000
			% households with fixed broadband	23%	24%	25%	26%	27%	28%
			# of levied Fund contributors	10	10	13	15	17	19
	C4	Improve affordability of communications services	Price of entry level package as % of monthly GNI per capita	2%	2%	1.5%	1.5%	1.5%	1.5%
	C5	Promote a secure cyberspace	ITU Cybersecurity index	78.6%	-	80%	-	85%	-
	FINANCIAL PERSPECTIVE	F1	Improve management of financial resources	% budget variance	10%	10%	10%	10%	10%
% adherence to procurement plan				100%	100%	100%	100%	100%	100%
INTERNAL PROCESS PERSPECTIVE	IP1	Increase competition	HHI Postal	5136	5122	5108	5093	5079	5065
			HHI mobile voice	3838	3801	3764	3727	3690	3653
			HHI mobile broadband	4389	4364	4339	4314	4289	4264

PERSPECTIVES	No	Strategic Objective	KPI (Measure)	Actual	Target				
				Baseline (Current)	2024/25	2025/26	2026/27	2027/28	2028/29
INTERNAL PROCESS PERSPECTIVE	IP1	Increase competition	HHI fixed broadband	2955	2936	2917	2898	2879	2860
			HHI terrestrial radio	3450	3430	3420	3410	3400	3390
	IP2	Improve research in the regulatory environment	# of outcome based studies undertaken	0	1	2	3	4	5
			# of regulatory instruments implemented	0	2	4	6	8	10
	IP3	Promote citizen economic empowerment	% reservation to citizens	75%	80%	85%	90%	95%	100%
			% provisional licensees graduating to long term	-	50%	60%	70%	75%	80%
	IP4	Promote sustainable environmental practices	# of green initiatives adopted	0	1	1	2	2	2
	IP5	Promote digitalisation of sectors	# of sector specific digital services launched	1	2	3	5	7	10
			% of traffic going through local IXP	-	-	20%	30%	40%	50%
	IP6	Improve governance	% adherence to the ESG/sustainability reporting framework	-	-	-	50%	60%	70%
	IP7	Improve operational efficiency and effectiveness	% adherence to turnaround times	-	80%	85%	90%	95%	100%
			# of processes automated	0	0	1	2	3	4
			# of innovative initiatives implemented	3	4	4	5	5	6
LEARNING & GROWTH PERSPECTIVE	LG1	Improve human capital capacity	% bench strength for critical positions	23% - H	25% - H	30% - H	35% - H	45% - H	50% - H
			Attraction and retention indices	90%	≥98%	≥98%	≥98%	≥98%	≥98%
	LG2	Improve employee engagements	Employee engagement	65% Global benchmark	-	≥2% above Global benchmark	-	≥3% above Global benchmark	-

STRATEGIC PROJECTS PORTFOLIO

Table 2 shows the Strategic Initiatives that have been identified to aid in the achievement of the strategy over the strategic plan cycle.

Table 2: BOCRA Projects Portfolio

PERSPECTIVES	No	Strategic Objective	KPI (Measure)	No	Strategic initiatives / projects	KPI (Initiative)
CUSTOMER PERSPECTIVE	C1	Improve customer satisfaction	Customer satisfaction index	C1.1	Conduct a stakeholder perception survey	% completion of survey
				C1.2	Implement recommendations from the survey	% implementation of recommendations
				C1.3	Conduct consumer education and awareness campaigns	% completion of the consumer awareness strategy
				C1.4	Implement the Corporate Social Investment policy	% completion of CSI initiatives
	C2	Improve Consumer protection	Adherence to QoS standards (Network availability)	C2.1	Undertake monitoring of networks	% completion of monitoring report
				C2.2	Review the Quality-of-Service Standards	% completion of standards
				C2.3	Conduct an independent QoS audit	% completion of the audit
				C2.4	Upgrade spectrum monitoring system	% project completion
			C2.5	Undertake monitoring of terrestrial broadcasting signal services	% project completion	
			C2.6	Develop and implement Postal security guidelines	% project completion	
	C3	Improve access and usage of communications services	Population coverage (4G)	C3.1	Monitor implementation of the UASF Strategy	% project completion
				C3.2	Advocate for development of a Universal Service policy	% completion of the policy
			Population coverage (5G)	C3.3	Support infrastructure development	% project completion
				C3.4	Facilitate review of the national ICT policy	% completion of the policy
				C3.5	Advocate for the review of national broadband strategy	% completion of the strategy
				C3.6	Release the high demand spectrum	% project completion
Population coverage (terrestrial radio)			C3.7	Advocate for development of a national broadcasting policy	% completion of the policy	
			C3.8	Implement some Smart Botswana initiatives	% project completion	

PERSPECTIVES	No	Strategic Objective	KPI (Measure)	No	Strategic initiatives / projects	KPI (Initiative)
CUSTOMER PERSPECTIVE	C3	Improve access and usage of communications services	Postal density	C3.9	Conduct awareness campaigns	# of campaigns conducted
			% households with fixed broadband	C3.10	Promote the expansion of fibre to the home	% project completion
			# of levied contributors to the Fund	C3.11	Develop and implement a framework for identifying additional UASF levy contributors	% project completion
	C4	Improve affordability of communications services	Price of entry level package as % of monthly GNI per capita	C4.1	Implement costing and pricing framework for communication services	% implementation of the framework
				C4.2	Facilitate reduction of roaming charges	% project completion
	C5	Promote a secure cyberspace	ITU Cybersecurity index	C5.1	Conduct cyber drills	% project completion
				C5.2	Cyber security capacity building	% implementation of training plan
				C5.3	Collaboration and information exchange between CSIRT and other stakeholders	# of engagements with stakeholders
				C5.4	Enhance the national CSIRT	% project completion
				C5.5	Review the national cybersecurity strategy	% completion of the strategy
				C5.6	Advocate for development of a national cybersecurity law	% project completion
	FINANCIAL PERSPECTIVE	F1	Improve management of financial resources	% budget variance	F1.1	Implement cost containment measures
F1.2					Monitoring of the budget	% adherence to the budget
F1.3					Enforce timely collection of regulatory fees from PTOs	% collection of regulatory fees
F1.4					Monitor implementation of projects	% projects completed within time and scope
% adherence to Procurement Plan				F1.5	Develop and implement Procurement Plan	% implementation of the plan
INTERNAL PROCESS PERSPECTIVE	IP1	Increase competition	HHI Postal	IP1.1	License more operators	# of new licensees
			HHI mobile voice	IP1.2	Enforce mandatory infrastructure sharing and national roaming	% completion of the project
				IP1.3	Release the high demand spectrum	% completion of the project
			HHI mobile broadband	IP1.4	Review the licensing framework	% completion of the reviewed framework
				IP1.5	Conduct and implement costing and pricing of communication services	% implementation of the framework
				IP1.6	Facilitate competition in the next generation networks	% completion of the project
			HHI fixed broadband	IP1.7	Review and approve new products and services	Turnaround time for approvals
			HHI terrestrial radio	IP1.8	Publicise market performance for broadcasting services	% completion of the report

PERSPECTIVES	No	Strategic Objective	KPI (Measure)	No	Strategic initiatives / projects	KPI (Initiative)
INTERNAL PROCESS PERSPECTIVE	IP2	Improve research in the regulatory environment	# of outcome based studies undertaken	IP2.1	Conduct a regulatory maturity assessment	% completion of the assessment
				IP2.2	Collaborate with research institutions	# of collaborations
				IP2.3	Conduct a regulatory impact assessment of national roaming	% completion of the assessment
				IP2.4	Conduct a regulatory impact assessment of number portability	% completion of the assessment
				IP2.5	Conduct a regulatory impact assessment of satellite services	% completion of the assessment
				IP2.6	Conduct a regulatory impact assessment of Voice over IP (VoIP)	% completion of the assessment
				IP2.7	Conduct technology research in Dynamic spectrum allocation/trading	% completion of research paper
				IP2.8	Conduct research in new technologies to inform regulatory decisions	% completion of research papers
			# of regulatory instruments implemented	IP2.10	Review of infrastructure sharing guidelines	% completion of the guidelines
				IP2.11	Develop Postal Security guidelines	% completion of the guidelines
				IP2.12	Review of the National Frequency Plan	% completion of the plan
	IP3	Promote citizen economic empowerment	% reservation to citizens	IP3.1	Develop and implement corporate policies and strategies for citizen owned businesses	% project completion
			% provisional licensees graduating to long term	IP3.2	Support growth of Techpreneurs to develop sustainable digital solutions	% project completion
	IP4	Promote sustainable environmental practices	# of green initiatives adopted	IP4.1	Develop and implement green initiatives, standards, and processes	% implementation of the initiatives
				IP4.2	Develop and monitor EMF standards	% project completion
				IP4.3	Encourage licensees to use green technology	# of engagements
				IP4.4	Implement the infrastructure sharing guidelines	% implementation of the guidelines
				IP4.5	Develop MoU with Department of Environment and Waste Management	% completion of the MoU
	IP5	Promote digitalisation of sectors	# of sector specific digital services launched	IP5.1	Advocate for implementation of the LAPCAS module on Postal Addressing	% project completion
				IP5.2	Engage with BURS to improve on efficiency of clearance	% project completion
IP5.3				Facilitate access to spectrum for sector specific utilisation	% project completion	

PERSPECTIVES	No	Strategic Objective	KPI (Measure)	No	Strategic initiatives / projects	KPI (Initiative)	
INTERNAL PROCESS PERSPECTIVE	IP5	Promote digitalisation of sectors	# of sector specific digital services launched	IP5.4	Review the licensing framework to cater for different spectrum access regimes for different use cases	% project completion	
				IP5.5	Advocate for liberalisation in the development of govt services	% project completion	
				IP5.6	Collaborate with government on strategic ICT projects	# of strategic collaborations	
			IP5.7	Facilitate connection of traffic through local internet exchange point	% project completion		
			IP5.8	Support infrastructure development	% project completion		
	IP6	Improve governance	% adherence to the ESG/sustainability reporting framework	IP6.1	Develop and implement an ESG reporting framework	% completion of the framework	
				IP6.2	Monitor implementation of the ESG reporting framework	% implementation of the framework	
	IP7	Improve operational efficiency and effectiveness	% adherence to turnaround times	IP7.1	Monitor adherence to set turnaround times	Turnaround time for key organisational processes	
				IP7.2	Automate all BOCRA customer facing services	% project completion	
			# of processes automated	IP7.3	Implement a new spectrum monitoring system	% project completion	
				# of innovative initiatives implemented	IP7.4	Support development of digital solutions	% project completion
					IP7.5	Implement IT governance framework	% implementation of the framework
	LEARNING & GROWTH PERSPECTIVE	LG1	Improve human capital capacity	% bench strength for critical positions	LG1.1	Implement talent management interventions	# of interventions implemented
LG1.2					Review and implement employee value proposition	% completion of project	
Attraction and retention indices				LG1.3	Develop and implement a Human Capital strategy	% implementation of the strategy	
				LG1.4	Conduct regulatory training for employees	# of trainings conducted	
LG2		Improve employee engagement	Employee engagement	LG2.1	Conduct employee engagement survey	% completion of the survey	
				LG2.2	Implement recommendations from the employee engagement survey	% implementation of the recommendations	

RISK ASSESSMENT MATRIX

The Strategic Plan was subjected to a risk assessment to mitigate implementation obstacles. The matrix articulates the risks associated with each strategic objective that could impede implementation. The risks have been rated using the standard risk evaluation matrix of 5x5 adopted by the Authority. Mitigation plans were also developed for completeness of the risk matrix.

Table 3: Risk Assessment Matrix

Risk ID	Strategic Objective	Risk Category	Risk Name	Risk Description	Consequences	Inherent Risk			
						L	I	IR	Ranking
1	Increase competition	Strategic	Limited market performance	Limited market performance due to ineffective monitoring	Criticism of Anti-Competitive Practices - Reputational Existence of monopolies Shutting down of some market players Reduced profitability Dominance of some market players Limited innovation in the market Poor quality of service	5	4	20	Extreme
2	Improve research in the Regulatory Environment	Legal & Compliance	Inadequate Regulatory instruments	Inadequate regulatory instruments to regulate new innovations/developments	Limited consumer protection Market Instability Reduced Public Trust	4	4	16	High
3	Improve affordability of communications services	Strategic	Unsustainable pricing models	Pricing strategies may not be financially viable in the long run	Reduced profitability Reduced Innovation Negative impact on low income earners Low investment in the sector	4	3	12	High
4	Improve access and usage of communications services	Strategic	Limited communication services	Inadequate infrastructure to reach all target populations, and Inability to pay for available services	Digital Divide Widens (Unequal Opportunities) Limited service availability Slow uptake of ICT services	5	4	20	Extreme

5	Improve consumer protection	Legal & Compliance	Inadequate Consumer Protection Measures	Weak enforcement mechanisms leading to inadequate protective measures.	Unsatisfactory quality of service and experience by consumers Loss of Consumer Trust - Reputational Negative Impact on Market Growth	5	5	25	Extreme
6	Promote citizen economic empowerment	Strategic	Limited entrepreneurial skills	Citizen owned businesses and contractors given inadequate support.	Limited growth for citizen owned companies in ICT Reliance on foreign vendors Reputational damage from stakeholders Poor quality and delay of deliverables	5	4	20	Extreme
7	Promote a secure cyberspace	Technology	Cyber insecurity	Potential cyber threats to Computer Security Incident Response Team (CSIRT) systems	Poor ranking per the ITU Global Cybersecurity Index (GCI) Increased Cyber attacks Data Breaches and Privacy Violations Disruption of services and loss of trust Resource depletion (time and human capital during a cyber attack)	5	5	25	Extreme
8	Promote digitalisation of sectors	Strategic	Resistance to change	Stakeholder resistance to change emanating from digital transformation	Slow adoption of digital technologies Inefficient delivery of services Reduced foreign direct investment Slow innovation of digital solutions Insufficient local digital content	4	4	16	High
9	Improve customer satisfaction	Reputational	Negative public/stakeholder perception of BOCRA	Negative public/stakeholder perception of BOCRA	Loss of credibility and reputation Misinformation	5	5	25	Extreme
10	Promote sustainable environmental practices	Strategic	Stakeholder resistance	Industry players may resist adopting green initiatives due to perceived costs or operational challenges.	Environmental degradation and health risks	5	3	15	High
11	Improve governance	Legal & Compliance	Non-compliance with governance principles	Conflicting governance standards, codes and alignment to legislation	Exposure to fines, penalties, and reputational damage Increased regulatory scrutiny from other regulators on governance practices	4	4	16	High

Improve management of financial res	Financial	Insufficient financial controls	Inadequate financial processes and non-adherence to same	Cost overruns Financial loss (including revenue leakage) Reputational loss Limited regulatory oversight and enforcement Fraud	3	5	15	High
Improve operational efficiency and effectiveness	Operational	Limited resources and inefficient processes	Inefficient service delivery	Sub-standard projects due to non adherence to contracts (time, scope, quality, cost) Litigation Unsatisfied customers and stakeholders Financial loss	4	3	12	High
Improve human capital capacity	Operational	Ineffective succession Planning and talent management	Failure to implement effective succession planning for critical positions within BOCRA (Bench strength) and a talent management programme	Disruption of Operations (including service delivery) Degredation of Institutional Knowledge Decreased Morale and Productivity	3	5	15	High
Improve employee engagement	Reputational	Low employee morale	Lack of employee motivation and engagement	Decreased productivity and high turnover	3	5	15	High

Risk Ranking Key

Minimal 1-2	Low 3-5	Moderate 6-8	High 9-16	Extreme 17-25
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COMMUNICATION OF THE STRATEGY

In line with the strategy development process, the next steps will be taken to maintain momentum and ensure successful implementation of the BOCRA Strategic Plan 2024 – 2029:

APPROVAL OF THE STRATEGY

The BOCRA Board will convene to consider the strategy and subsequently approve it for implementation.

SOCIALISATION OF THE STRATEGY

The strategy would then be socialised to the rest of staff to ensure awareness, build understanding, and gain buy-in as well as commitment for successful delivery of the strategic intent.

CASCADING THE STRATEGY

To maximise chances of success, the BOCRA Strategic Plan 2024 – 2029 will be linked to the functional and support department strategies. This will be done through the cascading and translation of the corporate strategy to develop next level scorecards. These scorecards will describe how departments will contribute to the overall strategy and how their performance will be measured. An illustration of this process is shown in **Figure 5**. The objective is to achieve alignment throughout the organisation to ensure that employees understand the strategy and are motivated to contribute to its delivery.

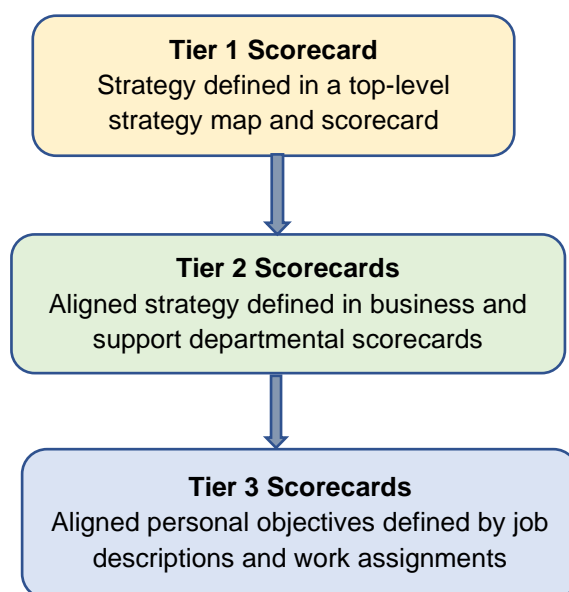


Figure 5: Cascading Process

ALIGNMENT OF RESOURCES AND BUDGET

To ensure there are adequate resources to implement the strategy, the strategy will be linked to the annual budget through the development of aligned operational plans annually.

MONITORING OF THE STRATEGY IMPLEMENTATION

To monitor implementation of the strategy, the following processes shall be maintained:

- **Operational Review Meetings**

These shall be held quarterly, to examine the performance of different departments and address any challenges that may arise.

- **Strategy Review Meetings**

These shall be held semi-annually to review performance in line with the Strategy Scorecard.

MID-TERM REVIEW OF THE STRATEGY

At the mid-term of this strategic cycle, the strategy shall be reviewed to determine whether the strategic assumptions remain valid and whether the strategy is working. This will also allow BOCRA to align the strategy to any policy and market changes that would have occurred. Furthermore, this will be in line with the requirements of the CRA Act which calls for a periodic review of the document.

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Annexure 1

SWOT ANALYSIS

A SWOT analysis was conducted through brainstorming sessions, assessing the internal and external environment. It was structured around the McKinsey 7S and PESTEL analysis for internal and external dimensions, respectively. The strengths and weaknesses represented the internal environment while the external environment was represented by the opportunities and threats.

McKinsey 7S is a framework and an organisational analysis tool used to assess and monitor changes in the internal situation of an organisation³. The model as the name suggests has seven (7) elements classified in two broad categories of hard and soft elements. The hard elements are Structure, Strategy and Systems whereas the soft elements are Shared Values, Skills, Style, and Staff. It is befitting then that in doing the SWOT analysis, particularly the Strength and Weakness as the internal environment, a structured model like the McKinsey 7S is used. This gives dimension and structure to the assessment and only relevant attributes to an organisation's effectiveness in strategy execution are used.

Internal Assessment Results – Strengths and Weaknesses

Table 4: Strengths

DIMENSION	STRENGTH	EVIDENCE
Strategy	Autonomous regulatory decision making and independent funding	BOCRA does not get Government subvention
	Aligned to government policies and initiatives	Adopted the Smart Botswana initiatives aimed at developing the sector
	Proper alignment of the strategy development and budgeting process	Strategic initiatives inform the annual budget
	Availability of spectrum	IMT spectrum available to support market growth

³ Hayes, John (2014). *The Theory and Practice of Change Management*. London: Palgrave Macmillan

Peters, Tom (9 January 2011). ["A Brief History of the 7-S \("McKinsey 7-S"\) Model"](#). *Tom Peters (blog)*.

Shared Values	High talent attraction and retention rate	BOCRA has maintained a 99% attraction and retention rate
	Availability of a culture change framework and employee engagement forums	Staff regularly engaged through performance reviews held twice a year and annual staff retreats
Staff	An educated and qualified workforce	86% of professional staff have a university degree
	Talent management programme in place	Annual review of the talent pool size by the Talent Council
Skills	Skilled workforce	Regular short term and long-term training for staff to equip them with the requisite skills
Style	Engaged leadership	Regular staff engagement forums
	Collaborative teams resulting in a high-performance culture	Consistently performed above the 80% mark in the 2019-2024 Strategic Cycle
System	Availability of regulatory and operational systems	Automatic Spectrum Monitoring System, Broadcasting Monitoring System and QoS system
	Robust documented internal processes	Engagement of a Consultant in 2018 to document all processes
Structure	Succession plans in place with strong bench strength for key positions	and these are regularly reviewed Succession Plans are in place for each department,
	Defined governance structures	Board and Board Committees, EXCO, Project Steering Committee, Procurement Oversight Unit, Talent Council

Table 5: Weaknesses

DIMENSION	WEAKNESS	EVIDENCE
Strategy	Inadequate collaboration with stakeholders on research	Most research is done internally and tends to be limited by resources
Shared Values	Inadequate understanding of progression and	A partial implementation of the internal

	compensation policies by some employees	communications policy has led to an inadequate understanding of some policies
Staff	Weak bench strength in critical positions (middle management upwards)	23% of critical positions have immediate successors (within one year)
System	Slow integration of BOCRA systems	<ul style="list-style-type: none"> • Procurement services (purchase requisitions and orders) • Application of licenses
	Multiple data repositories	No centralised data repository
	Overreliance on international vendors	Use of proprietary systems that do not have local support

External Assessment – Opportunities and Threats

Likewise, another common tool the PESTEL, was used to give dimension to the external environment of opportunities and threats. PESTEL analysis is a framework used to analyse the macro-environmental factors that may affect the organisation. In responding strategically to the environment, the goal is to reduce identified threats and take advantage of the best opportunities. The section below shows the results of the analysis.

Table 6: Opportunities

DIMENSION	OPPORTUNITY	EVIDENCE
Political	There is no political intervention	No political influence in the execution of BOCRA mandate
Economic	Affordability of services	Broadband services affordable at less than 2% of GNI per capita while Mobile teledensity stood at 193% ⁴ as at June 2021.
	Sector growth	The high demand for spectrum will allow the sector to grow

⁴BOCRA. 2023. "BOCRA Communications Facts and Figures – State of ICT In Botswana Report"

	Untapped e-commerce market	Limited e-commerce activity such as ePoso, potential exists in the retail and services sectors
Social	National online presence	74% of Batswana using internet as of 2023 according the World Bank Indicators
	Young population	70% of the population represents youth according to a UNFPA report
Technology	Government support for infrastructure development	Government subventions to BOFINET for roll-out of communications infrastructure
	Technological advancement	Digital transformation supported by emerging technologies
	Cross border connectivity	Access to EASSy and WACS enables connectivity
Environment	Availability of green energy	<ul style="list-style-type: none"> • Use of solar power in some sites • Use of e-power
	Electronic waste management strategy	BOCRA developed an e-waste strategy in a bid to curb the proliferation of e-waste
	Environmental, Social and Governance	Contributed to the national e-waste strategy Have environmental policies in place Reviewed turnaround times for EIA
Legal	Supportive legal framework	Presence of regulatory statutes e.g., CRA Act, CRA Regulations, Electronic Communications and Transactions Act, Electronic Records (Evidence) Act, Cybersecurity Strategy, National Broadband Strategy, Smart Botswana Initiatives

Table 7: Threats

DIMENSION	THREATS	EVIDENCE
Political	Geo-political tensions	Political unrests disrupting supply chain
Economic	High inflation rate	Inflation rates affect the price of accessing services
	Uneven income distribution	Botswana has the 9 th highest Gini coefficient globally, according to a 2021 UNDP report
	High unemployment rate	25.4% unemployment rate as of 2022 according to the World Bank Indicators
	Global pandemics	The just ended COVID-19 global pandemic disrupted the supply chain
	Intermittent power supply	Power disruptions affecting network availability
Social	Low population	Roll out of services in urban areas that operators deem profitable
Technology	Rapid technological advancements	Inability to regulate new platforms such as OTTs
	Increase in cybercrime	High number of registered incidents e.g., inability to track ccTLD registrants in other jurisdictions due to General Data Protection Regulations
Environment	Continued use of environmentally harmful technologies and practices	Use of diesel-powered generators
	Electronic waste	Used Printers Cartridges, old electronic devices
	Lack of public awareness/ education on waste management	Limited awareness of e-waste by the public leads to proliferation of e-waste
Legal	Slow pace of development of legislative and policy instruments	<ul style="list-style-type: none"> • Still awaiting revised ICT policy • No Cybersecurity Act, Broadcasting Policy, Postal Policy, Universal Service Policy