# Post-Independence Industrial Development of Botswana as Illustrated Through Meter Marks:

## Sub-National and International Government Entities

by Gordon Smith

#### Introduction

This article continues a series of articles that have appeared in issues 100, 103, 109 and 110 of this journal that discusses the meter marks used by the financial sector, large companies, support companies and parastatals. in the early days of Botswana independence. This article illustrates some of the meter marks used by sub-national and international

#### **Sub-national Governments**<sup>i</sup>

Botswana is a democratic republic with a parliament made up of a national assembly which is advised on social issues by the House of Chiefs or Ntlo ya Dikgosi. Botswana operates a two-tier system of government with a national government and local governments. Local government is divided into ten districts, two cities, and five towns.

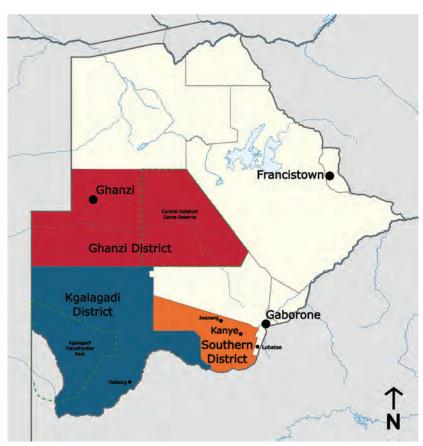


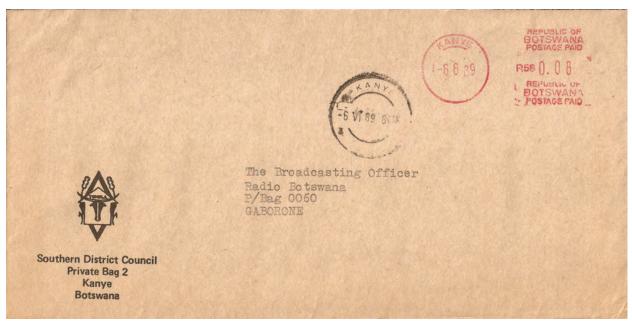
Figure 1: Map of Botswana showing various locations discussed Base map by NordNordWest retrieved from https://commons.wikimedia.org/wiki/File:Botswana\_location\_map.svg on 5 Apr. 2025. Location information added.

government entities operating in Botswana during this period. Botswana government departments and other entities directly supported by the national government such as schools, the police, hospitals and prisons enjoyed and continue to hold "Official Free" status and do not have to pay postage on letters sent through the mail. More information on Official Free marks can be found at: https://postalhistory.ca/botswana-official-free-marks/.

As a unitary state, Botswana government power is centralized, and the sub-national governments are administrative subdivisions, not self-governing entities like states or provinces that have the power to make their own laws or have their own independent governments. Each district administration is headed by a district commissioner appointed by the permanent secretary to the president. Each district commissioner has authority over the development,



**Figure 2**: Southern District Council, Kanye, licence R28, dated 18 June 1979. Created by a Neopost "Frankmaster 305" multivalue franking machine. Rated at 5 thebe for a surface mail letter up to 20g posted within the country.



**Figure 3**: Southern District Council, Kanye, licence R28 (note indicum is mis-numbered R58), dated 6 June 1989. Created by a Satas "Baby X" multi-value franking machine. Rated at 8 thebe for a surface mail letter up to 20g posted within the country.

implementation and monitoring of their local district/urban development plan. The district commissioner coordinates development at district level and is the chairperson of the district urban development committee, which is a planning body.

Urban and district councils are composed of elected and nominated members, with the district commissioner as an ex-officio member. In the case of district councils, kgosi and land board chairpersons are also ex-officio members. Councils are elected by residents within their jurisdiction and have the authority to take decisions and discretion to allocate resources within their locality. The administrative heads of councils are

town clerks in urban districts and council secretaries in rural districts. The responsibility for lower grade staff lies with the local authority and the local district commissioner. The national government provides 90% and 80% of district and urban councils' recurrent budgets, respectively; and 100% of their capital budgets. Councils also receive development grants from national government.

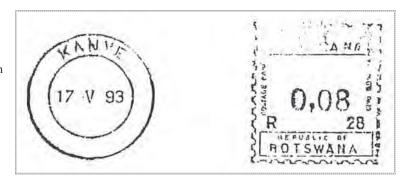
#### **Southern District Council**

Southern District, covering an area of 28,470 km<sup>2</sup>, is located in the southeast corner of Botswana (see Figure 1). In 1964, prior to independence, the population of the district was



**Figure 4**: Southern District Council, Kanye, licence R28, dated 14 December 1994. Created by a Hasler "Mailmaster" multivalue franking machine, rated at 60 thebe for a surface mail letter up to 20g posted within the country.

**Figure 5**: Southern District Council, Kanye, licence R28, dated 19 May 1993. This mark matches the original machine used by the District shown in Figure 2, but is dated four years after the date shown for a new machine in Figure 3.

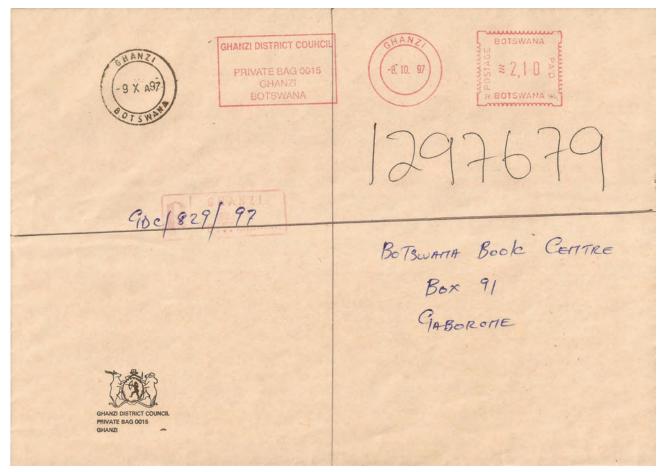


74,481. By 1991, the population had almost doubled to 147,389. <sup>ii</sup> The administrative centre of the district is Kanye.

The District is the traditional home to the Bangwaketse and Barolong tribes. The eastern part of the district contains good arable land and the majority of the residents are farmers and ranchers. A large-scale dam building project was undertaken to provide water for domestic and agricultural purposes and plans were being made to open more areas to grazing by the provision of small stock dams. The grassy areas in the southwest are ideal for cattle ranching, and the "Molopo farms", large privatelyowned ranches along the South African border in the southern part of the District, are some of the largest beef ranches by production in the country. The District also contains several government-run beef ranches which provide agricultural support to the local farmers. Southern District is also the location of the Jwaneng diamond mine, the richest diamond mine in the world (see related article on Large Companies in Forerunners, issue 103). In the early 1970's, prior to the discovery of Jwaneng, small scale mining of manganese was occurring in the district and plans were being made to reopen asbestos and talc mining.

Figure 2 shows a cover with an early meter mark from Southern District with the correct licence number R28. Figure 3 shows a new meter mark for the District from ten years later displaying an incorrect licence number, R58. Based on a review of ten covers from 1989 to 1994, this franking machine with the incorrect licence numbering remained in use until a new franking machine (see Figure 4) started being used by the District sometime after 18 July 1991. The cover shown in Figure 4 contains a registration handstamp from Mmasekou. This branch post office, located along the highway through the village of Kanye, is the nearest office to the Southern District headquarters.

Figure 5 shows a meter mark made by the original franking machine which is dated 19 May 1993 after the new franking machine shown in Figure 4 had been used. Interestingly, it uses a rate of 8 thebe which was not a rate that was in place for any type of mail at the time and was the rate in place from 1 April 1986 to 2 October 1992 for a surface mail letter up to 20g posted within the country. It is possible that the incorrect licence number of the newer machine (Figure 3) was noticed, so the older machine was put back into service to display the correct licence number without changing the value to the current rate



**Figure 6**: Ghanzi District Council, licence R185, dated 8 October 1997. Created by a Neopost "Electronic" multi-value franking machine, rated at 2.10 Pula, comprised of 35 thebe, the rate for letters up to 20g posted within Botswana plus a registration fee of 1.75 Pula.

of 10 thebe until a new die (Figure 4) with the correct number could be purchased.

#### **Ghanzi District Council**

Ghanzi District, with an area of 117,910 km². is located in western Botswana, bordering Namibia in the west and extending deep into the central part of the country (see Figure 1). The population of the District in 1964 was 16,137. At independence, it was the least populous district in the country, and it has remained that way until present. By 1991, the District's population increased to 24,719, an increase of approximately 50%. This increase was half of the other districts discussed in this article, likely due to the comparable remoteness of the area. Prior to the mid-1990's, when Ghanzi town was connected with a tarred road, it would take three days of driving in a 4x4 on rough sand tracks to reach the community from Gaborone. Today, it is a 6 hour drive in a sedan car.

The District contains a large area of freehold ranches that have been sold to farmers. At independence, most of the farms were held by descendants of Boer settlers. The area is an important cattle centre and until the tarred road was built, the town of Ghanzi, the District's administrative centre, was the starting point for an 800 kilometre (500 mile) cattle drive to the abattoir in Lobatse in the southeast of the country, one

of the longest drives in the world. In the mid-1980's, tens of thousands of cattle were still being trekked to the abattoir on the hoof. The paving of the road signalled the end of these treks as it became less expensive and damaging to the cattle to be shipped by truck. For more information on the Botswana Meat Commission, see the related article, Post-Independence Industrial Development of Botswana as Illustrated through Meter Marks: Large Companies, in Forerunners issue 103.

Most of the eastern half of Ghanzi District is completely covered by the Central Kalahari Game Reserve. This vast, undeveloped and extremely sparsely populated area means that the eastern part of the district feels more closely associated with eastern parts of the country, since there are very limited routes across the Game Reserve and access to these areas are provided by roads and tracks from the east.

Figure 6, a cover from the Ghanzi District Council for the same type of letter shown in Figure 4, illustrates the rapid inflation of postal rates in the period with the cost of mailing a registered letter up to 20g within Botswana increasing from 0.60 Pula to 2.10 Pula in less than three years.

#### **Kgalagadi District Council**

Kgalagadi is located in southwest Botswana, along the country's border with Namibia and South Africa (see Figure 1).





**Figure 7**: Kgalagadi Transfrontier Park, Botswana Miniature Sheet and South Africa Miniature Sheet, issued 12 May 2001.

The administrative center is Tsabong. The District has a total area of 105,200 km². In 1964, the population of the district was 15,351 and by 1991, it had doubled to 31,134. Viii

Despite the paving of the road through the northeastern part of the District in the 1990's (see the description of the Ghanzi District above), the southern and western portions of the District remain very remote.

In the District's very southwest corner, more than one-third of the District is covered by the Kgalagadi Transfrontier Park, which extends into South Africa. The overall park covers an area of 39,000 km², ¾ of which is in Botswana. The portion of the park in Botswana was established as a game reserve in 1932 and became the Gemsbok National Park in 1971. On 12 May 2000, the governments of Botswana and South Africa formally launched the Kgalagadi Transfrontier Park as southern Africa's first peace park (see Figure 7).

Figure 8 shows a registered cover from the Kgalagadi District Council with a Gaborone registration handstamp placed over the manuscript registration number from the Kgalagadi District Council. The initials "KGDC" in the manuscript number would appear to indicate that the District Council had the ability to apply its own registration marks that would be recorded and used by the post office. This use of individualized registration numbers appears to have been extended to other districts such as Southern (see Figure 4) and Ghanzi (see Figure 6) Districts, perhaps indicating a special service offered by the post office to these governments. All these covers have additional manuscript numbering which could indicate that the post office applied its own numbers once these items entered the mail stream or since these items were being sent to Gaborone, the post office there might have applied these numbers to track the items entering their local handling.



**Figure 8**: Kgalagadi District Council, licence R192. Created by a Francotyp-Postalia "MS4" multi-value franking machine. Registered cover dated 20 April 1998 from Tsabong to Gaborone, rated at 2.10 Pula, comprised of 35 thebe, the rate for letters up to 20g posted within Botswana plus a registration fee of 1.75 Pula.

In Figure 8, the text in the indicum is in English and Afrikaans. The official language in Botswana is English and the national language is Setswana. The presence of Afrikaans in the indicum could be indicative of two circumstances. The manufacturer of the meter mark die could have been located in South Africa and followed the language convention for meter marks that was in place there (see Figure 9 for a similar mark from South Africa). Alternatively, the District Council may have requested it since, in the late 1990's, Afrikaans was the second language of many Batswana in the area.



**Figure 9**: Example of a meter mark from South Africa showing English and Afrikaans in the indicum.

#### **Gaborone City Council**

As noted in the previous article, Post-Independence Industrial Development of Botswana Illustrated Through Meter Marks: Parastatals, Gaborone was built from 1964 to 1965 as the country's new capital, replacing the government administrative headquarters which were located in Mafikeng, South Africa prior to independence. In one of the first actions of the national Legislative Council in 1961, the location of the city (see Figure 1) was chosen as the new capital site because it

possessed plentiful government land and an adequate dam site. Construction of the city began in 1964 and the census of that year recorded a population of 3,855. The city was originally planned for a population of 20,000 people, but by 1991, the city had grown to 133,468 people, xi an astounding increase of almost 35 times.

The name and location of the city is associated with the site of Fort "Gaberones" which was founded in 1887 adjacent to the village of Kgosi (Chief) Gaborone. In 1891, the Fort became the administrative headquarters of the Assistant Resident Commissioner of the Southern Protectorate and in 1897, a railway station was built close by. The site of the fort and the village around it became a suburb of the new city, known as "The Village".

The Gaborone City Council (see Figure 10) is composed of mayor, deputy mayor, and 35 councillors representing the wards of Gaborone. The Council provides some localized services like sewage management and street lighting, but other services such as water supply and electricity are provided by national parastatals like the Water Utilities Corporation and the Botswana Power Corporation (see the related article, Post-Independence Industrial Development of Botswana as Illustrated through Meter Marks: Parastatals, in Forerunners issue 110).

#### Francistown Town Council

Francistown is located in the mid-eastern part of the country within North-east District (see Figure 1). While there are a few villages in Botswana with English names, there are no larger settlements except the city of Francistown with an English name.

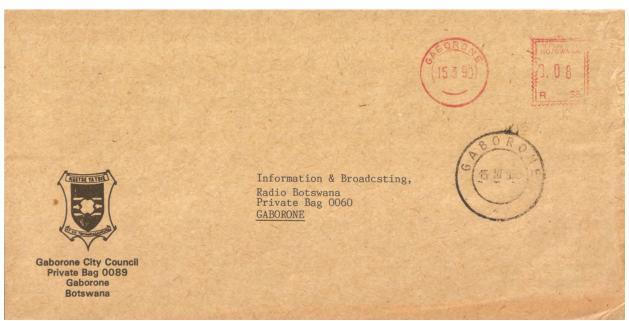
Prior to independence, Francistown was Botswana's largest commercial centre, and it remains is the second-largest urban settlement in Botswana, after the capital city, Gaborone. Francistown was the centre of Southern Africa's first gold rush and is still surrounded by old and abandoned mines. The area, located where the road from the old Monarch mine crossed the newly constructed Mafikeng to Bulawayo railroad, was settled in 1897 to serve as a depot for miners and is named after David Francis one of the directors of the Tati Company that had a concession for mining rights in the area. Gold sustained the area's economy from the late 1800s until the 1930s. Between 1936 and the 1980's, the economy of Francistown was largely supported by the Witwatersrand Native Labour Association, a company that recruited labour from many African countries for the South African mines and transported the workers to South Africa through Francistown by air or railway.XII

Francistown was officially declared a township in 1960, and a town council was established in 1966 (see Figure 11). In 1997, Francistown became Botswana's second city, after Gaborone. In 1964, the population of Francistown was 9,521 and by 1991, the population had grown to 65,244, Xiii due mainly to its location astride Botswana's main road and railway routes, allowing it to support mining, commerce and agriculture in the

area and active cross-border trading with Rhodesia/Zimbabwe. xiv In the 1980's, new light industries in such areas as textiles, chemicals, and leather goods were expanding at annual rates in excess of 75%. xv

Figure 12 is a letter from Botswana Postal Services indicating that the licence number R116 was erroneously allocated to the Town Council and requests that the Council reset their franking machine to indicate a licence number of R187. Additional correspondence attached to Figure 12 indicates that licence number R116 was also allocated to the Botswana Meat Commission in Francistown. A mark from the Botswana Meat Commission is shown as Figure 11 in the article Post-Independence Industrial Development of Botswana as Illustrated through Meter Marks: Large Companies in Forerunners issue 103. Interestingly, that mark from 6 December 1990 mistakenly provides a licence number of R106!

Until independence, Francistown was characterized by strict racial segregation. Blacks were initially settled in the area west of the railway and east of the Tati River. In 1957, the Black Township was removed to Tatitown on the west bank of the river in order to make way for the creation of an industrial area adjacent to the railway (see Figure 13).



**Figure 10**: Gaborone City Council, licence R35, dated 15 March 1990. Created by a Satas "Baby" multi-value franking machine. Rated at 8 thebe for a surface mail letter up to 20g posted within the country.



**Figure 11**: Francistown Town Council, licence R116, dated 12 September 1997. Created by a Hasler "Mailmaster" multi-value franking machine, rated at 60 thebe, comprised of 10 thebe, the rate for letters up to 20g posted within Botswana, plus a registration fee of 50 thebe.

OUR REF: BOTSWANA POSTAL SERVICES

YOUR REF: TELEPHONE: 363131
TELEGRAMS: POSTS
TELEX: 2297 BD
FAX: 313599



P.O. BOX 100
GABORONE
BOTSWANA

19th May 19 95

#### ADDRESS ALL CORRESPONDENCE TO: THE DIRECTOR GENERAL AND NOT TO INDIVIDUALS

Francistown Town Council Private Bag 40° Francistown

Dear Sir

#### RE: FRANKING MACHINE LICENCE NO. R116

On the 27th March 1009 you were erreneously allocated Franking Machime licence No R116 which belongs to another organisation. As two machines cannot operate with the same licence number, you are re-allocated licence number R187 and you are kindly requested to change the dice of the Franking Machine to read R187. This could be fixed by your dealer or any company that deals with franking machines.

Sir, I know very well the inconveniences you will go through to change the dice of your Franking Machine, but I sincerely aplogise for this error.

Hope my apologies will be accepted and will be notified of the change when done.

Yours faithfull

T.G. MOGALE (MRS) FOR/DIRECTOR GENERAL

CC: Regional Controller North

**Figure 12**: Letter from Botswana Postal Services dated 19 May 1995 indicating that the Licence number R116 was mistakenly allocated to Francistown Town Council on 278 March 1990 and requesting the Council to have the die in the franking machine reset to R187



Figure 13: Tatitown postmark.



Figure 14: SADC Secretariat, licence R92, dated 19 June 2002. Created by a Hasler "Mailmaster" multivalue franking machine, rated at 50 thebe, the rate for domestic standard letters (120x235x20mm) sent by surface.

#### International Entities Southern African Development Community (SADC) Secretariat, Gaborone

Growing from efforts in the 1960's and 1970's, when the leaders of majority-ruled countries and national liberation movements in southern Africa began to coordinate their political, diplomatic and military struggles to bring an end to colonial and white-minority rule in southern Africa, the informal Frontline States grouping was formed in 1980. XVI Many of the countries forming this group, which focussed on political and security cooperation, also established the Southern African Development Coordination Conference (SADCC) in 1980 to work on socioeconomic cooperation.

SADCC was transformed into Southern African Development Community (SADC) on 17 August 1992 to achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa and support the socially disadvantaged through regional integration (see Figure 14). The population of the member countries of the SADC totals over 230,000,000 people. The SADC Secretariat is headquartered in Gaborone.

#### American Embassy

Diplomatic relations were initiated between Botswana and the United States on September 30, 1966, Botswana Independence Day, when the American Embassy at Gaborone

was established. Botswana was a Frontline State during South Africa's apartheid era and received support from many nations including the US during this time. While Botswana maintained friendly relations with the United States, prior to the mid-1980's, the United States' regional policy created tensions, due in part to the US's continued engagement with South Africa, which Botswana viewed as a regime that undermined regional



**Figure 15**: American Embassy, Gaborone, licence R12, dated 21 May 1970. Created by a Roneo Neopost "205" multi-value franking machine, rated at 5 cents (0.05 Rand, the currency in use in the country at the time) for surface letters to countries in the African Postal Union (including internal letters in Botswana) above 30g. up to 60g.

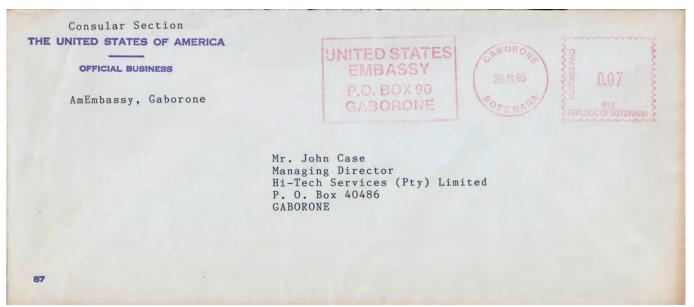
stability.

Today, the United State considers Botswana an excellent partner and an advocate for stability in Africa. The United States' priorities for involvement in Botswana include a shared commitment to combating HIV and AIDS, youth outreach, support for Botswana's economic diversification, cooperation with the Botswana Defense Force, considered to be one of the most professional militaries on the continent, and support for Botswana's conservation strategy, particularly its efforts to combat wildlife trafficking. XVIII

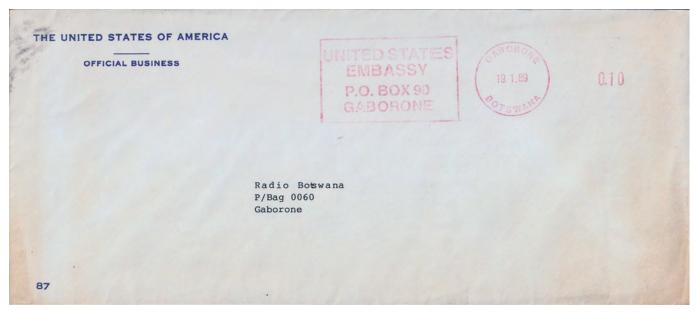
Figure 15 shows an early meter mark from the Embassy. Based on a review of covers, this machine was used up until sometime between 11 Feb 1982 and 7 Jun 1985, when it was replaced by the machine illustrated in Figure 16. The indicum of this new machine lacks text in the top and righthand sides of the frame. Given that the die was probably manufactured in South Africa, it may be possible that writing in Afrikaans was removed in these locations due to concerns about implicitly appearing to support the apartheid regime in South Africa (see Figure 8 that shows a cover where Afrikaans is used in the indicum, despite it not being an official language in Botswana). Figure 17 illustrates a cover in which the indicum is missing its frame and text regarding the country name, but based on other aspects of the mark appears to have been made by the same machine as the mark shown in Figure 16.

#### **US Information Services, Gaborone**

The United States Information Agency (see Figure 18) was created by the U.S. government in 1953 when the foreign information activities of the Department of State's International Information Administration, Technical Cooperation Administration, and the Mutual Security Agency were combined. Existing United States Information Service (USIS) posts became the field operations offices of the new agency



**Figure 16**: American Embassy, Gaborone, licence R12, dated 20 November 1985. Created by a Francotyp-Postalia "MS4/MS5" multivalue franking machine, rated at 7 thebe, the rate for domestic surface letters up to 20g.



**Figure 17**: American Embassy, Gaborone, licence R12, dated 19 January 1989. While the frame of the indicum is missing, it appears that the imprint was created by a Francotyp-Postalia "MS4/MS5" multi-value franking machine, based on the townmark, logo, font of the value, and date which are similar to those see in Figure 20.

The cover is rated at 10 thebe cents, the rate for domestic surface letters up to 20g.



Figure 19: United States Information Services, Gaborone, licence R31, dated 2 July 1996. Created by a Francotyp-Postalia "MS4/MS5" multi-value franking machine. To unknown destination, rated at 60 thebe. Likely a 20g. letter to a destination within Botswana rated at 30 thebe per 10g for airmail within Botswana.



**Figure 18**: United States Information Services, Gaborone, licence R25, dated 1 May 1979. Created by a Roneo Neopost "205" multi-value franking machine, paying 5 thebe, the rate for domestic surface letters up to 20g.

**Figure 20**: United States Information Services, Gaborone, licence R31, dated 12 September 1997. Created by a Francotyp-Postalia "MS4/MS5" multi-value franking machine. To unknown destination, rated at 60 thebe. This rate does not correspond to any rates that were in place at the time. Rates changed only six months earlier and it is likely that the value mark in the machine was not updated and corresponds to a 20g. letter to a destination within Botswana rated at 30 thebe per 10g for airmail within



and continued to be known via that name. The agency's stated mission was "to understand, inform and influence foreign publics in promotion of the national interest, and to broaden the dialogue between Americans and U.S. institutions, and their counterparts abroad". The Agency, which existed until 1999, was the largest full-service public relations organization in the world, spending over \$2 billion per year to highlight the views of the U.S in about 150 different countries, where it aimed to preserve a positive image of the U.S. regardless of negative depictions from communist propaganda as part of the Cold War. xix

The meter mark in Figure 19 is made with the same type of machine as the mark show in Figure 16 and like that mark, it is

also missing any text in the top and righthand sides of the frame of the indicum. It is possible that the two dies for more or less the same agency could have been purchased and manufactured at the same time. A review of covers indicates that this indicum was in use from at least 31 December 1987 until 2 July 1996. Figure 20 shows a new mark for USIS with English on all sides of the indicum, dated 14 months after the mark shown in Figure 19.

#### **British Council**

Founded in 1934, the British Council is a registered charity that supports the United Kingdom's international efforts in cultural relations and the provision of educational opportunities.



**Figure 21**: British Council, Gaborone, licence R46 (determined from logo), dated 15 June 1991. Created by a Pitney Bowes-GB "6300" multi-value franking machine, paying 8 thebe, the rate for domestic surface letters up to 20g.

Through its work in arts and culture, education and the English language, its goal is to support peace and prosperity by building connections, understanding and trust between people in the United Kingdom and countries worldwide.<sup>XX</sup>

The British Council has been operating in Botswana since 1972 connecting with students, educators, policymakers, academics, creatives and entrepreneurs<sup>XXI</sup> (see Figure 21). The Council works directly with individual people to help them gain the skills, confidence and connections to transform their lives and shape a better world in partnership with the United Kingdom. It supports people to build networks and explore creative ideas, to learn English, to get a high-quality education and to gain internationally recognised qualifications. XXII

#### End Notes

- Information in this section was retrieved from https://www. clgf.org.uk/default/assets/File/Country\_profiles/Botswana.pdf and https://icld.se/wp-content/uploads/media/Botswana-.pdf on 5 Apr. 2025.
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The Stamp Show, Curtesy David Feldman SA, https://www.davidfeldman.com



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JOURNAL OF THE PHILATELIC SOCIETY FOR GREATER SOUTHERN AFRICA

Affiliated with the American Philatelic Society and the Philatelic Federation of South Africa

Volume XXXVIII, Number 2, Whole Number 112

May-August 2025



Union-Castle Line promotional postcard illustrating Jan van Riebeck having just landed on the Cape with seedlings for grapes and orange trees

### Highlights

Botswana Meter Marks Invitation to Exhibit A Page Philatelic Scandal Stationery Forms