

## CHAPTER 20

### LOCAL GOVERNMENT

#### INTRODUCTION

20.1 The Ministry of Local Government is responsible for providing a wide range of social services in both rural and urban areas in Botswana. These services include primary education, primary health, water (including waste water), sanitation, tertiary roads, social and community services, remote area development as well as issues of local governance.

20.2 The Ministry has to a large extent decentralised delivery of the above services to Local Authorities, which serve as agencies for planning and execution of local level development programmes in their respective areas of jurisdiction. The role of the Ministry is therefore largely confined to provision of development planning support, funding and policy guidance to Local Authorities. The Ministry plays this role through its various departments and divisions, which are: Local Government and Development, District Administration, Local Government Service Management, Tribal Administration, Sanitation and Waste Management, Social Services, Remote Area Development Programme and Research and Planning.

20.3 Local level development planning in Botswana is carried out through a well-established and decentralised system where communities, Local Authorities and other district level institutions have a role to play. A fundamental premise of planning in Botswana is that it should,

to the extent possible, be based on a “bottom-up” planning system through consultation, whereby the people have the opportunity to express their needs and prioritise them. These needs, in turn, constitute the basis for local level planning and eventually national planning.

20.4 Local level planning provides coordination across sectors and between programmes that have diverse origins, funding and implementation responsibilities. The responsibility for the maintenance of the decentralised development planning falls under a system of local government developed at independence and improved over the years.

20.5 This chapter spells out policies and programmes, which will be implemented during National Development Plan 9 (NDP 9) period. The preparation of NDP 9 comes at a time when the Ministry of Local Government has already prepared its vision. The Ministry’s vision emphasises *a competitive, customer-focused centre of excellence in social service delivery, development co-ordination and capacity building as well as maintaining a transparent culture in keeping with National Principles and ideals of Vision 2016.*

20.6 The Ministry’s NDP 9 programmes have therefore been designed to further the ideals and objectives of Vision 2016, which among other things call for the creation of a prosperous Botswana. Efforts will continue to be made to align the Ministry’s NDP 9 programmes with

other long-term Government policy initiatives such as the Revised National Policy for Rural Development and the National Strategy for Poverty Reduction. The Policy and the Strategy are consistent with both the vision of the Ministry and Vision 2016.

#### **Local Government Structure**

20.7 Local Government is the second tier system of Government in Botswana. This system consists of Councils, Tribal Administration, Land Boards, District Administration (and Central Government Departments), District Development Committees and Village Development Committees.

20.8 The nine district and six urban **Councils** are popularly elected bodies whose responsibilities include: primary education, primary health care, tertiary roads, village water and waste water, social welfare and community development and remote area development. In large districts, **Councils** have decentralised some of their functions to **Sub-districts**. These functions are complemented by Central Government Ministries who do undertake certain activities and responsibilities such as water, health, roads, education, and others.

20.9 The **Tribal Administration** is composed of Chiefs, Sub-chiefs, Village Headmen, Administrative staff and the Local Police Force. It has traditional duties and facilitates development. Through its influence at the Kgotla, the institution encourages and supports local level development, where consultations through popular participation in decision making and prioritisation of development are undertaken. The institution also handles over 80% of criminal and civil cases in the country.

20.10 The twelve **Main Land Boards** are statutorily responsible for tribal land administration. With the split of the then Ministry of Local Government, Lands and Housing during NDP 8, Land Boards manpower and other resource management were transferred to the established Ministry of Lands and Housing. However the institution is still locally based and thus remains part of the Local Government structure. In larger districts, Main Land Boards have decentralised some of the land allocation functions to **Subordinates Land Boards**. There are currently 38 sub-land boards and as and when the situation dictates, additional ones may be created.

20.11 The **District Administration** is responsible for coordination of central government activities. This pivotal role is embodied in the functions of the Department of District Administration and District Development Committees. The District Commissioner is the Government's senior representative at the district level.

20.12 **District Development Committees (DDCs)** were established by a Presidential Directive in 1970 as administrative bodies to coordinate the activities of central and local government institutions under the chairmanship of the District Commissioner. Its membership includes Chief Executives of Councils, Land Boards, Tribal Administration, and heads of locally based central government departments. Over the years, the membership of the committee has expanded to include heads of council departments, and lately members of NGOs, private sector and others. DDC is one of the most significant organisations for the coordination of local level developmental activities.

**20.13 Village Development Committees (VDCs)** were established in 1968 for the purpose of initiating and coordinating village level development programmes. This structure was later introduced in urban areas as **Ward Development Committees (WDCs)**. The role of this institution is largely to ensure community participation in the formulation and implementation of village / ward development plans. It is responsible to its community through the Kgotla.

20.14 The main link for Local Government with Central Government rests with the Ministry of Local Government. This Ministry exists to provide policy direction and guidance to local institutions in their quest for socio-economic development of the country. In order to achieve this, the Ministry is guided by the following objectives:

- to serve urban and rural communities through provision of effective basic social services such as primary education, health, water, etc. through local institutions;
- to serve as the government's focal point of policy and operational matters pertaining to Local Governance;
- to ensure effective representation of Central Government and coordination of activities of Central Government at the local level;
- to ensure community participation in all aspects of local government and development through establishment of efficient local government institutions;
- to build and enhance the capacity of local institutions by providing them with manpower and related services; and

- to maintain and put to best use the Botswana tribal administration system and customs for social harmony, order and development.

20.15 The growth and expansion of Local Government Institutions over the years have called for new and better methods of coordination and service delivery. To this end, a Local Government Commission was set up in December 2000 to review the effectiveness of the structure, organization, roles and responsibilities of Local Government institutions. In addition, and following the split of Ministry of Local Government and Lands, the Organisation and Methods Review of the Ministry of Local Government and that of Local Authorities was carried out. The recommendations of these reports will be implemented during NDP 9.

## **REVIEW OF PERFORMANCE DURING NDP 8**

### **Local Authorities**

20.16 In line with the Decentralization Action Plan, more projects were transferred to the Councils for implementation during NDP 8. The Ministry of Local Government continued to build capacity at local level in order to transfer implementation of most of its projects to the Local Authorities.

20.17 Specific objectives for NDP 8 included:

- ♣ improving responsibility, accountability and capacity of Local Authorities in the areas of development planning, financial controls and effective and efficient implementation;
- ♣ further decentralising the budgeting process;

- ♣ increasing the role of Local Authorities in promoting sustainable economic diversification and development;
- ♣ strengthening regional development planning, with a focus on rural-urban linkages and sharing of resources and facilities;
- ♣ involving communities in development planning through the Community Based Organisations (CBOs); and
- ♣ strengthening Local Authority Personnel for improved capacity to deliver services.

20.18 During NDP 8, significant progress was made in achieving the above outlined objectives, but that was not without constraints.

#### **Local Authority Finance Management**

20.19 NDP 8 reiterated Government's commitment to improving accountability and capacity of Local Authorities in areas of planning, financial controls and implementation. In terms of the plan, top priority was given to financial administration, the objective of which was to increase the ability of Local Authorities to manage their own financial affairs efficiently.

20.20 The Local Authorities: the District Councils, Urban Councils and Land Boards are wholly dependent on central government for their development budget, and significantly dependent on the centre for their recurrent budget. The Land Boards and District Councils receive up to 95% of their recurrent requirements from central government, while the urban councils rely on central government for up to 70% of their recurrent income. This absolute dependence on the central government has been cited by some quarters as

solely responsible for stifling decentralisation to Local Authorities.

**20.21 Formula Determined Revenue Support Grants:** This formula sets the recurrent grants to the Councils from the central government according to a pre-determined formula which takes into account the size of the population served by a particular district/urban council, the remoteness or otherwise of the administrative area and the geographical size. This system was approved by Government in 1994 and was first applied and effected during the financial year 1996/97. This has since been reviewed to take into account the physical size of various local authorities, capital budget, local authority revenue, as well as fixed and variable costs for individual local authorities.

**20.22 New Revenue Sources:** The need to expand revenue sources for Local Authorities was identified in NDP 7. During NDP 8 a study was commissioned to explore possibilities for expanding the revenue base of Local Authorities. The study examined the possibility of re-introducing Local Government Tax; the extension of Property Tax to District Councils; the collection of Retail Turnover Tax, Hotel and Petroleum Taxes. These are still under consideration by Government.

20.23 Other measures developed during NDP 8 included the model Bye-laws and the costing manual.

i) *The model bye-laws:* This component of the Policy Paper was intended to review those laws, regulations and rules which may hamper the Councils from collecting revenue and independently setting their own fees.

ii) *The Costing Manual:* The user fee manual has also been prepared, and it lists the services provided by the Local Authorities, and how they can be costed. This was intended to reduce dependence on central government even on matters relating to determining the service costs for services provided by individual Local Authorities.

**20.24 Computerisation of Local Authority Treasury Departments:** Pursuant to the recommendations of the 1993 Policy Paper and Decentralization Action Plan, the Local Authority computerization program was continued and expanded to include Local Authority core accounts covering all Councils and Land boards.

20.25 In order to improve accountability, **Local Authority Public Accounts Committee (LAPAC)** was formed and became operational with its first report published in 2002. The functions and powers of LAPAC are to examine accounts of every district council, city council, town council, township authority and land board and to report examination of such accounts, financial statements and audits to the Minister.

#### **Human Resource Development**

20.26 During NDP 8, emphasis was placed on enhancing capacity at the Local Authorities, both qualitatively and quantitatively, so as to improve their competency in delivering the vital services at the local level.

20.27 The Local Authorities are faced with a problem of manpower shortage which inhibits them from adequately meeting the demands for the services they are expected to deliver. This shortage is more pronounced in the

professional and technical fields. The Ministry has as a result now intensified recruitment not only locally but externally.

#### **Organisation and Methods**

20.28 The disparity in salary structures and staff progression between Local Authorities and Central Government continues to be a source of great concern to the former. This concern has resulted in low morale and high turnover of staff in Local Authorities.

20.29 In order to address this concern, the Ministry of Local Government initiated the O & M exercise for Local Authorities in 1999. The exercise has been completed and a Consultant has been engaged to carry out job evaluation for the Local Authorities' staff. It is expected that the results of the O & M exercise will assist the Ministry in addressing this long outstanding issue. A similar exercise was carried out for the ministry following the split of the then Ministry of Local Government, Lands and Housing. The report is still being considered.

#### **Physical Infrastructure and Service Provision**

#### **Village Infrastructure**

20.30 During NDP 8, a number of projects were carried out which included Bobonong and Serowe Malls, Mochudi, Mahalapye, Palapye Phase 1, Ghanzi, Mogoditshane, Goodhope Phase 1, Tati Siding, Kasane, Tlokweng and Kanye. In addition, infrastructural designs were completed for 8 centres.

20.31 The most substantial drawback encountered in the implementation of projects has been the existing unplanned pattern and structure of land

allocation and developments. This has made developments very costly as either the buildings and other structures have to be relocated after being compensated for or additional infrastructural developments have to be built around such buildings and structures. This pattern has necessitated that new and more organised village plans be prepared to ensure cost effective developments.

#### **Urban Land Servicing**

20.32 The audit of the Accelerated Land Servicing Programme (ALSP) was initiated towards the end of NDP 7 and completed during NDP 8. It revealed that despite a large number of applicants on the waiting list, plots should be serviced only where effective demand has been established. This is in order to avoid allocation of plots for speculative purposes. The audit also revealed that a four-year development period is no longer viable because allottees can mortgage land and borrow money for both payment of plots and development. During NDP 8, a total of 43 large commercial plots at Gaborone Central Business District and 2,146 SHHA plots at Francistown Gerald Estate were serviced. Cadastral Surveys were carried out at Lobatse Airstrip and Selebi Phikwe -Mekoro. The problem encountered has been the rampant vandalism especially on electrical infrastructure.

#### **Rural Water Supply and Wastewater**

20.33 The main focus during NDP 8 was the rehabilitation and upgrading of existing Rural Water Supplies schemes in order to cope with increased demands. A total of 254 projects for rehabilitation and upgrading of systems were completed. The implemented projects were approximately 21% above NDP 8 planned target of 210 projects for

rehabilitation and upgrading. Out of this total, 45 were major rehabilitation and upgrading, which were contracted out to private consultants and contractors. The rest were done in-house by Councils.

20.34 Emphasis was also placed on groundwater investigation to provide additional boreholes so as to increase the security of water supplies. Groundwater investigation and subsequent drilling were successfully completed in 211 villages resulting in the provision of additional boreholes, which served as standby supplies in most villages. This represents approximately 18% above NDP 8 planned target of 179 villages.

20.35 In NDP 8 sewerage and sewage treatment infrastructure development was included under the Rural Water Supply Programme. In this regard, the rehabilitation of water supplies in most of our secondary villages such as Bobonong, Tutume, Gabane and Shoshong included a component of sewerage and sewage treatment infrastructure facilities.

20.36 To ensure the sustainability of village water supplies, the operation and maintenance of village water supplies outside the 17 major villages was another area of service provision, which the District Councils continued to pursue during NDP 8. More emphasis was placed on provision of additional offices, stores, workshops and logistical support facilities such as vehicles, plant and equipment. Through this approach the District Councils either have well-established offices and workshops or the construction of these office and workshops are ongoing. This is also important if the policy thrust of transferring the 17 major villages' water supply to councils as proposed in

NDP 8 is to be effected during this plan period.

20.37 Some problems were encountered during the course of implementation of NDP 8. These were watering of livestock through standpipes and declining yields of boreholes.

#### **Labour Intensive Public Works Programme**

20.38 Labour Intensive Public Works Programme continued to be extensively implemented during the plan period. Emphasis was placed on relieving the unemployed through construction of valuable infrastructure in both rural and urban areas, as well as maintenance of existing facilities. The programme was extensively used to augment funding for construction of classrooms, teachers quarters, staff housing and toilets under the Primary School Facilities programme. The large part of the funds provided under this Labour Intensive Public Works Programme has mainly been for Drought Relief Projects such as construction of dams, drift fences, firebreaks, clinics, staff houses and other related public facilities. The critical problem encountered in the implementation of the programme has been the shortage of skilled labour in the districts.

#### **Community Projects Programme**

20.39 The Community Projects Programme has over the years suffered from low spending. This prompted Ministry of Local Government to undertake a review of the programme through the Ministry's Research Unit. The review identified the following as some of the shortcomings:

- high contribution required from beneficiaries;
- low ceiling for the small

infrastructure component;

- lack of clear selection criteria for allocation of block grants to VDCs/WDCs; and
- lack of proper training of Social and Community Development staff on project planning /management skills.

The Ministry is currently addressing these problems with a view to improving on implementation of the programme.

#### **Remote Area Development Programme**

20.40 The programme continued to provide basic infrastructure and promote economic development in the 64 Remote Area Dwellers Settlements. About 90% of them have basic infrastructure such as school, health post and potable water. Progress was made on the livestock scheme of the Economic Promotion Fund, while there were setbacks with regard to income and employment generating projects due to lack of markets, entrepreneurial skills and commitments by beneficiaries.

#### **Roads Programme**

20.41 During NDP 8, the Roads Programme implementation was largely through out-sourcing from the private sector. This method of implementation has greatly relieved the burden of performance from Local Authorities and has enabled private sector participation in the roads construction field. Due to limited funding, not much was achieved during the plan period. The projects which were implemented included tarring, gravelling , rehabilitation of roads damaged by the 2000 floods, construction of earth roads (using casual labour), 45 culverts and 9 drifts (including those on roads damaged by the 2000 floods) and procurement of

36 vehicles and 51 plant and equipment.

#### **Waste Management and Sanitation**

20.42 The NDP 8 Planning period provided for the construction of 22,000 latrine substructures. A total of 18,635 latrine sub structures representing 85% of the total latrines to be constructed were completed. Ventilated Improved Pit latrines (VIP) remain the most popular form of on site sanitation to date. They are, however, suitable only in low vulnerability areas in terms of ground water pollution, and thus much emphasis was placed during NDP 8 on the promotion of sealed dry compost units in medium and high vulnerability areas. This led to the emergence of several competing technologies providing alternatives to the VIPs. One such unit which was piloted during NDP 8 is the Enviro Loo, a sealed dry compost unit incorporating accelerated dehydration by utilizing wind powered turbine ventilator. A final evaluation of this unit will be undertaken in the next plan period. Other technologies and products which are competing for participation in the rural sanitation programme include brand names such as calcamite and gendarme.

20.43 During NDP 8, the following projects were implemented under Urban Sewerage Programme: Landfills at Lobatse, Jwaneng, Francistown, Selebi Phikwe, upgrading of Broadhurst pump station and procurement of waste water quality monitoring equipment, upgrading and dislodging of sewerage ponds at Sowa and upgrading of Francistown and Selebi-Phikwe Sewerage Infrastructure. Landfills are generally costly at an average cost of P15,000,000 as they include plant and equipment.

#### **Other Services**

20.44 Other Services provided by Local Authorities include Primary Health, Primary Education, Integrated Office Blocks for both Central Government and Local Authorities, Council Chambers and Township Services.

#### **Food Relief Programme**

20.45 During NDP 8, three Depots were built at Letlhakane, Palapye and Mabutsane. Therefore by the end of the Plan period, there were eighteen (18) depots around the country and four (4) regional offices. The food relief programme provides supplementary feeding to improve nutritional status of vulnerable groups such as primary school children, all under fives, expectant and lactating mothers and TB out-patients. The programme also catered for emergency food requirements in the event of natural disasters such as floods and outbreaks of cattle diseases. Food items supplied under this programme include sorghum, skimmed milk, vegetable oil, maize meal, beans and Soya.

#### **Local Level Development Plans**

20.46 The integration and simultaneous implementation of DDP/UDP and NDP can be cited as one of the major achievements of NDP 8. This approach to planning and implementation of development programmes greatly facilitates co-ordination of efforts by Central Government agencies and Local Authorities in service delivery.

20.47 Another important achievement during NDP 8 period was the environmental audit of NDP 8, DDP 5 and UDP 1. This was done under the Environmental Planning Programme

(EPP), which was jointly funded by the Governments of Botswana and Denmark. The programme also catered for the training of district-based planners in the integration of environmental issues in development plans. Other achievements in this front include: the production of Environmental Planning Manual to guide planners; revision of the Planning Officers Manual and the District Planning Handbook to incorporate guidelines for integration of environmental issues in planning; development of environmental job profiles; and generic training plans for officers at district level.

### **Development Planning & HIV/AIDS**

20.48 Ministry of Local Government has initiated a programme to contribute to the ongoing attempts to fight the spread of HIV/AIDS and to mitigate its effects among those infected and affected. In particular, MLG has undertaken to mainstream HIV/AIDS prevention, Mitigation and care into the planning processes, service delivery and the overall mandate of the ministry. The Ministry recognizes that the war against HIV/AIDS can be won if it is fought at the grassroots level, by involving all structures at the local level. The mandate and position of MLG (i.e. decentralized service provision) already provides structures within which mainstreaming HIV/AIDS activities can effectively take place.

20.49 The MLG programmes during NDP 8 were predominantly aimed at mitigating the effects of HIV/AIDS by providing care and welfare support to patients through Home Based Care (HBC) and to orphans. Most of the HIV/AIDS programmes continue to run parallel to development programmes, with prevention and mitigation strategies that are not integrated with the planning processes at local level. The District Multi-Sectoral Aids Committee (DMSAC) coordinates the Multi-sectoral response at district level, bringing together government and non-governmental sectors which ultimately feeds into the National Coordination mechanisms at NACA.

### **National Settlement Policy**

20.50 The Botswana National Settlement Policy (NSP) - White Paper No.2 of 1998 - was approved by the National Assembly in 1998. This document outlines *issues* that are in the form of policy framework and strategies on settlement hierarchy, infrastructure and services, planning regions, land use and tenure and population and settlements. The main goal of the policy was to come up with a framework, which would guide and encourage equitable distribution of investment in order to achieve spatially balanced development across the whole country. The specific objectives of the NSP are outlined in Box 20.1.

### **Box 20.1: Objectives of the National Settlement Policy**

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|------|--|
| i)   | Provide guidelines and long-term strategy for the development of human settlements.  |
| ii)  | Rationalise and promote the optimal use of land and the preservation of the best arable land.  |
| iii) | Promote the conservation of natural resources for the benefit of the present and future generations.   |
| iv)  | Provide guidelines for the development of the transportation and utility networks in order to strengthen the functional linkages between settlements and |
| v)   | Reduce the rate of migration to towns.   |

**Source: Ministry of Local Government**

20.51 By the time the NSP was approved, implementation of the National Development Plan (NDP) 8 and District Development Plans (DDP) 5 had already started. This made it difficult for the Local Authorities and Central Government to start implementing some recommendations in the Policy, especially that of providing infrastructure and services to all settlements with a minimum population of 250 people and potable water and two teacher primary schools to settlements with a population range of 150 to 249. During the Mid-Term Review of NDP 8, concern was raised regarding the immense financial and manpower implications of implementing this recommendation. This was due to the fact that there would be many settlements to be serviced. The policy has since been reviewed.

## **STRATEGY FOR NDP 9**

### **Overall Objective**

20.52 The MLG strategy for the NDP 9 derives its mandate from the seven pillars of Vision 2016. In this context the MLG's overall objective is to be a competitive, customer-focused centre of excellence in social service delivery, development co-ordination, community mobilisation, and capacity

building. To effectively and efficiently achieve this objective, the Ministry has embarked on comprehensive public sector reforms spearheaded by the recommendations of the 2<sup>nd</sup> Local Government Structure Commission (LGSC) and the Performance Management System (PMS). Public sector reforms have been emphasised as one of the critical areas to be addressed by the Government during NDP 9.

### **Public Sector Reforms**

20.53 The PMS seeks to introduce results-oriented performance in the civil service. These reforms are deemed indispensable to efficient service delivery. Under PMS the MLG developed its vision (see paragraph 20.5) which is consistent with the civil service vision and Vision 2016.

20.54 The Ministry's Strategic Plan consists of six Key Result Areas (KRAs) namely:

- Physical and Social Infrastructure Provision;
- Social protection provision;
- Enhanced local governance;
- Policy implementation Effectiveness;
- Productivity and Organisation Effectiveness; and

- Customer satisfaction.

20.55 From these KRAs, Strategic Goals, Strategic Objectives and Key Performance Indicators have been developed. These have essentially focussed on the core functions of the Ministry.

20.56 During NDP 9, PMS will also be rolled out to Local Authorities. Local Authorities and Departments will be required to produce strategic plans in line with that of the Ministry. These plans shall reflect the strategic objectives and corporate priorities of each Local Authority as well as districts and will help guide the preparation of financial plans which are required for resource allocations for both Recurrent and Development budget. The Ministry in collaboration with districts will also develop some performance indicators to help Local Authorities measure and monitor their performance and strive for improvement in service delivery. The Ministry will further use these as benchmarks for local authority “**best practices**”. As a result, several procedures and processes such as Tender processes will be reviewed with a view to improving service delivery.

20.57 At the end of NDP 8, the 2<sup>nd</sup> Local Government Structure Commission was set up. A number of recommendations came out from the Commission and most have financial and other resource implications. The following recommendations, in summary form, need specific mention because of their resource implications as well as their alignment to the Ministry’s strategic plan and foundation:

- ♣ strengthening of Councils and Tribal Administration by allocating more resources to them;
- ♣ creation of additional Sub-Districts as well as creation of other structures below Sub-District referred to as Administrative Authorities and Service Centres;
- ♣ the two levels of government to collaborate closely to a stage and level where they can share resources for cost effectiveness in service delivery at the local level;
- ♣ appropriate Conditions of Service for Local Authority employees be developed. Also emphasis on need to attract and retain capable staff by ensuring that salaries of Local Authorities personnel are comparable to those of Central Government;
- ♣ VDCs and VETs have statutes and budgets and that they be re-organised by improving on their management and delivery capacity through training; and
- ♣ strengthening of coordination of development and service delivery at local level.

20.58 These are but a broad based mandate and agenda which has to be implemented taking into consideration the continued and increased demand for additional infrastructure and other services.

20.59 Partly as a result of the above mentioned reforms, MLG will continue with its support to decentralise and build capacity of local authorities. All these should substantially contribute to the overall objective of improved quality of service delivery.

#### **Decentralisation and Local Authorities Capacity Building**

20.60 Decentralisation has always been viewed as a means and not an end

in itself. It can never be valued by itself, but rather only in terms of other desired objectives to which it contributes. Decentralisation thus ensures that Local Authorities and communities have effective control over their own affairs and could be held accountable for their actions and operations. The capacity of the Local Authorities will no doubt need to be strengthened in order that they fully discharge their mandate and remain totally accountable to the public.

20.61 The overall policy for decentralization therefore aims to:

- a. facilitate and enhance control and coordination of planning and implementation capacity in the execution of development policies, programmes and projects;
- b. enhance local popular participation in decision making;
- c. ensure and facilitate sustainable service delivery to communities;
- d. develop systems for Local Governance and development;
- e. promote democracy and Governance; and
- f. promote social and economic development.

20.62 Past and present experience has shown that decentralization to Local Authorities is not accompanied by requisite resources and this has been confirmed by the Local Government Structure Commission. Effective decentralization, however, requires that the transfer of responsibilities to Local Authorities be accompanied by a commensurate transfer of resources and authority, as well as the creation of the necessary revenue generating

capacity. It also requires the development of appropriate enabling legal framework for the generation and management of these resources.

20.63 With regard to Central Government activities, decentralization has taken the form of de-concentration of Ministerial and Departmental activities to the local level. These activities require coordination to avoid duplication of effort and conflict of interest as well as ensuring cost-effectiveness and opportunities for resource sharing. District Commissioners have always been mandated to do that coordination and have indeed been pivotal in fulfilling that responsibility. This coordination is, however, faced with a number of problems which need to be addressed. Such problems include inadequate integration of Government programmes and insufficient realization and recognition for the need to embrace coordination as a cost effective and efficient way of service delivery. Lack of unity of purpose has come to manifest itself in poor service delivery with the consequent erosion of trust and confidence on Government. The need to appreciate that the public office is there because of the public that require to be serviced has to be emphasised.

20.64 During this plan period it is intended to establish a functional organisational structure for the formulation, management and coordination of decentralised activities at the local level. The proposed Strategies for meeting the objectives of an organisational structure for decentralisation are:

- a. to streamline and further strengthen local government structures for managing, and co-ordinating decentralised activities;

- b. to clarify the role of the Ministry of Local Government with respect to coordination of Central Government activities and programmes at local level;
- c. to establish an Inter-Ministerial Committee or forum on decentralisation;
- d. to support exchange programmes between Local Authorities in the form of twinning, study tours and other experiences at grassroots and Local Government levels in order to broaden Local Government base, facilitate interaction and promote capacity building;
- e. to review and promulgate laws that enhance efficient and responsive Local Governance;
- f. to develop a comprehensive Decentralisation Policy; and
- g. to establish additional structures at Sub-District level.

#### **Addressing National Critical Areas**

20.65 Given its overall objective and the public sector reforms currently under way, national critical areas such as poverty reduction, rural development, environment protection and conservation, human resource development, and HIV/AIDS will have to be taken on board and mainstreamed into the MLG's development strategy.

20.66 **Poverty Reduction** - In line with the National Strategy for Poverty Reduction, MLG will continue with its current and newly planned programmes on poverty reduction, focusing specifically on reaching the vulnerable groups in society with social safety net type of programmes for orphans, children in distress and in

need of care, destitute persons, the aged, terminally ill patients being cared for at home, and people affected by HIV/AIDS. The Ministry's strategy on poverty reduction also entails providing services that will allow people greater availability and access to those services. These strategies are intrinsically linked with the Ministry's commitment to rural development, another critical issue.

**20.67 Rural Development** - The Ministry's strategy for Rural Development will be consistent with the Revised National Policy for Rural Development, which states amongst its objectives that poverty be reduced, greater popular participation in the development planning and implementation process be achieved and opportunities for employment and income generation be created. MLG strategy is to continue with its participatory approach to planning and implementation with the involvement of grass-root institutions, and to ensure that infrastructure at District and Village levels are built to support service delivery, popular participation in decision making and other Governmental policies and programmes.

**20.68 Environment** - The environment is a cross-cutting issue, which needs to be integrated into the Government's mandate. During the preparation for NDP 9, the Ministry initiated a programme for the mainstreaming of the environment into its planning process within the District and Urban Development Plans. Therefore, District Development Plans 6 and Urban Development Plans 2 have integrated environmental concerns. This is particularly important because many of the environmental problems have their roots in local activities; so Local

Authorities have a key role to play in making sustainable development happen. During the plans implementation stage, the environmental strategies will be developed further with particular emphasis placed on ensuring that all project proposals are subjected to Environmental Impact Assessments (EIA).

**20.69 Human Resource Development** - Trained and skilled personnel are the backbone of the Ministry's delivery system. The Ministry's strategy is to build on the expertise of the staff of Local Government by deepening its capacity. The major challenge to be faced by the Ministry is to devise an appropriate HIV/AIDS workplace programme so as to prevent and mitigate the impact AIDS will have on the staff of Local Government and subsequently on its service delivery system.

20.70 This strategic issue is consistent with the recommendations of the 2<sup>nd</sup> Local Government Structure Commission Report which states the need for accelerating the process of strengthening Councils' financial and human resource base. Appropriate Conditions of Service for Local Authority employees will be developed. Also emphasised and approved by the Ministry is the need to attract and retain capable staff by ensuring that salaries of Local Authorities personnel is comparable to that of Central Government.

#### **HIV/AIDS: Integration of HIV/AIDS into Development Planning**

20.71 Efforts have been made to integrate HIV/AIDS into the development planning process, as well as ensuring that the annual local level

development plans, such as the DDP6s/UDP2s include activities on HIV prevention, mitigation and care. In addition to that, the MLG will strengthen the capacity of the DMSAC to implement HIV/AIDS activities as well as strengthening their capacity to co-ordinate HIV/AIDS activities from a development perspective.

20.72 The MLG will also put in place strategies for strengthening Home Based Care and Orphan Care (HBC&OC) programmes, which provide care and support to home-based patients, orphans and potential orphans/children in distress. In strengthening these programmes, emphasis will be on the family as the unit of care and support.

20.73 The capacity of the MLG to carry out its mandate depends on its ability to provide services; the HIV/AIDS epidemic can threaten this ability by affecting the MLG human resources. The Ministry will also put in place a workplace programme that will look at the impact of HIV/AIDS on MLG employees, and ways of mitigating its impacts.

20.74 An important cross-cutting component in the mainstreaming of HIV/AIDS is Monitoring and Evaluation (M&E). The basis of it is to monitor HIV/AIDS activities at local level in terms of performance and outcomes and in the long-term, assess the impact of HIV/AIDS programme on the epidemic. Performance and outcomes monitoring will enable the Ministry of Local Government to provide the Local Authorities with policy response to changing environment and to the evolution of the epidemic. It is worth pointing out that part of the monitoring system will enable the Districts themselves to understand the unfolding situation and

respond to it. Assessing the impact will have to be part of a national monitoring system, which will necessarily involve MLG.

20.75 To be able to implement this strategy, in January 2001, the Ministry of Local Government established at headquarters the AIDS Co-ordinating Unit, whose main role is to support and facilitate Districts in mainstreaming and equipping the District Planners with the concepts and skills for integration of HIV/AIDS into District Development Programmes and projects.

20.76 Integration of HIV/AIDS into District Development Programmes/Projects is part of the National Strategic Planning Process, which has as one of its aims to establish a District-based strategy for HIV/AIDS so as to boost and coordinate intervention efforts. The MLG will contribute to this process by providing the needed technical personnel to be used as the focal point for such coordination.

#### **Community Mobilisation**

20.77 Community mobilisation is aimed at organizing communities in the rural areas with the view to promoting their participation in rural development. Though much has been done in relation to the social infrastructure, poverty remains a problem. It has been realized that for any development to be sustainable, it has to be people-centred. NDP 8 revealed community participation in development activities as weak and there were indications that the situation was deteriorating. The principal aim in community mobilisation during NDP 9 will be to promote mutual social responsibility in decision making and service delivery through community based organizations and effective

leadership structures. The following strategies shall be adopted:

- a. to improve consultation and participation in the design and formulation of programmes aimed at alleviating economic stagnation of rural areas, as well as reducing the incidence of poverty among rural households;
- b. to promote the development and implementation of a comprehensive range of inter-sectoral and mutually supporting services and income generating activities;
- c. to enhance planning and management capabilities of district and sub-district authorities in programme development, implementation and evaluation of sectoral inputs in an integrated manner;
- d. to establish structures for effective coordination, integration and institutionalization of participatory development approaches, programmes and projects at the local level; and
- e. to inculcate a sense of responsibility amongst local communities and develop patterns of Governance that support efforts in local participation.

#### **Local Economic Development (LED)**

20.78 LED is a programme geared towards transformation of cities, towns and rural areas into viable economic entities. This is done through identifying and harnessing resources and opportunities needed for stimulation of sustainable economic development.

20.79 Besides their traditional role of providing services in the form of

potable water, health, education, sanitation, etc., Local Authorities are rightly placed to identify activities which can be undertaken through this initiative. They could play a leading role in the promotion of social and economic development. By investing in the basic services – by providing good quality cost-effective services and making their local areas pleasant places to work and live in – is the key towards the promotion of local economic development. Other initiatives that Local Authorities shall pursue include:

- ♣ developing guidelines to assist Local Authorities in promoting local economic development; and
- ♣ reviewing existing procedures and regulations which could help create a more conducive and enabling environment for promotion of LED.

#### National Settlement Policy

20.80 During NDP 9 period, the implementation of the NSP will be the major focus. The NSP has formulated strategies for five fundamental aspects namely; settlement hierarchy, infrastructure and services, planning regions, land use and tenure, and population and settlements. In terms of settlement development and servicing, first priority will be given to primary centres, while secondary and tertiary centres will be accorded second and third priority respectively.

20.81 Since the NSP is multi-sectoral, its implementation will involve all Ministries, Local Authorities and Parastatals, and the Department of Town and Regional Planning will play a pivotal role of coordination and monitoring. The multi-sectoral characteristic of the NSP, especially in the area of provision of basic infrastructure and services in both

settlements and production zones, will go a long way in facilitating the attainment of some of the principles of vision 2016.

#### Physical and Social Infrastructure

20.82 Provision of physical and social infrastructure has been a major conduit through which improvement in rural and urban welfare could be effected and it shall continue to be so. Equally important is the need to build capacity and avail resources to Local Authorities to enable them to regularly maintain this infrastructure. Below are projects which will be undertaken during NDP 9:

- **Urban Land Servicing:** The number of plots proposed to be serviced during NDP 9 to meet the expected effective demand is 18,100. It is expected that Councils with the assistance of the Ministry of Lands and Housing will directly manage these projects;
- **Village Infrastructure:** A total of 20 villages including Primary, Secondary and some Tertiary Centres will be covered. Emphasis will be on centrally located service centres. It is intended that Local Authorities continue to implement the majority of projects during NDP 9. The aim is to ensure that decentralising of functions continue to form the core of Government's approach in implementing projects;
- **Roads Programme:** The major thrust of this project is the implementation of the recommendations of the Botswana Roads Maintenance Study. Local Authorities will be responsible for the implementation of this project and will continue to use private contractors for road construction

and maintenance work where possible, in order to avoid the need for any significant purchase of heavy road construction plant;

- **Village Water and Sewerage:** During NDP 9, this project will provide funds for the upgrading and rehabilitation of rural village water supply schemes and also the provision of water borne sewerage facilities for secondary villages. In addition, the project will provide funding for the capacity building of District Councils to efficiently operate and maintain both water supply and sewerage schemes, as well as gradually take part in some of the upgrading and rehabilitation activities currently being done by the Department of Water Affairs;
- **Office Construction:** The following will be constructed; two Rural Administration Centres at Moshupa and Tonota, council chamber in Ghanzi, new Civic Centre in Gaborone, offices for the newly established Administration Authorities, Service Centres in line with the 2<sup>nd</sup> LGSC, as well as extension and upgrading of existing Rural Administration Centres, mostly in Primary Centres;
- **Customary Courts:** A total of 150 customary Courts will be constructed. Each court will come with a package of housing, transport and communication;
- **Primary Education:** A total of 6000 classrooms and 3000 teachers' quarters will be constructed. In addition, other facilities such as RADs hostels, administration blocks, toilets, libraries, vehicles, kitchens, dining

halls and storerooms will be provided;

- **Urban Sewerage:** During NDP 9 sewerage infrastructure in Gaborone, Jwaneng, Selebi Phikwe and Francistown CBD/Monarch will be upgraded. The need to upgrade Gaborone treatment works emanates from the fact that the greater Gaborone area, being Mogoditshane and Tlokweng, will be connected to the already overloaded treatment plant. Construction of Gaborone Regional Landfill, which will also cater for greater Gaborone area, will commence during the first year of this Plan;
- **National Rural Sanitation Programme:** A total of 9 landfills will be constructed. Other components of rural sanitation that will be implemented during NDP 9 include procurement of waste management vehicle and equipment, construction of abattoirs/slaughter houses, and provision of sludge digesters and drying beds;
- **Social Welfare Services:** This project will cover extension of the School of Industry in Molepolole to increase its capacity and cater for female delinquents. In addition, 2 prototype workshops for After Care Services and 2 Emergency Homes to serve as drop-in Centres for the Orphans and Vulnerable Children in transit to Jwaneng from the Northern part of the country will be built in Maun and Palapye. Further, the Mpule Kwelagobe Children's Centre donated to government by Jwaneng Mine will be renovated and expanded to suit children's needs;

- ***Storage and Distribution facilities:*** During NDP 9, a total of 16 Food and Storage Warehouses will be constructed. Priority will be given to projects which were planned for NDP 8, but were not completed. These include warehouses at Kanye, Mochudi, Kasane, Lobatse, Ghanzi, Masunga, Tsabong. Other projects which will be implemented during NDP 9 include Ramotswa, Bobonong, Francistown, Letlhakane, Molepolole, Mahalapye, Gumare, Hukuntsi and Serowe. This project will also cover transport and computerisation of these warehouses;
- ***Recreational Facilities.*** This project covers construction of public parks, multi purpose halls and youth centres, development and maintenance of cemeteries and purchasing of playground equipment;
- ***Municipal Services:*** Projects such as fire stations and fire fighting equipment, bus ranks and public parking areas, market stalls, mechanical workshops, warehouses, Mayors/Council Chairpersons' houses will be covered under this programme;
- ***Local Authority Infrastructure Maintenance:*** This project was created during NDP 8 to clear maintenance backlog in Local Authorities. However, due to implementation problems, the maintenance backlog could not be cleared. Therefore, this project will be continued in NDP 9 and completion is expected within the first two years of the plan. Thereafter, maintenance will be covered under the recurrent budget;
- ***MLG Computerisation:*** This project provides funds for the procurement of computer equipment and accessories and networking of all the strategic offices for Ministry Departments and the Local Authorities. The following components which were started in NDP 8 will be completed during NDP 9:
  - i. Tribal Land Administration System for land use planning and management
  - ii. Installation of Human Resources and Payroll package;
  - iii. Financial Management Computer System; and
  - iv. A comprehensive project planning, monitoring and evaluation tool
  - v. MLG/LA website; and
  - vi. social benefits system (Old Age Pensions, World War Veterans, Orphan Care and Destitutes programmes).
- ***MLG/LA Fleet Development:*** During NDP 9, vehicles will be purchased for different departments of the Ministry of Local Government including Food Relief Depots. In addition, specialised vehicles which cannot be covered under specific projects will be provided under this project;
- ***Local Authorities Training:*** Extension of the Local Police Training College will be undertaken during NDP 9 as well as the establishment of Local Authorities Training Institute (LATI);
- ***Local Authority Planning and Management:*** The objective of this project is to assist Local Authorities capacity building in the

management of plan preparation, implementation, monitoring and evaluation processes. Local development plans continue to lack commitment and ownership by stakeholders and the intended beneficiaries, largely due to inadequate consultation and hence weak participation by communities;

- **Remote Area Development Project:** During NDP 9, provision of basic infrastructure will be continued. Efforts will be made to graduate some RADS settlements to village status. There will be emphasis on land rights and improved shelter, employment and income generating opportunities among the RADS;
- **Labour Intensive Public Works:** The aim of this programme is to provide a source of income for the

most vulnerable members of communities by employing simple tools to construct and maintain public facilities; and

- **Community Projects:** During NDP 9 concerted effort will be placed on capacity building for VDCs and other community organisations so as to enhance uptake as well as planning and management of activities under this programme. Funds will continue to be availed to support projects initiated and implemented by Village and Ward Development Committees. Another major and complementary component of this programme is the Micro Projects Programme, which includes income-generating activities, environmental conservation and social infrastructure.