



**Integration of Botswana
Local Authorities in the European Cooperation
Programming Process
2021-2027**

**COMPENDIUM
Of Key Reference Documents**



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1. INTRODUCTION

1.1 CONTEXT OF THE MISSION

This study is seeking to carry out an assessment on the roles played by both National Governments and Local Authorities in development. The focus is on establishing, understanding and appreciating the different roles played by various Government Ministries, District or Town Councils and other stakeholders. The exercise is further conducted to recognize the “local governments” as key democratic and strategic levels of development intervention. This approach is envisaged to create space and facilitate innovation at the local level while pursuing bottom-up processes that largely reflects a **Territorial Approach to Local Development (TALD)**¹, and inclusive governance. The study also seeks to advocate for the establishment and input of policies, legal frameworks and practices that promote the decentralization agenda at country level.

The outcome of the study is expected to facilitate closer and more constructive working relations between the national and local levels of Government, based on the principle of active subsidiarity. This will further ensure a better integration of the spatial dimension in all European Union (EU) supported programmes (particularly sector operations) and increase the overall consistency and effectiveness of EU interventions in a given framework.

Within the context of both the Local and Central Government spheres, the study recognizes the unique position of Local Governments as State Actors and self-directed political entities with a general and democratic mandate to develop local public policies in the interest of their local communities. In terms of approach, the study will seek to first analyse the existing policies to determine their relevance as well as examine **any inherent** gaps. Following on this, the study will subsequently make recommendations so as to guide in making relevant observations to address local specific needs. Once recommendations are accepted and necessary adjustments initiated, the move is anticipated to assist the two levels of Government (Local and Central), to be able to **complement each other** as catalysts of TALD in Botswana.

Acknowledgement of TALD, driven by both Local and National Governments, need supportive policies at both levels to be successful and sustainable. **The current** (prevailing) political **leadership presents a conducive environment for the** promotion of development-friendly decentralization reforms **to** open-up space for Local Governments to be able to elaborate **local specific** policies. The **local level governing** structures **have the potential** to create additional affluence through mobilization of local resources for local economic development.

The need to establish a cordial working partnership between the two-tiers of Government is indispensable, in the attainment and localization of global commitments including the **United Nations Sustainable Development Goals**² (SDGs). In order to operationalize this working relationship, it is crucial that Districts, Towns and Cities and the National Association be afforded a bigger role in setting priorities, establishing partnerships with relevant actors, executing plans and/or monitoring results at District level. In doing so, it is important to recognize the benefits of a bottom-up planning approach as well as promoting effective dialogue and collaboration with National Governments in pursuing the implementation of the global commitments.

¹ <https://europa.eu/capacity4dev/article/what-territorial-approach-local-development>

² <https://www.un.org/sustainabledevelopment/sustainable-development-goals/>

The envisaged partnership model anticipates and emphasizes a situation where Central and Local Public Actors together with the National Association are in agreement in relation to the priorities set and are working in tandem to attain national developmental goals. This unique opportunity which should never be lost, holds the key to the realization of the upcoming EU funding model, to facilitate and promote genuine participation and recognition of Local Authorities as public actors.

The opening of such a space for a meaningful and regular political dialogue is a core strategic innovation necessary for the upcoming EU programming cycle. It is expected to give a concrete meaning and credence to the concept of “multi-actor partnerships” or “multi-level governance.”

Finally, it is gratifying that the new EU programming approach takes into consideration both the EU priorities for a given country and the Nationally Determined Contributions (NDCs). This will go a long way in enhancing ownership and participation.

1.2 AN INTRODUCTORY PAGE



MAP OF SOUTHERN AFRICA REGION - BOTSWANA - (SOURCE RESAERCHGATE.NET)

Botswana is a landlocked country, sharing borders with Namibia, South Africa, Zambia and Zimbabwe (*Republic of Botswana: The Local Government System in Botswana - Country Profile 2017/2018*). The country has a total surface area of 582,000 square km, being approximately the size of France in Europe or the State of Texas in the USA. The 2011 Population and Housing Census had established a population of 2 024 904 people, of which the United Nations in 2018 estimated it to have **grown** to 2,304,238. The official languages used are English and Setswana. The capital city is Gaborone and the currency is Botswana Pula (BWP, which is currently approximately P10 to 1USD). Botswana is an active member of the Southern African Development Community (SADC), **housing** the headquarters of the regional body.

The form of Government is a Republic and the Parliamentary System is a Bicameral State Structure. Administratively, the country has a two-tier system of Government which is made up of the Central/National Government headed by the State President, (**His Excellency Mokgweetsi Eric Keabetswe Masisi**) and Local Authorities headed by Council Chairpersons in rural districts and Mayors in towns/cities. Since Botswana practices a Westminster Parliamentary democracy, the President is

indirectly elected by members of the National Assembly to hold office for a maximum period of two five year terms. Government is advised on traditional affairs by Ntlo Ya Dikgosi (House of Chiefs).

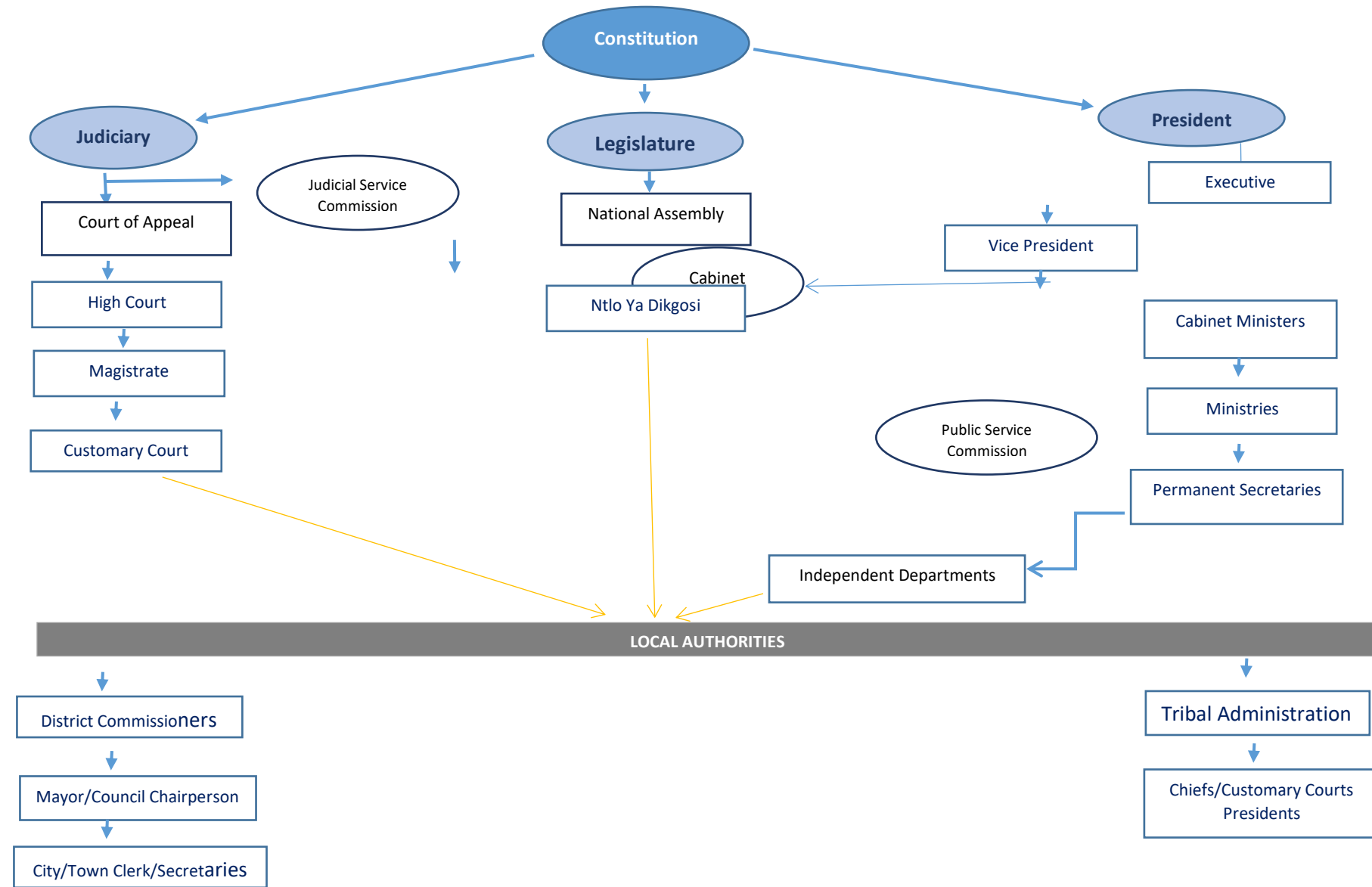
Botswana is a democratic country that is characterized by regular elections held every five years **since attaining independence from the United Kingdom in 1966**. The last National and Local Government Elections were held in October 2019. Drought is a recurrent phenomenon, and most rivers are seasonal; hence, Botswana is a water scarce country. The population is largely concentrated in the eastern parts of the country where arable farming is feasible on account of better and more favourable climatic and soil conditions.

Fifty-seven (57) of the sixty-three (63) National Assembly members are directly elected by universal adult suffrage under the first-past-the-post ballot system from single-member constituencies. Six members are then nominated by the President **for** subsequent endorsed by Parliament. The President and the Attorney General are ex-officio members of Parliament and the President appoints Ministers who comprise Cabinet from amongst members of the National Assembly.

At **district** level, the District Commissioner (DC), who is the senior representative of the National Government in that district **reporting** directly to the Office of the President **is the coordinator of national development processes**. The DC also chairs the District/Urban Development Committee (DDC/UDC), being local planning authorities. (*Republic of Botswana: The Local Government System in Botswana- Country Profile 2017/2018*).

While there is no constitutional provision for the establishment of Local Government in Botswana, the main legislation establishing Local Government is the Local Government Act No.18 of 2012. There are 16 Local Authorities (ten districts and six towns/cities). All the National Local Authorities are members of the local government association (Botswana Association of Local Authorities (BALA) established by section 90 of the Local Government Act No. 18 of 2012.

1.3 THE BOTSWANA GOVERNMENT ORGANISATIONAL CHART



Source: Directorate of Public Service Management & Ministry of Finance & Economic Development

1.4 THE METHODOLOGY USED FOR DATA COLLECTION OF TEXTS AND DOCUMENTS

The assignment calls for the production of a compendium of reference documents on issues around:

- The national development policy defined and followed by the national government and the related sector strategies for its implementation;
- An update on the implementation of the decentralization policy (including the list of members and contacts of the different levels of sub-national governments);
- The state of the implementation of the National Indicative Programme (NIP) supported by the European Development Fund (EDF) under the EU-ACP Cotonou Agreement as well as the political priorities set by the EU for her cooperation with the country in the coming six years (2021-2027)

This will be achieved through:

- Reviewing of literature (materials) provided by United Cities for Local Government in Africa (UCLG-Africa) and Botswana Association of Local Authorities (BALA)
- Carrying out documentary research at the level of the Country Portals and Ministerial Departments, Websites of International Organizations and Donors (World Bank (WB), African Development Bank (AfDB), United Nations Development Programme (UNDP), German Development Cooperation (GIZ), French Ministry of Foreign Affairs, etc.). Referencing and joining as Annexes to the Compendium all key documents and reference texts (soft/physical format).

1.5 LIST OF ABBREVIATIONS / ACRONYMS

ACRONYMS	FULL TEST
AfDB	AfDB African Development Bank (AfDB)
ACP	African and Caribbean Pacific
BALA	Botswana Association of Local Authorities
CSO	Civil Society Organisations
DC	District Commissioner
DDC	District Development Committee
EDF	European Development Fund
EU	European Commission
EU-ACP	European Union African Caribbean Pacific
EUD	European Union Delegation
EUR	Euro
ETSSP	Education and Training Strategic Sector Plan
GIZ	German Development Cooperation
GoB	Government of Botswana

LA	Local Authorities
MFF	Multiannual Financial Framework
MLGRD	Ministry of Local Government and Rural Development
NDC	Nationally Determined Contributions
NDP	National Development Plan
NIP	National Indicative Plan
NDICI	Neighbourhood, Development & International Cooperation Instrument
PSR	Public Sector Reforms
SDG	Sustainable Development Goals
TALD	Territorial Approach to Local Development
UCLG-A	United Cities and Local Government of Africa
UN	United Nations
UDC	Urban Development Committee
USD	United States Dollar
WB	World Bank

2. COMPENDIUM

2.1 THE NATIONAL DEVELOPMENT POLICIES AND STRATEGIES

1) OFFICIAL REFERENCE DOCUMENTS ON THE NATIONAL DEVELOPMENT PLAN (NORMALLY FIVE OR TEN YEAR PLAN)

Below are some of the core official reference documents on the National Development Processes and the roles played by Local Authorities and their National Association as well as their mandates and status.

- I. Constitution of Botswana³
- II. Republic of Botswana: Vision 2036⁴
- III. Republic of Botswana: The National Development Plan 11 (April 2017 – March 2023)⁵
- IV. Ministry of Local Government and Rural Development Strategy 2018-2023
- V. Republic of Botswana: Local Government Act No. 18 of 2012⁶
- VI. Republic of Botswana: Draft Decentralization Policy 2019⁷
- VII. Botswana Local Government District Development Plans:
- VIII. Botswana Urban Development Plan
- IX. National LED Framework and Implementation Plan for Botswana

³ https://en.wikipedia.org/wiki/Constitution_of_Botswana

⁴ <https://vision2036.org.bw/>

⁵ <https://www.tralac.org/news/article/11502-botswana-s-eleventh-national-development-plan-ndp-11.html>

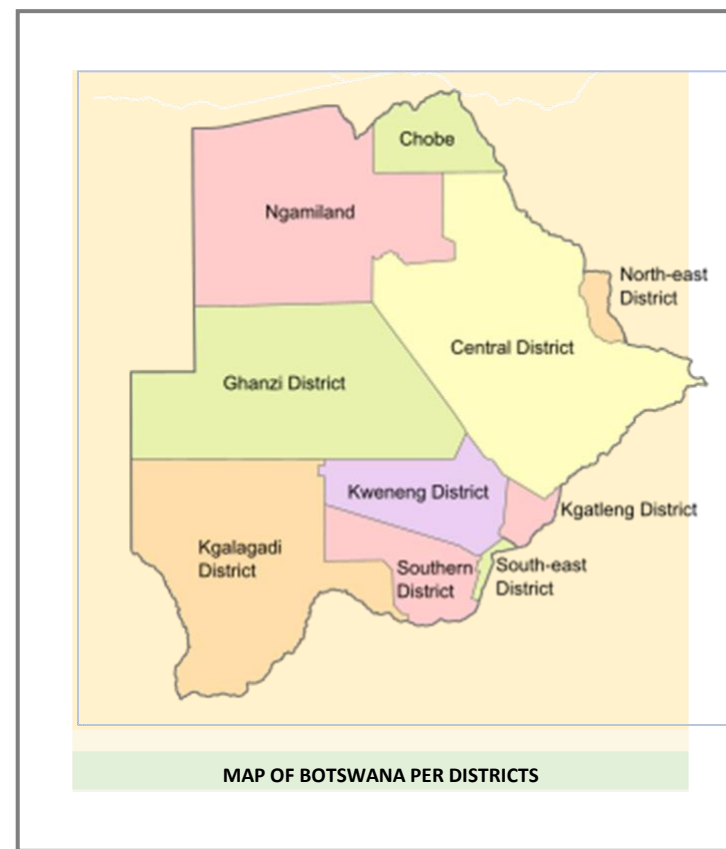
⁶ <https://botswanalaws.com/alphabetical-list-of-statutes/local-government>

⁷ <https://www.clgf.org.uk/regions/clgf-southern-africa/botswana/>

2.2 POLICIES AND STRATEGIES ON THE STATUS OF LOCAL AUTHORITIES

DISTRICT/CITY/TOWN COUNCILS, SUB-DISTRICTS AND POPULATION

DISTRICT/CITIES/TOWN COUNCILS	SUB-DISTRICTS	POPULATION
Gaborone City Council	N/A	231 592
Francistown City Council	N/A	98 961
Lobatse Town Council	N/A	29 007
Selibe-Phikwe Town Council	N/A	49 411
Jwaneng Town Council	N/A	18 008
Orapa	N/A	9 531
Sowa Township Authority	N/A	3 598
Southern District Council	Kanye, Good hope, Moshupa, Mabutsane	197 767
South East District	Ramotswa, and Tlokweng	85 014
Kweneng District Council	Letlhakeng, Molepolole and Mogoditshane	304 549
Kgatleng District Council	Mochudi	91 660
Central District Council	Bobirwa, Boteti, Mahalapye, Serowe/Palapye, Tutume, Tonota	576 064
North East District Council	N/A	60 264
North West District Council	Maun and Okavango	152 284
Ghanzi District Council	Ghanzi and Charleshill	43 355
Kgalagadi District Council	Hukuntsi and Tsabong	50 492
Chobe District Council	N/A	23 347



(SOURCES: MINISTRY OF LOCAL GOVERNMENT & RURAL DEVELOPMENT; 2011 POPULATION & HOUSING CENSUS)

Local authorities in Botswana are established through the **Local Government Act No. 18 of 2012**⁸: *“The Minister may, by Order published in the Gazette, establish a Council in respect of such area as the Minister may consider appropriate. There shall be a Council for each Administrative District as established under section 3 and the Council shall consist of a Mayor or Chairperson, Deputy Mayor or Deputy Chairperson and members. Notwithstanding the provisions of subsection (1), in establishing Councils, the Minister may not necessarily align administrative boundaries with tribal territories provided that he or she has consulted with the respective tribe.”*

LAs established under this act have the following powers and functions:

I. At the general level;

“It shall be the duty of a Council to perform the functions it is required to perform and otherwise exercise its powers so as to secure and promote the health, safety, well-being, good order, security and good governance of the area for which it has been established.”

II. At the specific level;

- i. The Minister may, in the Order establishing a Council or a Subordinate Authority, and subject to the limitations and conditions as the Minister may consider appropriate, provide that the Council or the Subordinate Authority shall either be required to perform or may perform any of the functions set out in Schedule 1.
- ii. Where the Minister confers additional functions or removes any of the functions conferred upon a Council or a Subordinate Authority he or she shall consult with that Council or Subordinate Authority.
- iii. A Council may execute any of the functions conferred upon it through establishment of bodies, trusts, and any other organ that, that Council may consider appropriate for the discharge of its functions.
- iv. Subject to the provisions of this Act, a Council shall have power to do anything and enter into any transaction which in its opinion is calculated to facilitate the proper discharge of any function conferred or imposed upon it by or under this Act or any other law.
- v. A Council may delegate any of its functions to the bodies under subsection (3) or to any other person in line with Government policies and may with reasons revoke or amend any delegation made under this section and may attach conditions to the delegation, including general or particular directions, as to the manner in which any delegated power is to be exercised.
- vi. A delegation under subsection (V) may include the power to sub-delegate.

Along the same lines the Local Government Act no. 18 of 2012, section 90 of the act establishes a Local Government Association (**Botswana Association of Local Authorities**⁹ (**BALA**)) with the following major goal of:

⁸ <https://botswanalaws.com/alphabetical-list-of-statutes/local-government>

⁹ <https://www.bala.org.bw/>

“To promote good governance, coherence and co-operation among Councils.”

The act goes further to stipulate the following objectives of the Local Government Association, amongst others, being to:

- a) promote and strengthen local governance;
- b) provide opportunities for discussing issues of common interest;
- c) collaborate and engage in matters of mutual understanding with Government; and
- d) build partnerships, networks and coalitions with strategic organisations locally, regionally and internationally through decentralised co-operation.

III. The membership of the Association shall comprise of Councillors.

IV. The Association shall regulate the conduct of its business through a constitution and any other regulations adopted by a National Conference.

V. The Association shall develop a code of conduct for its members.

In terms of Local Economic Development (LED), Local Authorities (LAs) are statutorily empowered by the Local Government Act no 18 of 2012 to make decisions at a local level and discretion to allocate resources within their areas of jurisdiction. This is however, faced by implementation challenges. *Samboma T.A.* in a Botswana Institute of Development Policy Analysis (BIDPA) Paper No 59 outlines project implementation challenges in Local Authorities (LA) as lack of capacity, lack of commitment by the District Development Committees (DDCs), poor stakeholder engagement and lack of financial autonomy by councils. The study titled: ***Challenges of Project Implementation in Local Government***, was conducted as a Case Study of Francistown City Council and Kweneng District Council in March 2019. These challenges are not only peculiar to the two Local Authorities of Francistown and Kweneng. It is a national challenge. Local Economic Development has the potential to promote localisation in terms of engaging local companies/**entities in turn creating** of local employment.

Some of the identified implementation challenges are not peculiar to the two LAs but cuts across local authorities in Botswana. However, low human capacity in local authorities was cited as a major problem in project implementation”. (*Samboma T.A.* in BIDPA Working Paper NO 59, Titled: *Challenges of Project Implementation in Local Government: The Case of Francistown City Council and Kweneng District Council (March 2019)*).

2.3 NATIONAL DECENTRALIZATION POLICY

BRIEF HISTORICAL REMINDER

“This document presents the statement of the Government of Botswana on decentralisation of functions, resources and other inputs to government entities that are closer to citizens, as well as mechanisms to create the required political, cultural, socio-economic and institutional environment. The statement includes the objectives and underlying rationale for decentralisation, the main policy initiatives and strategic actions to realise them, as well as modalities for implementation”. (Ministry of Local Government and Rural Development (MLGRD), National Decentralisation Policy (Draft), May 2019). The overall goal of the

National Decentralisation Policy is to *promote equitable and sustainable development, and enhance citizens' participation by transferring decision-making powers and resources to local governments and empowering citizens to actively participate in the planning, financing, implementation and evaluation of all local development and service delivery activities while holding their leaders accountable.* The specific objectives of the policy are:

- Empower local governments as the key drivers of good governance, sustainable and responsive service delivery and local development;
- Improve the administrative and human resource capacity of local governments, line ministries and other actors at the local level to ensure **inclusive** quality service delivery and local development;
- Enhance effective and efficient implementation and monitoring capacity, in service delivery and local development;
- Strengthen accountability and transparency of national and local leaders and institutions, including non-state actors to the communities that they serve;
- Enhance the responsiveness of planning, financing, management and control of service delivery and local development processes by all sectors to local needs;
- Ensure adequate, predictable flow and efficient use of resources in support of inclusive and effective service delivery and sustainable local development;
- Define the status, roles, structures and relationships of different levels of government and actors in local governance, service delivery and local development;
- Promote and sustain the preservation of national values, identity and unity by re-defining the roles and position of Bogosi (Chieftainship) and empowering them to function effectively and harmoniously with other institutions in a decentralized governance dispensation; and
- Enhance coordination by aligning the activities of different central and local government actors, development partners and other stakeholders in service delivery and local development.

The draft National Decentralisation Policy and Implementation Plan for Botswana can be found here: [Towards a decentralisation policy for Botswana](#).

Further, the National Vision 2036, as it is commonly referred to in Botswana, is a transformational agenda that defines the aspirations and goals of Botswana. It aims to transform Botswana from an upper middle-income to a high-income country by 2036 and sets out a compelling vision of what the future of Botswana will look like.

One tenet of Pillar 4 of Vision 2036 talks about Governance, Peace and Security. Decentralization is identified as one of the tenets essential for the transformation envisioned in the national vision. The Vision expresses hope that decentralization promotes participatory development where local level institutions are important vehicles of bottom up planning and community driven development. That through decentralization, services are taken closer to the people on the one hand, and on the other hand their voice is heard through local level political representation. This process is expected to spearhead the decentralization of power, decision making, resource mobilization and service delivery. These are seen as important principles underpinning the governance system of future Botswana. The Vision, states that active participation of Local Authorities is critical in driving local development through legal and constitutional reforms; that Local Authorities be empowered through devolution of

political and administrative powers to make decisions, mobilize own resources, promote local economic development and partner with other development actors such as private sector and civil society in delivering quality service to their communities.

Similarly, the National Development Plan 11 identifies Local Authorities as *“multifunctional in nature, as they carry out delegated responsibilities from various sectors to achieve efficient service delivery through the decentralisation approach. Their mandates include rural development; tribal administration; community development; fire services; local economic development; physical planning; development planning; development of primary infrastructure; and provision of social services. This arm of Government drives the national aspiration to uplift the standard of living of the populace through strengthening of local decision making to ensure provision of quality services.”*

2.4 GLOBAL DEVELOPMENT POLICIES

Historically Botswana has partnered with various development partners including but not limited to the EU, United Nations and others not mentioned here.

As a member of the United Nations and the African Union, Botswana is party to various international, continental and regional development frameworks aimed at collective response to global socio economic challenges. The country has committed to the implementation and the attainment of the **Sustainable Development Goals (SDGs)** as shown by the country’s sustainable development framework that sets out Botswana’s approach to implementing all its programmes. This framework is meant to use a sustainable development approach that links to the country’s national Vision 2036 (2017-2036), National Development Plan - NDP 11 (2017-2023) – and the associated District and Urban Development Plans, ensuring that all these key documents are aligned to the SDGs.

In 2017, Botswana was one of the 44 countries that went to present a **‘Voluntary National Review 2017’** report to the High Level Political Forum (HLPF) on SDGs. This report was a result of robust consultations and full participation of Government, private sector, civil society, local authorities, development partners, UN, academia and other interest groups, highlighting the positive experience and the challenges encountered in the efforts made to eradicate poverty. This Voluntary National review (VNR) focused mainly on SDG 1: End Poverty in all its forms everywhere.

The report showed that Botswana managed to reduce its *“head count poverty rate from 47 percent in 1993 to 30.6 percent 2002/3 and further down to 19.3 percent in 2009/10 (Botswana Core Welfare Indicator Survey, 2009/10). Poverty incidence decreased faster in rural areas than it did in cities and towns”*.

2.5 COOPERATION WITH THE EUROPEAN UNION (EU)

1) 11TH EDF - NIP 2014 TO 2020

The strategic objectives for EU-Botswana cooperation are guided by the development policies defined in the ***European Commission’s Communication on the Agenda for Change (2011)***¹⁰.

¹⁰ <https://europa.eu/capacity4dev/public-fragility/wiki/agenda-change>

The EU adopted this new Agenda for Change in EU Development policy as well as new policy for EU budget support bringing together most of its existing instruments into a broad **Neighbourhood, Development and International Cooperation Instrument (NDICI)**¹¹.

The objectives of this new agenda for change is confirmed by Article 1 of the revised ACP-EU Partnership Agreement, signed in Luxembourg on 25th June 2005, and are summarised as giving emphasis to reducing and eventually eradicating poverty within the framework of the development strategies of the individual ACP Member State. Within this context, the specific objective for EU development cooperation in Botswana is sustainable development, taking into account the principle of ownership, as promulgated by the Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008) and the Outcome Document of the High Level Forum on aid effectiveness in Busan, Korea (2011).

The priorities for the EU Botswana cooperation for the **11th EDF 2014 - 2020** and the related **National Indicative Plan (NIP)** were influenced by the results of the outcome of an assessment of the **10th EDF 2008-2013**. The following were identified and agreed upon as priorities for the 11th EDF 2014 to 2020 for Botswana:

- In the **Inclusive and Sustainable Growth** – Education sector, the EU’s NIP 2014 – 2020 support will cover the provision of an adequate supply of qualified, productive, healthy and competitive human resources appropriate to the demands of the national labour market. It will contribute to improving the education service delivery and to raising levels of quality, equity and access to, and completion of, education, through the implementation of system level reforms as expressed in the **Education and Training Strategic Sector Plan (ETSSP)**.
- Regarding **Public Sector Reforms (PSR)**, the EU support will contribute to the implementation of the NDPs 10 and 11, through improved public management and public service delivery systems, including all aspects of public finance management and strengthened planning and budgeting set within a multi-year fiscal framework.
- With the **Measures in favour of Civil Society Organisations (CSOs)**, the support will be to assist civil society with the skills to foster and establish an effective working relationship with GoB. The purpose of this engagement will be for CSOs effective contribution through advocacy and meaningful watchdog role over GoB policy formulation and implementation.

As such, the indicative allocation of the **11th EDF 2014 – 2020 is EUR 33M** was to cover the following three focal sectors in line with sector choice proposals approved by the Commissioner and clearly aligned to Botswana 10th National Development Plan (NDP10), lessons learned and donor coordination:

¹¹ https://ec.europa.eu/commission/presscorner/detail/en/ganda_20_988

- a) **The A-allocation** was to cover macroeconomic support, sectoral policies, programmes and projects broken down as follows:

Focal Sector 1:	Inclusive and Sustainable Growth – Education sector	EUR 11 M	33.3%
Focal Sector 2:	Public Sector Reforms	EUR 11 M	33.3%
Focal Sector 3:	Measures in favour of Civil Society	EUR 6 M	18.2%
Cross-cutting:	Support measures and NAO Support	EUR 5 M	15.2%
Total		EUR 33 M	100.0%

The EU development cooperation support to Botswana in over 40 years is in excess of EUR385 million, a figure that converts to over P4 billion. The levels of support are influenced by needs and priorities as identified by the GoB. Early funding for education was mainly in infrastructure development as seen from the example of the Francistown Technical College. However, given the current challenges with Botswana’s education system, the focus is now on reforming the education sector, including technical assistance, knowledge sharing and skills transfer. Other important areas of work include support to Botswana's public finance management reform and the development of Botswana's private sector, including assisting civil society and other Non-State Actors

In conclusion, appreciating the past Botswana EU Cooperation and the benefits it brought with it for Batswana, it is pleasing to note that the new **EDF 2021 -2027**, through the new **Multiannual Financial Framework (MFF)** endeavours to put people first by calling for a multi stakeholder approach to planning, implementation and monitoring of development projects, as attested to in the EU’s “COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS - Brussels, 15.5.2013 (*Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes*).”

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