

REPUBLIC OF BOTSWANA

BOTSWANA HABITAT III REPORT



MINISTRY OF LANDS AND HOUSING, GABORONE BOTSWANA
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Abbreviations

ABEP	Adult Basic Education Programme
ALSP	Accelerated Land Servicing Programme
BALA	Botswana Association of Local Authorities
BBS	Botswana Building Society
BCWIS	Botswana Core Welfare Indicator Survey
BHC	Botswana Housing Corporation
BITP	Botswana Integrated Transport Project
BNYC	Botswana National Youth Council
BNSPR	Botswana National Strategy for Poverty Reduction
BPC	Botswana Power Corporation
BPFA	Beijing Platform for Action
CBNRM	Community Based Natural Resources Management
CEDA	Citizen Entrepreneurial Development Agency
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CLGF	Commonwealth Local Government Forum
DDC	District Development Committee
DOH	Department of Housing
DTRP	Department of Town and Regional Planning
GAD	Gender Affairs Department
ICT	Information and Communication Technology
ISPAAD	Integrated Support Programme for Arable Agriculture Development
LED	Local Economic Development
LIMID	Livestock Management and Infrastructure Development
MDGs	Millennium Development Goals
MLGRD	Ministry of Local Government and Rural Development
NCCSAP	National Climate Change Policy and Comprehensive Strategy and Action Plan
NDB	National Development Bank
NDDC	National District Development Conference
NDMO	National Disaster Management Office

NDP	National Development Plan
NEF	National Electrification Fund
NESC	National Electricity Standard Connection Cost
NGPF	National Gender Programme Framework
NSP	National Settlement Strategy
NSPR	National Strategy for Poverty Reduction
NSSD	National Strategy for Sustainable Development
NUA	New Urban Agenda
OSYP	Out of School Youth Programme
PPP	Private Public Partnership
PSUP	Participatory Slum Upgrading Programme
RADs	Remote Area Dwellers
RSG	Revenue Support Grant
SADC	Southern African Development Community
SHHA	Self Help Housing Agency
TCPA	Town and Country Planning Act
UDC	Urban Development Committee
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UPA	Urban and Peri-urban Agriculture
WHO	World Health Organization
YDF	Youth Development Fund
YES	Youth Empowerment Scheme
VDC	Village Development Committee

1.0 Introduction

- 1.1 The Botswana Habitat III Country Report discusses the progress that the country has made in implementing the Habitat Agenda since 1996. The main goals of the Agenda were stated then as focusing on the provision of ‘adequate shelter for all’ and the realization of “Sustainable human settlements in an urbanizing world”. In discussing the Habitat Agenda, the report also highlights the achievements, challenges and lessons learnt in its implementation. As per the requirements of the Habitat III Conference to be held in 2016, the report also identifies urban priorities which should form the core of the New Urban Agenda (NUA) for Botswana. The discussion in the report is structured around six main themes. These include:-
- (i) Urban Demographic Issues;
 - (ii) Land and Urban Planning;
 - (iii) Environment and Urbanisation;
 - (iv) Urban Governance and Legislation;
 - (v) Urban Economy; and
 - (vi) Housing and Basic Services.
- 1.2 In conformity with the requirements for the preparation of the country report, the discussion focuses specifically on urban areas. This notwithstanding, there will be instances in the report where data presented reflects national figures largely due to the dearth of disaggregated data for some key sectors of the economy.
- 1.3 Botswana experiences one of the fastest urbanisation rates in developing countries. Like in other developing countries in the global South, urbanization in Botswana has not been without challenges. These challenges include amongst others inadequate access to land for housing, inadequate access to infrastructure, poverty and unemployment. Environmental challenges such as pollution, littering, overcrowding (especially in low-income residential areas) have been some of the consequences of the urbanization process. Rural-urban inequalities also increased over the years resulting in urban bias in the country’s development process. Within the emerging urban areas, the urban divide is evidenced by the emergence of gated residential estates and up-market shopping malls alongside burgeoning low income and inadequately serviced urban spaces where the informal sector has become a dominant activity.
- 1.4 Botswana’s response to the challenges cited to be associated with the urbanization process provides a measure of the progress the country has made pursuant of the Habitat Agenda. The main conclusion drawn in the report is that the country has made commendable progress towards realization of the Agenda. For instance, measures have been put in place to accord the urban population access to housing and related infrastructure. The development of slums has been kept to a minimum. This was realized mainly through the introduction of proactive legislative and administrative measures. Botswana has also witnessed the introduction of legislative instruments aimed at the creation of sustainable human settlements. In addition, the country has undergone strategic administrative changes aimed at decentralization and increased citizen

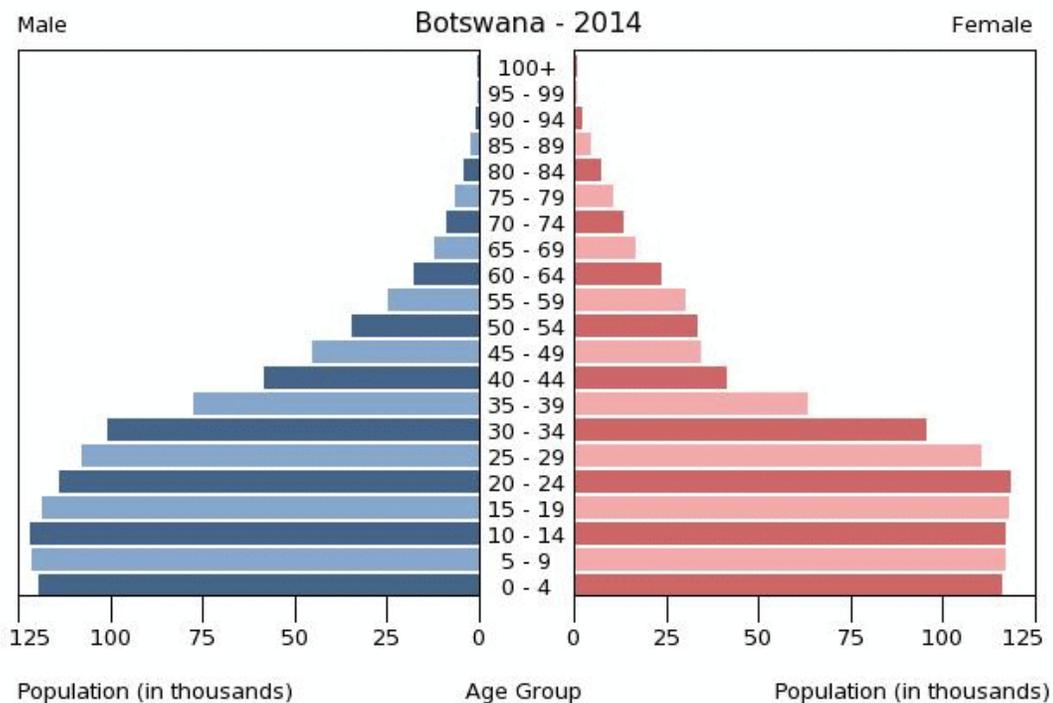
participation in the development process. Economically, the country's urban areas continue to be major players in economic development as centres of commerce, retail and emerging manufacturing and service industries. Measures aimed at attracting foreign direct investment continue to be pursued alongside the adoption of Local Economic Development (LED) initiatives. The country has also witnessed implicit recognition of the informal sector activities.

- 1.5 The above notwithstanding, more needs to be done to pursue the sustainable human settlements agenda in Botswana particularly in view of the increasing rate of urbanization which has grown from 45.7 % in 1991 to 61.8% in 2011, and is expected to have risen to over 70% in 2021 (Statistics Botswana, 2011). The NUA should among other things address questions relating to urban governance, urban security and the mainstreaming of climate change and disaster risk management in spatial development plans. In the face of increased globalization, it is important that the NUA helps the country retain its identity through the preservation of the uniqueness of the country's urbanizing rural settlements.
- 1.6 The preparation of the Botswana Habitat III Report was premised on inclusive and broad based participatory methodologies. Stakeholders were drawn from the public sector, private sectors and civil society in general. Under the guidance of a multi-sectoral Reference Group, a multi-disciplinary research team from the University of Botswana was tasked with the preparation of this Report. In addition to detailed desk top review of policy documents and legislative instruments, consultative meetings were held with key informants drawn from a wide spectrum of Habitat Agenda partners in Botswana. These included the Botswana Police Service, physical planning and housing officials, youth representatives and various NGO functionaries. The validation of the Report was realized through a national consultative workshop at which proposals from different stakeholders were refined and consolidated into this Report. Please refer to page 60 for detailed list of the National Habitat Committee that was involved in the preparation of this report.

2.0 Urban Demographic Issues and Challenges for the New Urban Agenda

Urbanization in Botswana has been a constant feature in the development of its settlements since independence in 1966. With a population of 2, 024, 900, it is estimated that 62% of the country’s population live in urban areas. In Botswana, urban areas are defined as any settlement with a population of 5 000 (and above) of which 75% of the workforce is engaged in non-agricultural activities. As shown in Figure 2.1, Botswana’s population remains largely youthful with 54.5% of the population under the age of 24. The youth dependency ratio is estimated at 52.8% (Index Mundi Botswana).

Figure 2.1 Botswana Population Pyramid, 2014



Source: Index Mundi Botswana Demographics Profile

This chapter documents attempts made at managing the urbanization process as well as addressing urbanization challenges facing the youth and the aged.

2.1 Managing Rapid Urbanization

2.1.2 Botswana's urban areas comprise diverse settlements that include enclaves of mining, commercial, administrative and industrial activities. Also included in the urban category is a genre of settlements variously referred to as 'major villages' 'agro-towns' and more recently, 'urban villages'. These settlements experienced in-situ urbanization and while displaying the influence of the global economy (for example existence of multinational chain retail shops, commercial banks etc) to which Botswana is part, urban villages also display strong cultural traits unique to Botswana. Some of these traits include the centrality of the traditional leadership and related institutions such as the *kgotla*¹ and the kinship based ward or neighbourhood system. Though not permitted by law, livestock such as goats, cattle and donkeys can still be seen roaming freely in these settlements serving as a pointer to the continuation of agriculture as an important source of livelihood for some residents.

2.1.3 Urbanization in Botswana is accounted for by a combination of factors such as rural-urban migration, natural increase in population and settlement reclassification. Settlement reclassification occurs in those instances where settlements have undergone transformation from rural to urban status as stipulated in the official definition of urban areas cited in paragraph 2.1.1. As depicted at Table 2.1, it is evident that the number of urban centres in Botswana increased from 25 in 1991 to 53 in 2011. In terms of urban population as a percentage of national population, this increased from 45.7 % in 1991 to 61.8% in 2011. Urban villages account for 65% of the total urban population.

Table: 2.1 Population in urban settlements in Botswana, 1971- 2011

YEAR	Botswana	Rural	Urban	Percentage Urban
1971	596,900	542,600	54,300	9.1
1981	941,000	774,600	166,400	17.7
1991	1,326,800	726,700	600,100	45.7
2001	1,680,900	771,100	909,800	54.2
2011	2,024,900	773,665	1,251,235	61.8

Source: Adapted from Gwebu, (2003)

2.1.4 To manage urbanization, policies and strategies to reduce rural-urban migration have been put forward. These include equitable delivery of services throughout all settlements (both urban and rural) and the creation of equitable human settlements across the country in order to ensure that the rural population does not migrate to urban settlements with the

¹ Kgotla- traditional community meeting place

assumption that there is superior service delivery. Post 1996, the following specific policies have been introduced and implemented as key facets in managing urbanization;

- 2.1.5 **National Policy on Housing in Botswana (2000):** The policy was introduced to provide decent and affordable housing for all within a safe and sanitary environment. The Policy sets out principles under which housing issues should be dealt with.
- 2.1.6 **Revised National Destitute Policy (2002):** The policy framework is to ensure that government provides minimum assistance to destitute persons to ensure their good health and welfare. Such assistance is in the form of food rations and provision of shelter under the Social Welfare and Development Programme.
- 2.1.7 **The Rural Development Policy (2003):** The development of rural areas from this policy framework is aimed at making them more attractive to investment, thereby reducing the urban-rural divide, which can serve to provide job opportunities in the rural areas. This has contributed to many rural areas urbanizing as inhabitants changed economic activities from agriculture and cattle rearing to commerce based activities.
- 2.1.8 **Revised National Settlement Policy (2004):** The policy provides guidelines and a long term strategy for the establishment and development of human settlements, as well as for the development of transportation and utility networks to strengthen the functional linkages between settlements. Particular emphasis is on rationalisation and promotion of the optimal use of land and the preservation of the best agricultural land and conservation of natural resources for the benefit of future generations. The policy provides a settlement hierarchy that guides service and infrastructure provision.
- 2.1.9 **Local Government Act (2012):** The Local Government Act, 2012 is a consolidation of the Local Government (District Councils) Act, 1965 and the Township Act 1955. The amalgamation of the two was primarily aimed at improving the effectiveness of service delivery. One of the changes brought by this Act was the introduction of subordinate authorities which are institutional structures lower than the district councils. The Act empowers the subordinate authorities to play roles and functions similar to those of the district councils. It also enhances the country's efforts at decentralization.
- 2.1.10 **Revised Town and Country Planning Act (2013):** The Act makes provision for the orderly and progressive development of land in both urban and rural areas and for preservation and improvement of amenities thereof. It also provides for the granting of permission to develop land and for powers of control over the use of land. The Act was amended in 2013 and the major change brought about by the review is the transfer of planning functions from central government to local authorities. The Act established Councils as local planning authorities in an effort to bring services closer to the people and improve service delivery.

2.2 Managing rural-urban linkages

- 2.2.1 In Botswana, most people who reside in cities and towns still look up to the city as their second home, their first home being in their respective villages of origin in the rural

areas. As a result, there are strong urban- rural linkages and interdependencies. Furthermore, urban areas provide markets for rural agricultural produce which is facilitated by ease of mobility and access between these areas.

- 2.2.2 Rural areas especially those in close proximity to urban areas play an important role in providing alternative sites for the location of institutional, commercial and industrial activities. Peri-urban areas also serve as dormitory settlements through the provision of affordable accommodation for those working in the nearby urban areas. In some parts of Botswana like the City of Gaborone, the commuting zone extends over a 50km radius of the city.
- 2.2.3 Modern technology and infrastructural development has also helped strengthen these ties. Technology which was only used in urban areas many years ago is now used in the rural areas, for example villages which had no telecommunication transmitters now have them; there is wireless network coverage in many villages which facilitates communication between the urban and rural areas.
- 2.2.4 A number of initiatives on Information, Communication and Technology (ICT), such as the National Information and Communications Technology Policy (Maitlamo) greatly enhance rural-urban linkages. This policy consists of seven pillars covering the effective application of ICT in the following areas: e-Government, Connecting Botswana, Connecting Communities, e-Legislation, e-Education, e-Health and e-Commerce.
- 2.2.5 As part of the implementation of the Maitlamo policy, the shared Community User Information Centres (Kitsong Centres) have been carried out in rural areas through Public Private Partnerships (PPP) with a total of 248 Kitsong Centres delivered. In addition, in 2014, Government was in the process of providing computers and internet access to 78 libraries across the country through the Sesigo Project to enhance accessibility of e-services to the rural areas. Through this project, more than 35 278 members of the public have been trained on the basic use of computers and have free access to the internet.
- 2.2.6 The expansion of radio and television services can also be viewed as enhancing the urban-rural linkages in Botswana. While in 1996 there were only 2 radio stations in Botswana, 3 more radio stations have been added to the list. In addition, Botswana Television was introduced in 2000 and is freely accessible.

2.3 Addressing urban youth needs

- 2.3.1 Youth development and empowerment is fundamental to Botswana's development agenda as the youth (persons of age 15-35 years) constitute 39% of the total population. Challenges faced by the urban youth include unemployment, lack of access to land and housing.
- 2.3.2 In 1996, Parliament passed the first National Youth Policy which was later reviewed in 2010. The goal of the Revised National Youth Policy is to ensure a systematic integration of youth as a key component for development within the private sector and civil society.

The policy identifies 12 strategic areas that require special attention. These include: Youth Employment; Youth, Poverty and Hunger; Youth and Environment; Science and Information Technology; Youth and Leadership Development; Vulnerable Youth; Youth, Sport, Recreation and Creative Arts; Youth, Education, Skills Development and Training; Youth and Health; Youth, Moral and Spiritual Development; Youth, Gender and Development; Youth and Culture.

2.3.3 The following are some of the initiatives, programmes and projects put in place to address some of the 12 strategic areas mentioned above:

- i. Mainstreaming of youth issues to all ministries by seconding youth officers to drive the youth agenda;
- ii. The provision of education for all citizens and programmes that target out of school youth in all areas. In addition, the Back to School Programme was introduced in 2010 to give the youth that have not performed well during their high school an opportunity to go back to school. Furthermore, the Top Achievers Scholarship Programme was also introduced. This programme promotes excellence by motivating young people to excel in their studies, gain recognition, learn at the best institutions and in the process create a pool of exceptional talent for the country over time. Since 2010, 340 students have benefitted from the programme at a cost over P360 million;
- iii. The National Internship Programme targets unemployed graduates and places them at different institution and departments in both private and public sector for 2 years to gain experience; and
- iv. The Botswana National Service Programme (BNSP) is a volunteer programme and community service initiative that enables youth participation and engagement in the development of their communities. It places youth volunteers aged between 20 and 30 years in different government departments, NGOs, CBOs and parastatal institutions. Through this programme young people will attain a positive work ethic that would enable them to make a difference in their own lives.

2.3.4 In terms of programmes addressing youth unemployment and promotion of youth and leadership development, the Government introduced the Out of School Youth Programme (OSYP) which was later transformed into the Youth Development Fund (YDF). Through this fund, young people are funded to a maximum of P 100,000.00 to run businesses on a 50% grant and 50% interest free loan. In addition, the youth are funded by Citizen Entrepreneurial Development Agency (CEDA) through the Young Farmers Fund which has a maximum loan amount of P500,000.00. A total of 588 projects valued at P236 million have been funded under these programmes.

2.3.5 Government also introduced positive discrimination in favour of the youth in the awarding of government tenders. In 2012/2013, P91 million worth of tenders had been awarded to youth companies. By 2013/2014, the figure awarded to these companies had

increased to P206 million. The Government also established the Local Procurement Scheme whose objective is to facilitate local economic development through public procurement. The scheme provides for a 20% quota reserved for the target disadvantaged groups, that is, people living with disability, youth, women and the Remote Area Dwellers (RADs).

- 2.3.6 In addition, institutional arrangements have been put in place to implement and monitor youth programmes and initiatives. For example the Department of Youth oversees all affairs concerning the youth and the implementation of the Revised National Youth Policy 2010 goals as well as the National Action Plan for the Youth. The Botswana National Youth Council (BNYC) is also in place to advise the government on all matters pertaining to youth activities.
- 2.3.7 Despite the schemes to economically empower the youth they often encounter difficulties in accessing land. The draft Botswana Land Policy proposes affirmative action in favour of the youth in land allocation for both residential and business. This will facilitate access to funding.

2.4 Responding to the needs of the aged

- 2.4.1 The aged (65+) constitute 7.9% of the total population. The elderly are catered for through the Social Welfare and Development Programme. The programme aims to support vulnerable groups such as the elderly and destitute persons by providing monthly cash benefits and food rations. The elderly also benefit from the Old Age Pension Scheme which caters for people over the age of 65. Furthermore, the Destitute Housing Programme provides housing for disadvantaged groups including the elderly.
- 2.4.2 The Revised Development Control Code, 2013 introduced land use clusters to cater for old age activities. These include old peoples' homes and ancillary facilities.

2.5 Integrating gender in urban development

- 2.5.1 Botswana is signatory to regional and international gender instruments that provide the basis for the increased or equal representation and participation of women in decision making as well as social and economic development. These include the 2005 protocol on the Rights of Women in Africa, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action (BPFA) and the International Covenant on Civil and Political Rights (Gender Links, 2009). Some of these instruments are yet to be operationalized and mainstreamed into urban development processes.
- 2.5.2 Botswana has not yet signed the SADC Protocol on Gender and Development. She however continues to report on its implementation periodically. Furthermore, the country's constitution guarantees equality before the law and prohibits discrimination based on sex or gender.

- 2.5.3 The Gender Affairs Department conducted a comprehensive review of discriminatory laws in Botswana in 1998. The review included all statutes and subsidiary legislation affecting women in all relevant United Nations (UN) Conventions concerning women. The review assessed whether Botswana's laws complied with the CEDAW clauses which provide the legal framework for eliminating discrimination and promoting equality on the basis of gender. This assessment provides the basis for advocacy for the continuous review and enactment of laws that promote equality between women and men in Botswana. The Country commenced the process of fully domesticating the Convention in 2012.
- 2.5.4 The adoption of the Abolition of Marital Power Act in 2007 abolished the principle where husbands were sole administrators of the family estate and replaced it with the principle of equality of spouses with respect to joint assets.
- 2.5.5 The Gender Protocol 2012 Barometer Botswana, indicates that women are underrepresented in all decision making positions and ranks Botswana 11th out of the 15 Southern African Development Community (SADC) countries. Representation in politics is below the SADC target of 30%. The percentage of women in Parliament dropped from 11% in 2004 to 7% in 2009 and increased marginally to 8% in 2014. Notwithstanding the above, there has been an increase in the number of women in managerial positions.
- 2.5.6 Botswana has achieved gender parity at primary, secondary and tertiary levels and the country tops the SADC countries in the education and training sector. The government spent 30% of its annual budget on education and training during National Development Plan (NDP) 9 (GoB, 2009). This has resulted in improved access and equity at all levels of the education system. School enrolment levels are high and the enrolment of girls matches or exceeds that of boys at all levels, except in science and technology and vocational training. There has been an increase in the number of women entering tertiary education, rising in the last five years to 52% of students at the University of Botswana, 68% at teacher training colleges, 58% at colleges of education, 38% at vocational training centres and about 28% at the Botswana College of Agriculture. (SADC Gender Protocol Barometer, 2012).
- 2.5.7 In Botswana women make up 41% of paid employment. Women also dominate the informal sector, owning and operating about 70% of informal sector businesses. In addition, 57.6% of females compared to 41.6% females own arable land (SADC Gender Protocol 2012 Barometer, Botswana). In spite of these figures, women still have limited access to and control over productive resources, hence poverty is more prevalent among female headed households at 46% compared to 27% for male headed households (UNICEF, 2011).

2.6 Challenges experienced and lessons learnt

Managing rapid urbanisation

- 2.6.1 As has been noted, a number of national policies have been implemented, and these have gone a long way towards managing rapid urbanization in Botswana. Policies such as the

National Settlement Policy have greatly assisted in expanding infrastructural services throughout the various levels or sizes of settlements in the country. Despite achievements made, several challenges which include unemployment, access to land particularly for residential purposes and access to adequate and affordable infrastructural services have been experienced.

Managing rural urban linkages

- 2.6.2 Peri-urban settlements provide alternative/affordable accommodation to people working in urban areas. This has resulted in an increased demand for land and housing in these areas which has inflated property values and rentals beyond affordability levels.
- 2.6.3 Modern technology and infrastructural development have strengthened the rural-urban linkages and have facilitated provision of services, access to information and communication facilities in the country. However, low level of ICT skills particularly in rural areas continues to hamper utilization of these facilities.

Addressing urban youth needs

- 2.6.4 Botswana has made commendable efforts at addressing the needs of the urban youth through introduction of programmes and policies geared towards youth empowerment. Despite these initiatives, youth unemployment, access to land, housing, high rentals for operating space and government policies which have not mainstreamed youth issues remain a challenge.

Responding to the needs of the aged

- 2.6.5 Government has made strides in addressing the needs of the elderly under the Social and Welfare Programme. However, there are gaps in these policies and programmes hence a decline in the care for the elderly in the traditional family setting with regard to the care of the elderly which now requires institutionalized measures.

Integrating gender in urban development

- 2.6.6 Despite efforts made in integrating gender in urban development, there is still dominance of men in decision making as evidenced by low representation in parliament and high poverty rate and gender based violence.
- 2.6.7 Regional and international gender instruments have not yet been domesticated hence the country has not realized the benefits of such in bringing about gender equality.

2.7 Future challenges and issues that could be addressed by New Urban Agenda

- 2.7.1 The foregoing sections referred to the uniqueness of the emerging urbanization processes in Botswana typified by strong rural-urban linkages and the emergence of urban villages. Botswana's urbanization process requires recognition of the existing policies to the challenges posed by urbanization such as unemployment, access to land, housing etc. The NUA should facilitate the exploration of planning that recognizes the symbiotic relationship between urban and rural centres. Preservation of agricultural land around

urban centres as well as promotion of urban agriculture will be facilitated. These strategies are discussed in more detail in 3.0.

- 2.7.2 The Revised National Youth Policy and the National Action Plan for Youth will continue to be implemented. The needs of the youth will be mainstreamed into existing government policies and urban development programmes. Youth will be enlisted in preparation of development programmes that affect them and in sharing the future of our urban centres.
- 2.7.3 Government will continue to implement programmes geared towards improving the living conditions of the elderly in order for them to have a dignified life. In addition, a policy on the elderly will be formulated to guide programmes and initiatives on the elderly.
- 2.7.4 To address gender challenges, the NUA will undertake policy and organizational review, gender mainstreaming, gender based violence prevention and mitigation, women's economic empowerment as well as advocacy in social mobilization towards a more gender inclusive society.

3.0. Land and Urban Planning: Issues and challenges for a New Urban Agenda

Land is a multilayered resource that is intrinsically intertwined with urbanization, the growth and development of cities, towns and rural settlements. Urbanization creates opportunities for socio-economic growth, increased land values and commoditization of land rights all of which lead to improved sources of income and quality of life. However, inappropriate land management tools and policies may result into inequitable access to land, tenure insecurity, land use conflicts and failure to realize the full potential of urbanized land. This chapter discusses policies and legal reforms initiated by the Botswana government to promote sustainable use of urban and peri-urban land resources.

3.1 Ensuring sustainable urban planning and design

- 3.1.1 Planning in Botswana has over the years been guided by the 1977 Town and Country Planning Act (TCPA) whose implementation commenced in 1980. The Act aimed at achieving sustainable management and use of land in urban and rural areas. This Act was reviewed in 2013 to make it more responsive to emerging development challenges. The 2013 Act provides for preparation of plans at national, regional and local levels. While Botswana has never developed a national physical plan to guide national physical developments, spatial distribution of investment is guided by the National Settlement Policy (NSP) which was approved in 1998 and reviewed in 2004. The overarching aim of the NSP is to provide a comprehensive set of guidelines for national physical planning and to provide a framework for guiding the distribution of investment in a way that reflects the settlement's size, population, economic potential, level of infrastructure and their role as service centres. The NSP is supported by preparation of regional and local plans. To date, two (2) Regional plans, and development plans for one hundred (100) settlements have prepared.
- 3.1.2 At the local level, detailed developments are guided by the Development Control Code which provides guidelines for siting, massing and accessing buildings. The first Development Control Code was approved in 1978, revised in 1995 and the last revision was approved in 2013. The revised code seeks to promote mixed land uses through the integration of diverse but compatible uses into a single development. However, this concept has not yet been fully implemented. To date most central business districts are developed mainly for commercial activities (retail shops and stores) to the exclusion of residential apartments. Consequently, most of these areas are alive and active during the day and very quiet in the evenings. The code is complimented by the Urban Development Standards (UDS) which is a planning tool used to promote sustainable use and management of land. The UDS provide guidelines and specifies minimum and maximum sizes for various categories of residential, commercial, industrial, institutional and community plots as well as land reserved for infrastructure facilities. The first set of UDS was approved in 1981 and revised in 1992.

3.1.3 The above urban planning and design tools are universally and equally applicable to townships, as well as planned urban and rural settlements. This is despite cultural, environmental and socio-economic differences between cities, towns, peri-urban and rural settlements. The process of adapting these to localised conditions by preparing area specific standards is lagging behind owing to capacity constraints.

3.2 Improving urban land management

3.2.1 Despite experiencing rapid urbanisation, efforts have been made to develop and maintain well planned and adequately serviced towns and cities. Government has introduced a number of policies, programmes and projects that seek to enhance delivery of serviced land, equitable access to urban land, tenure security and procedures for land administration. Notable initiatives include the introduction of information technology, Public Private Sector Partnership (PPP) as well as legislative instruments discussed in other sections of this report.

3.2.2 There are three categories of land tenure which include state land, tribal land and freehold land. These are administered by the State Land Act and Tribal Land Act respectively while no statute governs freehold tenure. Tribal land is held under Certificate of Customary Land Grant and Common Law leases. The customary land grant is not registrable and as such is not acceptable by financial institutions as collateral. On the other hand, state land is allocated by way of Fixed Period State Grant (FPSG) for a fixed term of 99 years for residential purposes to citizens and 50 years for non-citizens, as well as 50 years for non-residential uses. The FPSG is registrable and can be used as collateral. Freehold land confers unencumbered land rights to the owner in perpetuity. The absence of regulatory mechanisms relating to development of freehold land creates loopholes which are inconsistent with the general direction of land use management practices in Botswana.

3.2.3 Due to lack of access to land in the towns and cities, people seek alternative accommodation and business premises in peri urban areas. This has put pressure on land delivery in these areas. As a result of weaknesses in the land management structures, there has been illegal occupation and sale of tribal land; unplanned developments; land use conflicts; double land allocations; and unregulated conversion of agricultural land to housing, commercial and industrial uses (GOB, 1992). This is exacerbated by absence of up to date land information management systems.

3.2.4 Government recently introduced digital technologies for record keeping, managing and monitoring the use, ownership and transfer of land rights. In addition, the Land Administration Procedures Capacity and Systems (LAPCAS) project was introduced in 2011 to investigate, map, adjudicate and register land rights in favour of all claimants with sufficient evidence of rights. The LAPCAS project will come up with an inventory of land and will assist in resolving land conflicts.

- 3.2.5 The Public Private Partnership (PPP) policy was formulated in 1994 with a view to engaging the private sector in land servicing. The Policy aimed at enabling Government to (i) streamline the relation between Government and the private sector; (ii) respond to market signals in the demand for serviced land by utilising private sector resources; and (iii) address land problems affecting low income groups. To that effect, between 1998 and 2000, the Government allocated a total of 865,580 m² of unserviced residential blocks of land in Gaborone to the private sector through open tender. The private sector has also participated in servicing industrial land in Gaborone and additional residential blocks in Gaborone and Jwaneng.
- 3.2.6 The stated initiatives notwithstanding, efforts to create harmony between competing and sometimes conflicting land demands have been done through piecemeal sectoral strategies, policies and statutes. While this approach had delivered significant success in land administration, the Government has found it necessary to develop a land policy to address contemporary challenges and ensure sustainable human settlements.

3.3 Enhancing urban and peri-urban food production

- 3.3.1 Botswana is a food importing country because of its climatic conditions. It is a semi-arid country with limited surface water resources and erratic rainfall which is worsening because of climate change. As a result, 90% of Botswana's food is imported mainly from neighbouring South Africa. To complement local supplies, enhance food security and reduce poverty, farming activities are being undertaken within the periphery of major towns/cities of Botswana. In Gaborone 203ha of land is earmarked for horticulture to utilize sewage water from the city, while in Palapye 350ha and 60ha for Lotsane and Dikabeya dams respectively have been reserved for irrigated agriculture. Also the Gaborone Development Plan (1997-2021) indicates that 18 plots/2468ha have been reserved for agriculture in a bid to promote urban food production.
- 3.3.2 In 1991 the Government adopted the National Policy on Agriculture Development which seeks to promote diversification of agricultural production and incorporates the element of sustainable food production through improved management of resources. Three key programmes initiated under this policy include Livestock Management and Infrastructure Development (LIMID), Integrated Support Programme for Arable Agricultural Development (ISPAAD). As a result the majority of peri-urban agricultural projects are initiated with government grants. Studies have indicated that 74% peri-urban agricultural projects are operated by registered companies that received financial assistance from the state.
- 3.3.3 Despite low intake at household level, there has been notable contribution to commercial urban and peri-urban agriculture by different institutions including the Glen Valley Experimental Irrigation Project which was commissioned in 1997 between the Republic of China and the Botswana Government.
- 3.3.4 The Ministry of Agriculture is currently coordinating Urban and Peri-urban Agriculture (UPA) initiatives in line with its main policy objective of food security. UPA has

potential to contribute to the enhancement of household food security, improvement in household nutrition, income generation, creation of employment, poverty alleviation and waste management as well as beautification and greening of the country's cities and towns. Although the UPA initiative was launched in 2004, it is yet to be properly developed for widespread implementation.

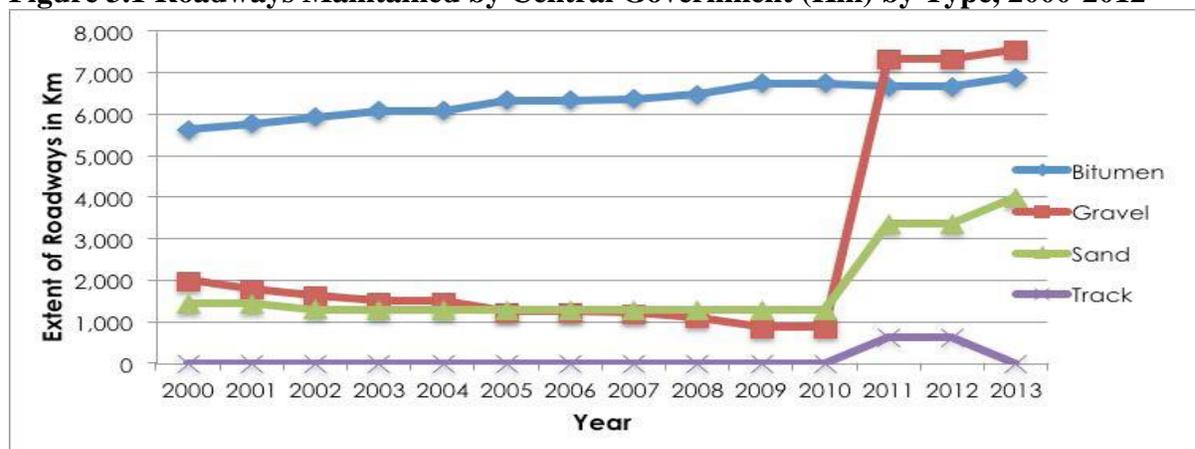
3.4 Addressing urban mobility challenges

3.4.1 Mobility is a challenge in Botswana mainly because of past spontaneous growth of settlements and failure to anticipate urban population growth during the initial planning of our towns and cities. For example, the population of Gaborone, which was initially designed to accommodate less than 20 000 inhabitants, currently stands at over 233, 135 residents. The garden city concept that was adopted in the initial design of the city has resulted into poor accessibility leading to long travel distances and widespread traffic congestion.

3.4.2 The growing number of vehicles in Botswana also has a bearing on urban mobility whereby on the one hand mobility is easily facilitated between different places, and on the other hand, mobility is hampered especially in towns and cities due to traffic congestion. The total number of registered vehicles increased from 162,807 in 2002 to 400,873 in 2012.

3.4.3 Botswana's national roadwork infrastructure is operated and maintained by local authorities and the central government through Department of Roads. In 2010, the bulk of roadways were transferred from local authorities to Central Government causing a sharp increase in roadways maintained by the central government as seen in Figure 3.1. As of 2000, central government maintained a total of 9132km of roadways out of which 5662km (62%) were bitumen type of road; 1999km (22%) were gravel; and 1471km (16%) were sand. By 2013, the total length of roads increased to 18,507km comprising of 6925km (37%) bitumen roads, 7560km (41%) gravel roads and 4022km (22%) sand roads.

Figure 3.1 Roadways Maintained by Central Government (Km) by Type, 2000-2012



Source: Statistics Botswana, 2014

3.4.4 In order to address challenges of mobility, Botswana has embarked on various projects that aim to modernise and provide cost effective transport infrastructure. With the assistance from World Bank, government has initiated several studies under the Botswana Integrated Transport Project (BITP). The project seeks to modernise and improve the country's transport system in order to enhance mobility within the country and the SADC region. Undertaken within the BITP initiative, the Greater Gaborone Multi Modal Transport Study was completed in 2011. The aim of this study is to come up with a transport plan for Gaborone for the next 24 years in a bid to improve mobility and reduce traffic congestion.

3.5 Improving technical capacity to plan and manage cities

3.5.1 The management of urban areas in Botswana is the responsibility of both central government and the local authorities. While government is engaged in a decentralization drive aimed at empowering local authorities in delivering their obligations, the challenge is that there is shortage of properly trained people to run the administration of local authorities in general, and to deal with urban management issues in particular. In addition, technical experts like planners, architects, engineers, public health officers, economists, and IT specialists are insufficient at all levels.

3.5.2 To address this situation, Government is undertaking skills audit to guide training. In addition, each year local training institutions particularly the University of Botswana organise refresher courses for government officers in these disciplines.

3.5.3 In recent years, there has been establishment of more tertiary training institutions in the country which has increased enrolment and brought diversity of courses offered. Furthermore, accreditation of the planning programme at the University of Botswana (UB) by the Royal Town Planning Institute will support this significant transition in city planning and management. Professional institutes of different disciplines like the Real Estate Institute of Botswana, Botswana Architects Association and Pula Institute of Town Planners have been established to regulate professional practice involved in managing and shaping our cities.

3.6 Challenges experienced and lessons learnt

Sustainable urban planning and design

3.6.1 Botswana has made progress in achieving well-planned and serviced towns and cities. However, there are still some challenges encountered in relation to sustainable urban planning and design which amongst others include the following:

- i. Financial planning not aligned to spatial planning which affects the implementation of spatial plans.
- ii. Lack of capacity to develop area specific standards.
- iii. Uncoordinated development of settlements yet to be declared planning areas;

- iv. Under resourcing of local authorities; and
- v. Building Regulations that are out-dated and do not address the current needs of the construction industry. They are too prescriptive instead of being performance based.

Improving urban land management

- 3.6.2 Despite innovative land management tools, cities and peri-urban villages have continued to sprawl due to a number of factors which include speculative land demands and acquisition; prevalence of detached single storey one family dwellings; free and cheap tribal land in peri-urban areas; and rural urban inequalities.
- 3.6.3 The high monetary value attached to tribal land by land holders has tended to restrict lateral expansion of cities and peri-urban villages because of their unwillingness to be relocated as they demand high compensation packages.
- 3.6.4 The plots from PPP initiative were sold in the open market hence were not affordable to the low income.

Enhancing urban and peri-urban food production

- 3.6.5 Successful implementation of policies seeking to enhance urban food production is hampered by underutilisation of agricultural land, unsuitable weather conditions and shortage of labour due to low wages. In addition, urban and peri-urban areas are faced with loss of agriculture land due to urban sprawl. There is need to adopt crop varieties that are drought resistant, fast growing and maturing as well as modern horticultural technologies with high yields per acreage. The new varieties should seek to satisfy local and regional urban food demands.

Urban mobility challenges

- 3.6.6 There is pressure on our roads from the ever increasing vehicles resulting in deterioration of the roads. This adds to the costs of infrastructure maintenance.
- 3.6.7 Most cities and towns are spread over large areas due to low density developments resulting in long distances between work and residences. This is a result of planning design failure to influence compact development.
- 3.6.8 Most roads do not have cycle ways thus discouraging cyclists or putting them at high risk on the road.

Improving technical capacity to plan and manage cities

- 3.6.9 Capacity to properly plan and manage cities in Botswana is constrained by inadequate technical personnel. For example, some local authorities have difficulty in finding

qualified and experienced professionals to serve in the physical planning committees as required by the revised Town and Country Planning Act, 2013.

- 3.6.10 Inadequate financial resources have constrained implementation of training plans for identified technical skills gaps.

3.7 Future challenges and issues that should be addressed by the New Urban Agenda

- 3.7.1 Going forward, Botswana will promote compact cities as the current trends are not sustainable. The drive for compact cities will entail increasing building densities, promotion of high rise mixed land use developments, infill and development of brown fields. Furthermore, the UDS will be reviewed to align it to other planning design tools and standards.
- 3.7.2 The Sustainable Settlements Strategy will be prepared which will focus on the Growth Point Strategy and revision of the NSP. The Growth Point Strategy will provide for accommodation for the increasing population in major settlements by creating satellite townships in localities bordering the cities in a sustainable and orderly manner.
- 3.7.3 The National Physical Development Plan will be developed to direct special growth and development in the country. This will promote sustainable and integrated land use planning in order to enhance socio-economic development. This plan will specify priorities and appropriate use of land nationwide.
- 3.7.4 The Botswana Land Policy will be finalised and implemented to guide administration and management of land in the country. Furthermore, the Land Information System will be developed to cover all land tenures and provide an accurate, updated and reliable land records with associated attributes and spatial data that allows for data retrieval, update, storage, viewing, analysing and publishing to facilitate the speedy delivery of land services. The Land Information System will coordinate all the land delivery management processes. It will further reinforce land records security.
- 3.7.5 To ensure food security, there will be a shift from traditional farming methods to adoption of modern technologies that are appropriate to Botswana's climatic conditions. These include farming that utilises less water and minimises water losses as well as introduction of drought resistant but fast maturing crop varieties. A project of cluster fencing for promotion of modern agriculture will be intensified to facilitate food security. In addition, there will be provision of training and technical assistance on production and marketing of produce.
- 3.7.6 House designs and urban infrastructure developments will promote recycling of grey water and harvesting of rain and storm water for agricultural use.
- 3.7.7 Resources will be availed for training in the different technical professions that are important in the planning and management of sustainable settlements. This involves the review of curricular at secondary and tertiary levels to promote integrated settlement planning and development.

3.7.8 The public transport system will be improved to make it more efficient and reliable. This will be achieved through the BITP. Essentially, this project will promote public transport system within and between the cities. Whereas it is proposed that this be done by public agencies, the intention is to enlist the participation of private sector to promote public transport. Furthermore, the design of roads and railways will incorporate cycle paths to encourage the use of non-motorised transport. In addition, the Gaborone Transport Master Plan will be developed and implemented to address mobility challenges in the city.

4.0 Environment and Urbanisation: Issues and Challenges for New Urban Agenda

The environment-urbanisation nexus features as one of the most discussed subjects in Botswana. Central to the discussion is the question of how the urbanization processes impacts on the environmental sustainability of human settlements. This chapter explores how Botswana has fared in relation to the subjects of climate change, disaster risk management, pollution and traffic congestion.

4.1 Addressing climate change

- 4.1.1 Botswana's sub-tropical location makes the country vulnerable to effects of climate change. The country's climate is arid to semi-arid with rainfall ranging from 650mm in the north east to 250mm in the south west. Day time temperatures are warm to hot with mean monthly maximum temperatures ranging from 29.5°C to 35°C in summer and 19.8°C to 28.9°C in winter. The arid to semi-arid conditions have resulted in a fragile biophysical environment where drought is a recurrent and endemic problem.
- 4.1.2 The Inter-governmental Panel on Climate Change Assessment Report (IPCC AR5) of 2014 suggests that continued emissions of greenhouse gases will cause further warming and changes in all components of the climate system. In Botswana, climate change manifests itself in increased variability of key climate elements such as temperature and rainfall which pose a serious risk to human and natural systems, including rangelands, agriculture, wildlife and water resources.
- 4.1.3 Climate change has potential to reverse some if not all developmental progress acquired over time; therefore the need to act cannot be overemphasized. Global response to address climate change is embodied in the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol. The main objective of this protocol is "to achieve stabilization of greenhouse gas concentration in the atmosphere at levels that would prevent dangerous anthropogenic interference with the climate system allowing ecosystems to adapt naturally, ensuring food production is not compromised and at the same time allowing development to continue in a sustainable manner"(UN Doc FCCC/CP/1997/7/Add.1, Dec. 10, 1997; 37 ILM 22 (1998).
- 4.1.4 Botswana is currently developing a Climate Change Policy Strategy and Action Plan to domesticate the climate change protocol. The primary objective of the policy is to facilitate effective implementation of adaptation and mitigation actions in the country. The policy will provide an opportunity to mainstream climate change considerations into national macroeconomic and sectoral policies, planning and budgeting processes.

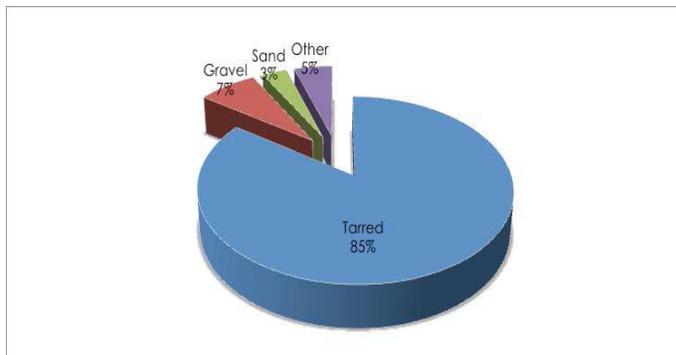
4.2 Disaster risk reduction

- 4.2.1 Hazards that commonly occur in Botswana are drought, floods, strong winds, veldt fires, pest infestations and animal diseases (GoB, 2009b). The incidence of these disasters differs significantly with drought as the most common and frequent. Disaster management in Botswana is guided by the National Policy on Disaster Management of 1996. The policy focuses on prevention, mitigation, preparedness, response and recovery and development and advocates for integration of disaster management into development.
- 4.2.2 In addition, the National Disaster Risk Management Plan (NDRMP) was formulated in 2009 as a framework that guides all sectors and stakeholders in preparing their own emergency and disaster risk management plans (GoB, 2009b). Moreover, the revised District Planning Handbook (2010) provides detailed guidelines on how disaster risk management should be factored into the preparation of district and urban development plans. In addition, the Environmental Assessment (EA) Act, 2011 makes provision “for environmental impact assessment to be used to assess the potential effects of planned developmental activities; to determine and to provide mitigation measures for effects of such activities as may have a significant adverse impact on the environment; to put in place a monitoring process and evaluation of the environmental impacts of implemented activities and to provide for matters incidental to the foregoing”. All projects and development plans formulated after the passing of this act are required to assess the likely environmental impacts and suggest appropriate mitigation measures.

4.3 Reducing traffic congestion

- 4.3.1 Botswana has experienced rapid growth of passenger cars which has created a number of challenges associated with traffic congestion such as road accidents and increasing greenhouse gas emissions especially in the two cities of Gaborone and Francistown. The total number of registered vehicles stood at 162,807 in 2002 and increased to 400,873 in 2012. The growth in passenger cars, whose total increased from 7,465 in 2001 to 27,450 in 2013 has been the most remarkable. Most motorised vehicle accidents occur on tarred roads (85%), followed by gravel road accidents (7%) and sand roads (3%) as shown in Figure 4.1.

Figure 4.1 Contribution of Road Accidents by Type of Road Surface to the Total Road Accidents, 2007-2012



Source: Statistics Botswana, 2014

- 4.3.2 To ease traffic congestion, government has embarked on expansion of the road infrastructure, for example, expansion of primary roads connecting the major cities and towns as well as replacement of roundabouts with traffic lights within the cities, towns and urban villages. In addition, by-pass roads have been constructed around major towns and villages. However these traffic management techniques have not been effective partly because of the rapid increase in motor vehicles and passenger cars in particular.
- 4.3.3 Furthermore, it is envisaged that with implementation of the improved Traffic Management Plans outlined in the on-going studies such as National Transport Master Plan and the Botswana Integrated Transport Project (BITP) traffic congestion will be greatly reduced. It is also anticipated that the introduction of toll gates on major roads will minimize traffic congestion and facilitate quick connections.
- 4.3.4 To reduce reliance on vehicles, the use of non-motorized transport project is being piloted in Gaborone with support from United Nations Development Programme (UNDP). This project aims at promoting the use of bicycles in the city. However, the uptake has been low partly due to the lack of cycle lanes or walkways along the main roads.

4.4 Air Pollution

- 4.4.2 The major sources of pollution in Botswana include mines, breweries, various institutions, textile industries and small scale chemical industries. These are mainly located in the cities of Gaborone and Francistown as well as the urban areas of Selibe Phikwe, Palapye, Sua Pan and Lobatse. As shown in Table 4.1, Botswana generally has good air quality.

Table 4.1 Botswana Air Quality Index (April - August 2014)

LOCATION	AREA	Months of the year				
		2014				
		April	May	June	July	August
SelebiPhikwe	BDF Camp	31	09	11	01	3
	Kopano P. School	08	21	09	03	5
	WUC Plant	52	40	33	07	17
Mmadinare	Makome CJSS		02	03	03	5
Francistown	Council Depot	02	02	03	03	4
	Blue Jacket Street	08	16	18	19	14
Gaborone	Marang	09	28	20	22	12
	Old Naledi	14	34	43	35	29
	Fire Brigade	24	48	57	40	32
	Civic center	20	38	49	16	24
	Tlokweng				19	19
Kanye			51	20	22	3
Mahalapye	Council					
Molepolole						
Maun		07	15	21		30
Moshupa		27	20	16	22	25

KEY:

Not available	AQI < 66 Good Air Quality	AQI 67-99 Acceptable Air Quality	AQI > 100 Poor Air Quality	

Source: Ministry of Environment, Wildlife and Tourism, 2014

- 4.4.3 The atmospheric pollution in Botswana is monitored in accordance with the provisions of the Atmospheric Pollution (Prevention) Act of 1971. The Act empowers the Department of Waste Management and Pollution Control (DWMPC) to monitor and regulate the pollution emissions of atmospheric contaminants from industrial processes in controlled areas.
- 4.4.4 The Act requires industrial processes that release air borne contaminants to apply for Air Pollution Registration Certificates from DWMPC. Detailed information is also required from applicants on issues such as the type and quantity of the raw materials they are using; the type of process to be engaged and the conditions under which they will operate, covering temperature and pressure, stack parameters like height and diameter; the expected contaminants and pollution reduction measures they utilize. This information is important as it is used to calculate and set maximum emission rates of pollutants and to be prescribed in the registration certificates.
- 4.4.5 Another significant step taken to monitor air pollution is the preparation of annual reports on air pollution control. These are meant to highlight the level of discharges and emission of pollutants. Furthermore, to maintain good air quality, integration of pollution mitigating measures forms part of the preparation of National Development Plans.

4.5 Challenges Experienced and lessons learnt

Addressing Climate change

- 4.5.1 The country lacks adequate technical capacity/expertise to undertake research specific to climate change issues. As a result, mainstreaming of climate change in policies and plans is lagging behind.
- 4.5.2 There is low level of public awareness in respect of the causes and impacts of climate change on ecosystems, human health, welfare and economy hence people continue with activities that are detrimental to the environment.

Reducing Traffic Congestion

- 4.5.3 The current traffic management techniques have not been effective in reducing traffic congestion due to the rapid increase in motor vehicles. This has constrained economic and social growth, particularly in Gaborone and Francistown.
- 4.5.4 Inadequately maintained traffic signals are a major concern. In the two cities of Gaborone and Francistown, uncoordinated and frequent malfunctioning traffic lights result in long queues and, sometimes, accidents.
- 4.5.5 The major cities in Botswana lack an integrated, multimodal transportation network that accommodates dedicated lanes for public transport vehicles and provision of cycle tracks, Tram lanes and pedestrian walkways. No opportunities have been created for modern mass transit systems such as Light Rail Train (LRT), neither subway systems nor surface public train systems as modern ways of reducing dependence and reliance on private motor vehicles that could ultimately reduce traffic congestion.

Disaster Management

- 4.5.6 Disaster management is constrained by the lack of legislation on disaster risk management, inadequate financial and human resources at all levels, and insufficient mainstreaming of disaster management in development plans.

Air Pollution

- 4.5.7 While Botswana has maintained good air quality, one of the challenges that the country faces is to effectively mainstream air pollution control and air quality and put effective mitigating measures against emissions.
- 4.5.8 The increase in the vehicle stock in the country poses challenges of increasing greenhouse gas emissions.

4.6 Future challenges and issues that could be addressed by a New Urban Agenda

The following will form part of the New Urban Agenda:

- 4.6.1 The development of a National Climate Change Policy and the Comprehensive National Climate Change Strategy and Action Plan will be finalised to facilitate effective implementation of adaptation and mitigation actions in the country. This will improve mainstreaming of climate change considerations into national macroeconomic policies and sectoral policies, planning and budgeting.
- 4.6.2 Introduction of the Ozone Depleting Substances (ODS) Regulations as part of the review of the Meteorological Services Act of 2009 for purposes of controlling ODS consumption and minimize emissions as stipulated under the Montreal Protocol on Substances that Deplete the Ozone Layer. In addition, the integrated environmental pollution prevention and control policy and legislation will be developed to enforce pollution prevention efforts.
- 4.6.3 The implementation of the National Transport Master Plan and the Botswana Integrated Transport Project (BITP) will improve the infrastructure that supports higher levels of economic activities through an efficient transport system that minimises traffic congestion and facilitates connectivity. In addition, the construction of walkways and cycle tracks will be promoted and encouraged to facilitate the use of non-motorised modes of transport. Furthermore, a multimodal transportation network that includes mass transit systems such as Light Rail Train (LRT), subway systems and public intercity train systems will be considered.
- 4.6.4 Implementation of the National Disaster Risk Reduction Strategy – 2013-2018 which seeks to enhance disaster risk resilience. The strategic goals of this strategy include improving the legal and institutional basis for efficient disaster risk reduction, mainstreaming disaster risk reduction and emergency management into development policy, building disaster risk reduction capacity and strengthening of disaster preparedness and climate change adaptation at all levels.

5.0 Urban Governance and Legislation: Issues and Challenges for a New Urban Agenda

The Government of Botswana cherishes and observes the principles of good governance in all its structures and decision making processes. Based on the traditional Kgotla system, consultation and consensus building have since independence been the kingpin of political governance in Botswana. Urban governance and legislative reforms have been utilized to effectively regulate urbanization processes. The government has overtime sought to strengthen local authorities through supporting decentralization processes and introduction of governance models that promote equity, gender-responsiveness and social inclusion.

5.1 Decentralisation and Strengthening of local Authorities

- 5.1.1 Governments are increasingly recognizing the importance, influence and participation of their citizens in decisions that affect their lives. This has resulted in a general trend of central governments transferring different forms of political, fiscal and administrative responsibilities to sub-national governments, agencies, the private sector and/or civil society organisations. This approach is premised on the logic that the provision of services and sustainable development should include, correspond to and reflect citizen preferences.
- 5.1.2 Since independence, Botswana adopted a liberal democratic system of government. The Government remains committed to promoting participatory democracy and the empowerment of traditional chiefs, elected leadership and communities at all levels of governance in the quest for rapid, responsive, inclusive and sustainable development and poverty eradication. The national commitment to decentralised governance as a framework for realizing national development goals has been demonstrated through successive national vision and mission statements, national development plans, evaluative and commission reports and the development of a national decentralization policy.
- 5.1.3 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 relatively, be based on a “bottom-up” planning system through consultation, whereby stakeholders and the community at large have the opportunity to express their needs and prioritise them.
- 5.1.4 Local authorities in Botswana fall under the Ministry of Local Government and Rural Development. The Ministry is responsible for providing a wide range of social services in both rural and urban areas. However, the delivery of infrastructure services has been decentralized to local authorities, which serve as agencies for planning and execution of local level development programmes. The role of the Ministry is, therefore, often

confined to provision of development planning support, funding and policy guidance to local authorities.

- 5.1.5 Some of the policy initiatives by government show that in line with international trends and in response to challenges posed by centrally driven approaches to development, the government stands ready to embrace decentralised governance as a framework for managing shared governmental responsibilities and create space for non-state actors including communities and the private sector. In 1993 the then Ministry of Local Government, Lands and Housing (MLGLH) adopted the Policy Paper and Action Plan on Decentralisation which recognised the comparative advantages of local authorities in delivering relevant services to their populations. The key focus areas driving decentralisation aimed at empowering local authorities include improving responsibility, capacity and accountability of local authorities in development planning; further decentralising the budgeting process; increased co-ordination of central government projects through the councils; and involving communities in development planning through community based organisations.
- 5.1.6 The Ministry of Local Government and Rural Development continues to build capacity at the local level to enable effective transfer and implementation of most of its projects to the Local Authorities. During NDP 9, (2003-2009) Government embarked on comprehensive local authority reforms, largely based on the recommendations of the Second Presidential Commission on the Local Government Structure in Botswana 2001 to further decentralise and build capacity of the local authorities. There has also been further decentralization from district headquarters to sub districts and to service centres and as of October 2014 a total of 17 sub districts and 91 service centres have been established.
- 5.1.7 Moreover, some of the key recurring themes in national development planning that are reflected in Vision 2016, NDP 10 and the Government of Botswana and United Nations Programme Operational Plan (GoB-UN POP (2014-2017) recognise local authorities as the critical platforms to drive rapid, inclusive and sustainable economic growth and poverty reduction.
- 5.1.8 Government White Paper No. 1 of 2004 provides guidance on the need to strengthen local governance by decentralising more functions to local authorities in order to improve service delivery and promote sustainable local development. To this end, the review and promulgation of the Local Government Act (2012) has taken on board some of the recommendations of this White Paper especially with regard to articulating the roles and responsibilities of local authorities and the range of financial resources required to undertake their mandates.
- 5.1.9 In order for the decentralisation drive to be effective, the local authorities should be sufficiently capacitated and resourced. In addition, there is need to finalise the development of the National Decentralisation Policy to support and guide decentralisation efforts.

5.2 Improving urban legislation

- 5.2.1 Improvements in urban legislation have been either through the revision of the existing Acts and regulations or the enactment of new Acts and regulations. Revisions were aimed at improving service delivery and access to land as well as introducing flexibility to the building standards and land development regulations. The most critical legislation with direct impact on human settlements includes the Local Government Act 2012; Sectional Title Act 2003; the revised Town and Country Planning Act 2013; and the revised Development Control Code 2013.
- 5.2.2 The Sectional Titles Act, 2003 enables tenants in high density residential flats / high rise buildings to acquire sectional titles to specific portions of the building and co-ownership in common areas. The Act facilitates in the provision of shelter to more people without necessarily using up a lot of land.
- 5.2.3 The Town and Country Planning Act 2013 is a major departure from the old Town and Country Planning Act of 1977 in that the new Act provides for matters that were not covered by its predecessor. These include preparation of regional plans, decentralisation of decision making powers and physical planning processes to local authorities and registration of physical planners.
- 5.2.4 The revised Development Control Code, 2013 introduced flexibility in the formulation and enforcement of planning standards in Botswana. Prior to the revision, the Development Control Code 1995 applied uniform development standards to all settlements in Botswana. The relevance and appropriateness of the standards to rural areas was always questionable. In addition, the 1995 code was largely viewed as overly prescriptive and ill-suited for design concepts and planning principles emerging in response to development realities in the country. The infusion of flexibility into the new Code through the introduction of area specific regulatory tools has made it more responsive to diverse planning contexts that characterise urban spaces in Botswana. Thus under the new Code, it is mandatory for all settlement development plans to have their own specific regulatory standards for developments that address the uniqueness of each planning area.
- 5.2.5 The Building Control Act 1977 provides for uniformity in the law relating to the erection of buildings in designated areas and for prescribing building standards. It is read in conjunction with the Building Control Regulations which cover procedures relating to building permission, use of building materials, preparation of site, protection from moisture, structural fire precautions, standards of accommodation, soil and waste drainage, sanitary appliances and electrical installations. It is applicable in planning areas and public buildings outside planning areas.

5.3. Improving participation and human rights in urban development

- 5.3.1 Botswana has signed, ratified and acceded to international and regional human rights treaties. The development planning process in Botswana is founded on the principles of

public participation and the country has a commendable track record in upholding basic human rights.

- 5.3.2 The link between participation and human rights is found in Article 1 of the United Nations Declaration on the Right to Development to which Botswana is signatory. The Article states that "the right to development is an inalienable human right by virtue of which every human person and all peoples are entitled to participate in, contribute to, and enjoy economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully realized." Popular participation in development is considered an integral component of the Right to Development.
- 5.3.3 Local government structures in Botswana are "designed to facilitate people's participation in development" which reflects the long tradition of democratic consultation and devolved decision-making (GoB, 1991). To buttress the aspect of participation in development, the Revised District Planning Handbook, 2010 states that one of the aims of district development is to ensure that people are involved in rural development and that sustainable development is realised through participatory planning.
- 5.3.4 Participatory planning is also central to the country's Revised Rural Development Strategy. The strategy subscribes to an increased role for communities and community leadership structure in the development process. This is further emphasised through the Community Resilience Project which seeks to promote self-reliance at community level by helping communities to be agents and drivers of their development.
- 5.3.5 A commonly used participatory forum in national development planning in Botswana is the National District Development Conference (NDDC). The event seeks to align district planning with national planning process particularly bringing consistency between district development plans and the national development planning. The NDDC process starts with local authorities consulting communities on their performance in the past plan period and communities' future priorities. The procedures involve extensive visits to different settlements within a given district.
- 5.3.6 Another forum through which communities are consulted is the *kgotla*. To date *kgotla* meetings remain one of the widely used forums for soliciting community views as well as information dissemination. In addition, contemporary forms of communication like social media are used.

5.4. Urban Safety and Security

- 5.4.1 Botswana is perceived as one of the safest countries in Africa. However, the country is experiencing an increase in crime rate particularly in urban areas. The most prevalent serious criminal incidents recorded by Botswana Police are robbery, house break-ins and burglary, theft of motor vehicles, murder, rape and defilement of persons under the age of 16. According to annual reports issued by the Police, crime rates were increasing by an average of 10% each year for the period between 1997 and 2001.

- 5.4.2 Several initiatives have been introduced to promote urban safety and security. These include promotion of robust communication for effective information dissemination; community mobilization to promote support for crime prevention; cluster policing; building of strategic partnerships and collaborative efforts; and strengthening of law enforcement processes and systems. Botswana Police Service produced a hand book on crime prevention and on how to manage crime prevention committees. They established Crime Prevention Committees, Neighbourhood Watch groups, and the office of National Crime Prevention Coordinator. Volunteers and business community participate in these committees.
- 5.4.3 Other factors which have contributed in the promotion of urban safety and security included the role played by customary courts in the resolution and prosecution of community level disputes; the increasing number of private security companies; proper care and maintenance of street lighting systems in many neighbourhoods in the urban and peri-urban areas.
- 5.4.4 The strategies put in place have had a positive impact. For instance, between 2009 and 2012 crime rates for some offences (robbery, house and store break-ins and burglary) declined from 10.26 crimes per 1,000 people to 4.9. Penal Code crimes (murder, rape) went down from 52.3 crimes per 1,000 people in 2009 to 50.5 in 2011.

5.5 Improving social inclusion and equity

- 5.5.1 The government of Botswana is committed to achieving a dignified life for all its citizens through the delivery of programmes that ensure upliftment of economically marginalized and vulnerable groups. Empowerment schemes and social safety nets implemented recently include the Poverty Eradication Programme, Remote Area Development Programme, Youth Empowerment Scheme (YES) and the Economic Diversification Drive (EDD).
- 5.5.2 Botswana has maintained free education to address imbalances in accessing education, especially for disadvantaged and vulnerable children (children with special needs, children in remote areas and children with other social needs). Net enrolments at primary school level (for children aged 6-12 years) are currently 89.6% and will be increased to 100%. The country however faces shortage of skills in special education.
- 5.5.3 At design stage, Botswana attempts to achieve social inclusion. Planning standards require that every neighbourhood should have different income groups at a ratio of 5:3:2 (low: medium: high) and this has helped to alleviate the problem of inequality in our neighbourhoods and ensures access to the same basic infrastructure. Furthermore, old settlements have been upgraded to improve living conditions of the urban poor. However, the informal sector is not incorporated in design. In addition, some old buildings in urban areas do not provide special access for people with disabilities as required by the Building Regulations. The regulations are being reviewed to make it mandatory for all buildings to cater for people with physical disabilities.

5.6 Challenges experienced and lessons learnt in these areas

Decentralisation and strengthening of local authorities

- 5.6.1 Decentralization should be conceived as an instrument that balances power relations, more particularly for the local authorities to plan, make decisions in resource allocation and become the forerunners in prioritizing development needs. There is no comprehensive decentralisation policy to guide the decentralization process hence it is done in a piecemeal manner.
- 5.6.2 The strengthening of local authorities requires transfer of responsibilities that is accompanied by a commensurate transfer of resources, as well as improved revenue generating capacity. It also requires the development of appropriate enabling legal framework for the generation and management of these resources. The sub districts and service centres should be equipped with more human and financial resources so that they can discharge their mandates effectively.
- 5.6.3 In light of the foregoing, Botswana should adopt an implementation plan that gives priority to:
- Reforming the local government legislation
 - Establishment of new sub District and Service Centres
 - Enhanced autonomy and capacity of local authorities

Improving urban legislation

- 5.6.4 Despite the commendable improvements to urban legislation, there are a number of challenges that impede Botswana's drive towards meeting the Habitat Agenda. The decentralisation of planning functions has added responsibilities that exceed the capacity of the local authorities; hence the need to capacitate them. Furthermore, there is a need to manage all aspects of change brought about by the TCPA, 2013.
- 5.6.5 The Building Control Act and the Building Regulations are not universally applicable hence issues relating to structural soundness of buildings in some non-planning areas are questionable.

Improving Social Inclusion and equity

- 5.6.6 Despite the existence and provisions for participatory forums within the development planning system and structures, it has been argued that in reality, participatory planning in Botswana is not effective. For instance, forums like the *kgotla* which were traditionally common and most effective forms of participatory process have lost prominence as evidenced by decline of attendance. Participation fatigue and growing skepticism by communities on the extent to which their views influence policy cast further doubt on the effectiveness of participation in Botswana due to lack of feedback mechanism.
- 5.6.7 The mid-term review of the National Development Plan 10 has indicated that access for disadvantaged children and adult learners continues to be a problem. Facilities for

children with special needs are not evenly distributed across the country. These challenges may be addressed through the upgrading and expanding of existing facilities to accommodate children with special needs, use of e-learning and open and distance learning.

Urban Safety and Security

- 5.6.7 Some of the crime prevention strategies rely on voluntary efforts of the communities hence they are not sustainable as communities lose momentum. Inadequate resources constrain Botswana Police to effectively support the established crime prevention structures.

5.7 Future challenges and issues to be addressed by a New Urban Agenda

- 5.7.1 The new Local Government Act, 2012 provides the basis for decentralisation and giving devolved powers to local authorities. Government will continue to capacitate local authorities to assume their rightful positions as key institutions closer to the people. It is also fundamentally critical to note that the Town and Country Planning Act, 2013 has devolved settlement planning powers to local authorities. These can now prepare their own development plans and monitor their implementation. That notwithstanding, the capacitation of local politicians and administrative personnel shall be continued to promote representative local governance. The legislative framework shall also be reviewed to provide for more authority of decentralised structures in service delivery and general development of local areas. These will leave the centre with policy development.
- 5.7.2 The cosmopolitan structure of urban centres will be used as an opportunity to promote unity and social inclusion in all activities. There will be use of contemporary forms of participation like social media to ensure that more people, particularly the youth and disabled participate. In addition, sustained public sensitization on the significance of public participation in development planning and social security will be done.
- 5.7.3 Urban Safety and Security is critical for urban development. Mainstreaming of safety and security will be promoted in all developmental programmes. Settlement planning will provide the strategic focus for safety and security and provide the monitoring and evaluation tools for safety and security in all programmes and projects.

6.0 Urban Economy: Issues for the New Urban Agenda

Economic growth and urbanization are often positively linked. Cities are the driving force for economic development. Economic growth also stimulates urbanization. In Botswana all urban areas (cities, towns, peri-urban and urbanised villages) are nodes of economic growth and centres for industrial, commercial, financial and investment opportunities and development. In light of the foregoing, the development of urban centres and that of the entire nation have to be carefully managed in tandem.

6.1 Municipal Finance

- 6.1.1 The most fundamental problem of local authority and municipal finance in many African countries, Botswana included, is the gap between their revenues and expenditure needs (Moshia 2005). Local authorities in Botswana are not autonomous and largely rely on Central Government for both recurrent and development budgets. Central government provides between 64-84% of recurrent expenditure by urban councils and over 80% in rural councils) and covers 100% development budgets for all local authorities. The sources of funding include the Revenue Support Grant (RSG) from Central government, which is subject to some degree of control from the centre, own revenue sources that include land-based revenues (property tax and rates) and non-land based revenues (tax on provision of goods and services) as well as Capital Development Grants from the centre.
- 6.1.2 The main concern is the low levels of own revenues. Table 6.1 shows that between 2009-2013/14, annual urban own sources ranged from a low of 15.8% to 36.5% as against RSG that ranged between 64-84.2%, hence a dependency syndrome. More often than not, the RSG is apportioned more funds than the development budget. In 2012/13, for example, 78% of the Ministry of Local Government and Rural Development budget was allocated to recurrent expenditure and only 22% to development expenditure to be shared among all the councils. This does not seem to adhere to the universal norm of 70:30 apportionment rule between the recurrent and development budgets, indicating that a big portion of the budget goes towards administration and salaries at the expense of capital projects.
- 6.1.3 Councils have powers to collect certain taxes, levies and fees in order to finance their operating expenses. Many of them do not successfully collect revenues owed to them either because they lack capacity or political will. For example, in 2014, the City of Francistown Council was owed P44 million for rates and service charges but only P9 million was collected.

Table 6.1: Urban Councils Recurrent Budgets (Pula BWP) - RSG & Own Source: 2009/10-2014/15.

Urban Council	2009/10		2010/11		2011/12		2012/13		2013/14		2014/15	
	Own Source	Revenue Support Grant	Own Source	Revenue Support Grant	Own Source	Revenue Support Grant	Own Source	Revenue Support Grant	Own Source	Revenue Support Grant	Own Source	Revenue Support Grant
Francistown	25,805,920	156,210,510	37,549,310	143,528,580	42,637,390	116,879,420	43,670,550	122,208,920	40,112,210	123,508,720	7,044,489	137,556,730
Gaborone	62,573,830	223,655,690	67,260,918	190,488,580	94,825,180	140,465,160	92,952,850	149,146,570	103,085,970	150,843,090	4,101,479	200,488,783
Jwaneng	12,582,710	69,219,620	14,957,610	57,142,757	13,592,867	56,078,395	15,664,873	57,573,107	14,767,129	58,421,001	13,062,644	58,858,728
Lobatse	16,892,580	114,429,910	16,918,502	106,419,820	14,460,807	84,071,675	13,466,150	86,614,340	13,481,420	87,889,930	15,708,762	88,389,930
Selebi Phikwe	11,008,728	95,195,840	19,053,090	79,400,460	11,617,300	73,976,260	16,033,410	77,249,550	14,657,260	78,387,230	9,945,099	79,025,710
Sowa Town	1981950	33,520,507	3,139,800	31,373,910	3,857,010	28,515,320	3,847,300	29,073,470	3,937,750	29,501,640	2,962,128	31,866,760
Total City & Town Councils	130,845,718 15.8%	692,232,077 84.2%	158,879,230 26%	608,354,107 74%	180,990,554 36%	499,986,230 64%	185,635,133 36.5%	521,865,957 63.5%	190,041,739 35.9%	528,551,611 64.95%	52,824,604 8.1%	596,186,641 91.9%
<i>Total District Councils (10)</i>	<i>17,3487,460</i>	<i>252,569,6840</i>	<i>186,160,910</i>	<i>2,123,143,290</i>	<i>156,865,560</i>	<i>1,937,365,188</i>	<i>131,467,592</i>	<i>2,043,497,635</i>	<i>129,647,993</i>	<i>2,076,129,574</i>	<i>76,581,304</i>	<i>2,449,145,959</i>
GRAND TOTAL	309,333,178	3,217,928,917	345,040,140	2,731,497,397	337,856,114	2,437,351,418	317,102,725	265,363,592	319,689,732	2,604,681,185	129,405,908	3,045,332,600

RSG = Revenue Support Grant (1 USD = 9.16590 BWP)

Source: Ministry of Local Government and Rural Development, 2014

- 6.1.4 Strategies adopted to improve municipal finances have included:
- Computerizing local authority core processes: accounting, human resources and land management.
 - Regular campaigns encouraging on time payment of property rates and levies.
 - Engaging the private sector and individual companies to collect outstanding sums.
 - Advertising of defaulters through the media and public press.
- 6.1.5 Other attempts seeking to improve municipal finances have focused on reducing expenditure bills through public-private sector partnerships in service delivery by way of out-sourcing some activities (e.g. waste collection in Gaborone city).

6.2 Strengthening and Improving Access to Housing Finance

- 6.2.1 Programmes initiated to improve access to housing finance include the low income housing programme (SHHA Home Improvement loans and Turnkey Development Scheme), government loan guarantee schemes. In addition, conversion of Certificate of Rights (COR) to Fixed Period State Grant (FPSG) has been introduced to enable the low income group to access funding. Commercial banks also offer products to finance housing development.
- 6.2.2 The SHHA programme offers housing loans to low income people earning between P4, 400.00 and P36, 600.00 per annum. In 2001 it was extended to cover rural areas and this has improved the housing conditions of beneficiaries. A further review was undertaken in 2008 to amongst others increase the loan amount and introduce the Turnkey Development Scheme. The home improvement loan was increased from P20, 000.00 to P45, 000.00. The repayment period was increased from 15 to 20years at no interest except for a 10% interest on default of payment. In addition, the Turnkey Development Scheme offers a house worth P60,000 delivered through design and build on the same conditions as home improvement. As shown in Table 6.2, between 2008 and 2013, a total of P149, 704,939.00 was disbursed through the SHHA scheme as loans to 3553 households for improvement of their houses. A total of 2551 houses have been improved through this scheme.

Table 6.2 Performance of the SHHA Home Improvement Scheme (2008/09 – 2014/15)

Activity	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	Total
Funds disbursed (Pula)	14,597,755	28,653,844	29,639,488	19,960,999	19,081,910	19,980,250	17,790,693	149,704,939
Total beneficiaries	683	657	750	516	472	475		3553
Houses Completed	588	641	554	414	320	34	-	2551

Source: Ministry of Lands and Housing, 2014

- 6.2.3 With regard to Turnkey Development Scheme, an amount of P309, 060,000 was disbursed to assist 5151 beneficiaries with construction of houses as shown in table 6.3. A total of 1904 houses have been completed.

Table 6.3 Performance of the Turnkey Development Scheme (2008/09 – 2014/15) (in BWP)

Activity	2008/2009	2009/2010	2011/2012	2012/2013	2013/2014	2014/2015	Total
Funds disbursed (Pula)	14,400,000	54,660,000	60,000,000	60,000,000	60,000,000	60,000,000	309,060,000
Total beneficiaries	240	911	1000	1000	1000	1000	5151
Houses Completed	234	857	727	86	-	-	1904

Source: Ministry of Land and Housing, 2014

6.2.4 Eight commercial banks in Botswana provide mortgage finance. Government through the Botswana Building Society (BBS) continues to assist citizens qualifying to purchase or develop properties by guaranteeing 25% of each loan secured through the BBS as recommended by the National Policy on Housing, 2000. In addition, government guarantees 80% of mortgage loans for all public officers under Government Employee Motor Vehicle and Residential Property Advance Guaranteed Scheme (GEMVAS). In 2013 the repayment period for the scheme was increased from 10 to 20 years which increased the loan ceiling amount. As of 2013, BBS held 5 540 mortgage loans, up from 5 488 loans in 2012. The society provides mortgages with a fixed rate for periods ranging between 5 and 15 years. In 2012, the average loan size was about P425 000 (US\$54 655). A variety of mortgage products are available e.g. Tlanelo Savings Account which incentivises new home buyers to save towards their mortgage. It has also launched a fixed-rate mortgage for terms as high as 30 years. Interest rates charged are currently between 11.8% for the variable rate mortgage and 10.7% for the fixed rate mortgage.

6.3 Supporting Local Economic Development (LED)

6.3.1 Botswana has enjoyed a steady and relatively impressive economic growth since independence. Since 1997 Botswana has pursued Vision 2016 theme of “Prosperity for All” which is committed to enhancing inclusive and responsive delivery systems that promote rapid and sustainable local development. As shown in Table 6.4, the country has experienced impressive economic growth rates after the 2009 global economic crisis, ranging between -4.1% and 8.1%.

Table 6.4 Economic Growth Rate in Botswana: 2009/10 to 2014/15

Financial Year	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Actual growth rate	- 4.1%	8.1%	7.5%	6.0%	5.8%	5.7%

Source: Statistics Botswana, 2014

6.3.2 Despite this growth, Botswana continues to face serious challenges related to high unemployment and poverty levels in relation to its per capita income and income inequality.

- 6.3.3 During NDP 9, LED was identified as a delivery vehicle for the poverty reduction agenda. The programme is geared towards transformation of cities, towns and rural areas into viable economic entities through identifying and harnessing resources and opportunities needed for stimulation of sustainable economic development. The local authorities are responsible for identifying activities which can be undertaken by local communities under the LED programme.
- 6.3.4 In 2009 the Government of Botswana signed a Memorandum of Understanding (MOU) with the United Nations Development Programme (UNDP) in Botswana in the implementation of LED. Currently, the programme is at pilot stage. The Ministry of Local Government and Rural Development was tasked with developing a National LED Framework which will enable the country to achieve economic growth with equity. To date, stakeholders and the necessary technical support have been mobilised and the following milestones have been realized:-
- i. A two and half years joint programme with UNDP Botswana, the Commonwealth Local Government Forum (CLGF), Botswana Association of Local Authorities (BALA) and 4 pilot local authorities of Sowa, Chobe, Francistown and Kgalagadi has been developed whose objectives are:
 - Development of policy and institutional framework to facilitate inclusive and pro-poor service delivery and local economic development;
 - Development of tools and systems to facilitate the delivery of inclusive, responsive and sustainable services and the implementation of LED; and
 - Strengthening administrative and technical capacities of key institutions to deliver inclusive services and implement LED
 - ii. A draft LED Framework informed by national stakeholders workshop which was convened in April 2014 is in place.
 - iii. Structures have been institutionalised at the local level of the four pilot districts for the effective implementation of LED.

6.4 Creating Decent Jobs and Livelihoods

- 6.4.1 Despite the relatively high average income per capita, Botswana is still plagued by many development problems common to low income countries. Inequality is high with a per capita consumption Gini co-efficient of 0.649 in 2009/10 in relation to an acceptable range of 0.4. On the other hand, poverty levels in Botswana have been falling steadily from 30.6% in 2002/03 to 19.3% in 2010. Table 6.5 shows that the incidence of poverty is higher in rural areas than in urban areas throughout the last twenty years.

Table 6.5 Poverty Trends in Botswana 2002/03 and 2009/10

Location	2002/03	2009/10
Towns & Cities	10.6%	8%
Urban villages	25.4%	19.9%
Rural Areas	44.8%	24.3%
National	30.6%	19.3%

Source: Statistics Botswana, 2010.

6.4.2 Generally unemployment rate in Botswana has been decreasing at a marginal rate, with urban areas having less unemployment rates than the rural areas. In the year 2009/10 female unemployment rate in all cities and towns was higher than that of males with 16.8% and 10.2% respectively. As the Table 6.6 depicts, unemployment in Francistown is almost double that of Gaborone. In 2010, unemployment among the youth was as high as 25%.

Table 6.6 Male and Female Unemployment in Francistown and Gaborone (2009/10)

	Male	Female	National
Gaborone	8.9%	10.7%	9.8%
Francistown	11.8%	24.1%	18.0%
Total	10.35%	17.4%	13.4%

Source: Statistics Botswana, 2011.

To address this problem, the government initiated several schemes and funds seeking to empower the youth. The initiatives include the National Service Programme, Youth Development Fund, Young Farmers Fund and Youth Empowerment Scheme which were discussed in section 2.3 of this report.

6.4.3 Besides the schemes and funds targeting the youth, government has adopted the Botswana National Strategy for Poverty Reduction (BNSPR). The main aim of BNSPR is to provide people with opportunities to have sustainable livelihoods through permanent productive jobs (BNSPR, 2003). Initiatives under the strategy include small scale horticultural development including backyard gardening, rain fed crop production, small stock production, creating employment opportunities in tourism industry and strengthening Community Based Natural Resources Management Programme (CBNRM). CBNRM plays a major role in improving communities' livelihoods by helping them to utilize and manage natural resources efficiently.

6.4.4 The Citizen Entrepreneurial Development Agency (CEDA) was established in June 2001 to:-

- i. Provide financial and technical support for business development by citizen entrepreneurs;
- ii. Promote viable and sustainable citizen owned business enterprises; and
- iii. Aid job creation.

6.4.5 CEDA's investments cover four (4) sectors, namely services, agriculture, property and manufacturing. In 2012, CEDA investment portfolio amounted P2,597,736,660.25 covering 4,039 projects.

- 6.4.6 Local Enterprise Authority (LEA) was established to promote sustainable employment generation and facilitate economic diversification. It also provides business skills, access to finance, access to market, technology adaptation and adoption as well as help in business plan finalisation.
- 6.4.7 The informal sector plays an important role in the country's urban economy. In 2009, the sector accounted, respectively, for 20% and 18% of employment in Gaborone and Francistown. Most of the informal sector traders are women and are found in cities and urban villages. The Guidelines for Registration of Micro and Small Businesses exempt informal businesses from obtaining licenses. The major challenge facing informal businesses is inadequate access to land and credit finance.

6.5 Integration of the Urban Economy into National Development Policy

- 6.5.1 Cities, in general, are the main creators of economic wealth, generating on average 75 per cent of a country's Gross Domestic Product (GDP) and thus any policies made should be linked to national development policies. Most industries and businesses are located in or within immediate vicinity of urban areas, providing city residents with jobs. In Botswana, most central government jobs, major industries and commercial activities are mostly in the urban centres.
- 6.5.2 Botswana, having realized the big role urban centres play in national economic development has embarked on a number of policies to boost the economy. All the policies of urban development are tied to national development policies and are in harmony. This is to avoid getting one sector (urban) grow at the expense of the other (rural), thus creating balanced growth. The policy initiatives here include:-
- Ensuring that urban areas grow in an ideal manner by the preparation of spatial plans to guide their physical growth. To date all urban areas have up-to-date plans and currently metropolitan strategic plans are being prepared for the major cities of Francistown and Gaborone with the aim of linking urban and peri-urban areas. Such plans aid in investment decision-making.
 - Ensuring the economic growth of urban areas by preparing Urban Economic Development Plans that contain bankable projects and programmes. These plans dovetail with the National Development Plans, thus providing synergy.
 - Adoption of strategies for urban infrastructure development, including major road development projects, water provision and sanitation in all major urban centres in Botswana. These enable industrial and commercial investment and development that benefits the nation at large.
 - Putting in place strategies to attract business into urban centres through investment drives and incentives. For example, recently the Diamond Hub was established in Gaborone and it has provided jobs and raised the profile of the economy of the city.

- To attract jobs for the low income, government has embarked on a number of urban employment creation strategies including those for the youth, the destitute and the poor.
- The informal sector being recognised and facilitated in urban areas whereby assistance is given to proprietors, e.g. operating space.
- The government being mindful of the role of the private sector and rolling out a number of private-public partnerships both in urban as well as in rural areas.
- Efforts made to diversify city and national economies through EDD. Specifically for urban areas, government has tried to help Selibe-Phikwe from relying only on the BCL mine; Gaborone to industrialize more and Lobatse to avoid reliance on the Government abattoir. Moreover, efforts are ongoing to promote the development of Orapa and Sowa townships outside the current mineral development. Such developments include tourism, commercial and industrial development.

6.5.3 The contribution of the urban areas to the national economy can be gleaned from Table 6.6 which shows the share of GDP by economic activity for the period 2008-2012.

Table 6.7 Share of GDP by Economic Activity (in %) 2008 - 2012

Economic sector	2008	2009	2010	2011	2012
Agriculture	1.9	2.9	2.9	2.4	2.7
Mining and quarrying	31.9	13.9	24.2	23.7	19.6
Manufacturing	4.1	6.4	5.9	5.5	5.9
Water and electricity	2.4	0.5	0.3	-0.6	-0.5
Construction	5.2	6.2	5.4	5.7	6.8
Trade, hotels and restaurants	11.1	15.4	13.9	14.0	15.3
Transport	4.3	5.5	4.7	4.7	5.7
Banks, insurance and business services	12.8	13.4	12.3	12.3	14.4
General government	17.6	17.1	15.3	16.8	15.1
Social and personal services	4.4	6.4	5.6	5.4	5.9
Adjustment items	4.4	12.4	9.6	10.1	8.8
GDP	100.0	100.0	100.0	100.0	100.0

Source: Statistics Botswana, 2014

6.5.4 From table 6.6, the urban based sectors that have significant contribution to the GDP include manufacturing, trade, hotels and restaurants, banks, insurance and business services. This indicates that the contribution of the urban subsector to the GDP is substantial.

6.6. Challenges Experienced and Lessons Learnt

Municipal Finance

- 6.6.1 The major financial challenges facing Botswana's local and urban councils stem largely from (a) the lack of financial autonomy; (b) low levels of own revenue sources; and (c) low revenue collection due to lack of capacity and implementation guidelines and monitoring mechanisms.
- 6.6.2 Urban Councils are facing challenges with the collection of rates, building material loans and service levies. Much of this can be attributed to low incomes and affordability levels on the part of the beneficiaries.

Strengthening and Improving Access to Housing Finance

- 6.6.3 Access to mortgage finance is still a challenge because most financial institutions cater for the upper middle and high income groups. As a result, an un-served group comprising of people earning between P3000 and P15000 has emerged. There is therefore the need for inclusive housing strategies that would ensure access to affordable housing. On a related matter, government budgetary constraints have resulted in long waiting times under the low income housing programme.

Supporting Local Economic Development

- 6.6.4 As of 2014, there is commitment to integrate local economic development into the structures and work processes at both national and local levels. This is expected to promote economic development at the local level. Attempts to integrate local economic development into the structures and processes are still at their infancy. There has not been any formal assessment to refer to.

Creating decent Jobs and Livelihoods

- 6.6.6 There are high levels of unemployment particularly among the youth. According to Botswana Core Welfare Indicators (Poverty Survey), 2010, unemployment rate is 17.8%. In addition, there is lack of relevant skills as well shunning of blue collar jobs by citizens. In order to increase job opportunities, the government of Botswana, in conjunction with local and international partners, should develop a comprehensive policy framework that would enable the transition of the informal economy into the formal economy as required by ILO since 2002.

Integrating urban economy into national development policy

6.6.7 Local level development plans at both urban and rural levels are prepared in such a way that they inform national planning and policy development. These are prepared with an understanding that there is symbiotic relationship between rural and urban areas as well as the total national development.

6.7 Future challenges and issues to be addressed by a New Urban Agenda

6.7.1 Many of the challenges highlighted above are bound to continue into the future unless drastic changes and commitments both by central and local government are made. The critical ones include slow pace of decentralisation which leaves urban councils with limited financial autonomy; capacity problems which lead to poor service delivery; limited own financial sources; and lack of participatory budgeting and decision making.

6.7.2 The concept of the “*City as Opportunity*” will be embraced. Cities as economic and productive innovation spaces provide opportunities for improving access to resources and services, as well as options in the social, legal, economic, cultural and environmental fields. Thus encouraging managed urbanisation will lead to economic growth, development and prosperity for many. In addition, initiatives like the Economic Diversification Drive (EDD), innovation hub will stimulate industrial growth and entrepreneurship and hence create jobs and improve livelihoods.

6.7.3 To develop a sustainable municipal finance programme in Botswana, a supportive environment is required. This means having the right policies in place, understanding the capital markets, building capacity (in planning, finance, administration, management and project management), ensuring a healthy balance between social and commercial projects, and supporting projects that foster long-term economic development by attracting investment and development of employment opportunities. Furthermore, Government will continue to provide subventions to local authorities for development and recurrent activities. Considering that these may not be sustainable, local authorities will continue to be encouraged to go into partnership or joint venture with potential developers for developing their centres. These will also be encouraged to facilitate private sector development with a view to increase their property rating base.

4.2.1 Local Authorities will continue to mobilize their constituents for housing development. Government will establish a Housing Fund to maintain a revolving fund for the development of housing for beneficiaries who will be determined from time to time. In addition, Government will continue to provide funds for housing and infrastructure development.

6.7.4 The use methods such as national urban plans and policies that link current urban development with future needs, and that are solidly grounded in the fundamental principles of equity, justice and human rights will be done. Balanced territorial development through creation of economic links between urban and rural settlements will be promoted and sustained.

- 6.7.5 Botswana intends to promote local economic development and build resilience of communities. Promoting Small Medium and Micro Enterprises (SMMES) will go a long way in promoting local economic development. In addition the informal sector will be promoted to grow.
- 6.7.6 Participatory and inclusive urban local governments that empower all inhabitants; recognize key contributions of various levels of government (regional, sub-regional and municipal levels); strengthens formal coordination mechanisms; defines joint responsibilities; and provides each level of government with the necessary resources and incentives to carry out their respective roles effectively will be promoted.

7.0 Housing and Basic Services: Issues and Challenges for a New Urban Agenda

Botswana recognises housing as a basic need and is committed to Habitat II agenda which include ‘Adequate shelter for all’. The country’s Vision 2016 envisages that by the year 2016 all Batswana will be able to have access to good quality basic shelter and basic services such as potable drinking water, proper sanitation and drainage, clean domestic energy and sustainable means of transport. This chapter assesses achievements, challenges and opportunities realised in the country’s struggle to supply adequate and well serviced shelter for all.

7.1. Slum upgrading and prevention

7.1.1 As noted by the UN-Habitat, slums are the physical manifestation of rapid urbanisation, planning policy failure and lack of access to land and affordable housing. Urban slums are settlements, neighbourhoods, or city regions that cannot provide the basic living conditions necessary for its inhabitants or dwellers to live in a safe and healthy environment. Thus slum dwellers would constitute a group of individuals living in the same area or under the same roof, but lacking one or more of the following conditions:

- Access to potable drinking water
- Access to improved sanitation facilities
- Sufficient living area, not overcrowded
- Sound structural/durable dwellings
- Secure tenure that prevents forced evictions

7.1.2 Although Botswana does not have the type of slums the rest of the developing world has, some urban households lack one or more of the above listed indicators of slums. In particular, there are parts of urban and rural settlements where some households live in shacks (non-durable dwellings), insufficient housing or in zones vulnerable to natural hazards (notably floods). Housing sufficiency here includes the number and proportion of individuals or families that do not have access to an adequate dwelling or live in precarious dwellings (Statistics Botswana, 2014). Thus in the context of Botswana, slum dwellers include people or households living in shacks and squatter settlements as well as those who are living in a room that serves as kitchen, lounge, bathroom and bedroom. As shown in Table 7.1, the number of households living in shacks increased from 3,348 (1.1%) in 1991 to 9,366 (1.7%) in 2011. During the same period, the number of households living in rooms increased by over 600% from 20,825 (7.54%) in 1991 to 126,167 (22.9%) in 2011. The majority of households staying in one room reside in urban and peri-urban settlements.

Table 7.1 Households by Housing Type in Botswana (1991- 2011)

Type of Housing	1991		2001		2011	
Traditional	176,881	64.04%	89,713	22.17%	72,725	13.2%
Mixed	-	-	75,462	18.65%	55,095	10%
Modern (e.g. detached and flats)	66,966	24.25%	169,160	42.2%	283,187	51.4%
Part of commercial building	203	0.07%	811	0.2%	551	0.1%
Moveable	4,222	1.53%	5,019	1.24%	3,857	0.7%
Shack	3,348	1.12%	6,884	1.7%	9,366	1.7%
Rooms	20,825	7.54%	55,895	13.81%	126,167	22.9%
Others	3,764	0.93%	1,762	0.44%	-	-
Total number of households	276,209	100%	404,706	100%	550,946	100%

Source: Statistics Botswana, 2014

- 7.1.3 Squatter settlements which emerged in major towns during the pre and post-independence eras were upgraded. The upgrading included provision of basic infrastructure services which includes water reticulation, sewerage, storm water drainage, tarred roads and street lighting. In addition, amenities and facilities such as schools, health clinics, playgrounds and taxi ranks were provided. Certificate of Rights which are currently convertible to Fixed Period State Grant (FPSG) were also issued to regularize occupation and secure rights to property.
- 7.1.4 Apart from the infrastructure upgrading programmes, Government also introduced the Self Help Housing Agency (SHHA) programme to improve the housing conditions within the low income areas in the towns and cities, including the old squatter settlements. The programme was extended to construction of new houses for the low income people in both urban and rural areas. As a result, this programme has facilitated the low income people to access adequate basic shelter.
- 7.1.5 Although the aforementioned housing and infrastructure programmes have successfully prevented the development of slum settlements in our towns and cities, there are some households that still lack some basic amenities. As a result, Government recently joined the UN Habitat Participatory Slum Upgrading Programme (PSUP) whose goal is the realization of the universal right to adequate shelter. The programme is being implemented in the former squatter neighbourhoods in Gaborone, Francistown and Lobatse which have a significant proportion of households that are affected by at least one of the deprivations associated with slums. Through the programme information about households with deprivations will be gathered and then used to inform planning and implementation of interventions aimed at improving their living conditions.

7.2. Improving access to adequate housing

- 7.2.1 Provision of housing in Botswana is guided by the National Policy on Housing (NPH) of 2000 whose objectives include:
- facilitating housing provision in partnership with stakeholders;
 - channelling more Government resources to low and middle lower income housing;

- promoting housing as an instrument for economic empowerment and poverty alleviation; and
- Fostering a partnership with the Private Sector and all major employers in home development.

7.2.2 Since inception of the Policy, Government has channeled resources to low income housing programmes which include Home Improvement loan scheme, Turnkey and Integrated Poverty Alleviation and Housing Scheme. These schemes continue to facilitate access to residential plots in towns and cities as well as affordable housing finance by low income households in urban and rural areas. Government also continues to provide rental housing for eligible public officers through three categories of housing which are Institutional, District and Government Pool Housing. Nevertheless, Government budgetary constraints remain a challenge to these housing initiatives. Table 7.2 is a summary of all types of shelter interventions between 1997 and 2016.

Table 7.2 Output of Shelter Interventions (1997-2014)

Type of Housing Project	1997-2002	2003-2009	2009-2014	Total
District Housing Units	293	1,134	176	1,603
Home Improvement	-	9,268	3,553	12,821
Turnkey Development	-	240	4,911	5,151
Poverty Alleviation			124	124
Total	293	10,651	8,645	19,699

Source: Ministry of Lands and Housing, 2014

7.2.3 In addition, Government has been budgeting for destitute housing since financial year 2006/2007. As shown in Table 7.3, a total of 1124 houses had been constructed at a cost of P986, 017,776.00.

Table 7.3 Houses Delivered through the Destitute Housing Efforts (2006-2014)

Financial Year	Number of Houses Constructed	Amount Expended (BWP)
2006/07	25	1, 000, 000.00
2007/08	15	990, 060.00
2008/09	23	1, 881, 716.00
2009/10	200	14, 000.000
2010/11	200	17, 920, 000.00
2012/13	451	40, 590, 000.00
2014/15	210	22, 220,000.00
Grand Total	1124	986, 017,776.00

(1 USD = 9.16590 BWP)

Source: Ministry of Local Government and Rural Development, 2014

- 7.2.4 Furthermore, Corporate Social Responsibility efforts are coordinated to augment provision of housing for destitute persons. As of October 2014, 421 houses have been built and allocated to beneficiaries through these efforts.
- 7.2.5 The Botswana Housing Corporation is the primary housing developer in Botswana. It was established in 1971 through an Act of Parliament. Although its operations were initially confined to cities and towns, it has since extended its services to major urban villages. In 2012, the mandate of BHC was expanded to enable it to operate as the government single housing authority to coordinate housing delivery. However, housing units delivered by BHC are mostly affordable to the high and middle income upper groups leaving the rest of the society not catered for.
- 7.2.6 The private sector has also played its role in housing delivery through housing development and provision of finance. Furthermore, government has allocated land for housing development to private developers as part of its initiatives to encourage private sector participation. However, the houses produced are beyond reach by the middle and low income groups due to high cost of construction and high property prices in the private market. Furthermore, lack of readily available serviced land as well as limited access to finance have constrained housing delivery efforts.
- 7.2.7 To improve access to housing, government is currently developing the National Housing Strategy which seeks to operationalize the National Policy of Housing. One of the key areas of the strategy is to increase access to affordable housing.

7.3. Ensuring sustainable access to safe drinking water

- 7.3.1 Botswana has a semi-arid climate with high inter annual variability in rainfall and recurring droughts. This has made safe drinking water a scarce and critical resource. Government developed the Botswana National Water Master Plan (BNWMP) of 1991 which was reviewed in 2006. Since the development of the plan, a total of 910.8Mm³ surface and ground water resources have been developed with a sustainable yield capacity of 145.9Mm³ (GoB, 2013). The surface water resources developed include, Letsibogo Dam, Ntimbale Dam, Lotsane Dam, Thune Dam and Dikgatlong Dam. However, the majority of these surface water resources are in north-eastern Botswana. In that regard, the plan provides for transfer of water through the North South Carrier pipeline to Gaborone, the main population centre and other major settlements to the south of the country. Most dams are located in rural areas and, apart from transferring water to urban areas, they facilitate access to drinking water by rural communities.
- 7.3.2 The second phase of the North South Carrier scheme that connects Dikgatlong Dam to southern Botswana is still under construction. Prior to the review of the National Water Master Plan, domestic water supply was mainly provided by different local authorities for small settlements, Department of Water Affairs for medium and large villages and Water Utilities Corporation (WUC) for urban areas. The review of the National Water Master Plan in 2006 provided for water sector reforms that put all water and wastewater matters under the responsibility of WUC. These institutional reforms were intended to harmonize provision of water and wastewater services with the view of achieving equity

and financial sustainability. However, there have been some challenges in implementing the reforms, with supply problems in urban and rural villages that are mainly attributed to WUC capacity to serve these communities.

7.3.3 Water demand has increased over the years. Nationally, the demand was estimated at 141Mm³ in 1996, 170Mm³ in 2003 and 200Mm³ in 2013 against the sustainable yields of aquifers and dams of 169Mm³ (GoB, 2013). Urban water consumption has also increased over the years. In 1996, the total water usage in urban areas was estimated at 26Mm³ and increased to 43Mm³ in 2006. Access to safe drinking water has improved in time due to an increase in the number of individual household connections both in urban and rural areas. Generally, the proportion of households with access to improved water source through piped or tapped water increased from 77% in 1991 to 88% in 2001 and then to 91% in 2011 (Statistics Botswana, 2013). In cities and towns, 99.6% have access to piped water, of which 52.1% is indoors, 37.7% outdoors, and 9.8% communal. The remaining 0.4% use wells, dams, or rivers. In urban villages, 33.3% have piped water indoors, 55.7% outdoor and 9.7% use communal taps. In rural areas, 12.4% have piped water indoors, 31% outdoors and 30.6% communal. The remaining 17.1% uses boreholes and bowsers.

7.4 Ensuring sustainable access to basic sanitation and drainage

7.4.1 Provision of sanitation in Botswana is guided by the Policy for Wastewater and Sanitation Management of 2001 and the Botswana National Master Plan for Wastewater and Sanitation (BNMPWS). The key proposals in the master plan are to provide central sewer schemes in urban villages and recover operation and maintenance costs to ensure their sustainability. It also sets the Ventilated Improved Pit latrine as the minimum sanitation option for Botswana. Since the inception of the plan, the expansion of Gaborone Wastewater Treatment works and Mambo Wastewater Care Works in Francistown were completed. In addition, the expansion of Gaborone sewer reticulation to low income areas and the construction of Kasane and Kanye sewer reticulation are on-going.

7.4.2 According to World Health Organisation (WHO), adequate sanitation entails having a pit latrine/ toilet that is shared by not more than 5 families or 30 persons. As shown in Table 7.4, in 1991, 55% of households had access to adequate sanitation which increased to 92.7% in 2011 nationally. Access to sewer/flush system increased significantly as a result of the major village waterborne sewerage infrastructure reticulation. In addition to the general increase in access to sanitation at a national level, by 2011 64.6% of urban households were using waterborne sanitation systems, while 31.7% were using ordinary pit latrines (Statistics Botswana, 2014). According to a United Nations report, in 2012 about 78% of the urban population in Botswana had access to improved sanitation (WHO/UNICEF 2014). This by enlarge makes Botswana to be on track of achieving the MDGs target for both the rural and urban population.

Table 7.4 Households with access to sanitation in Botswana (1991 and 2011)

Category	1991	2001	2011
Total households in Botswana	276 209	404 706	555 395
With access to sewer/flush system	13.0%	21.5%	34.5%
With access to VIP, pit latrine, etc.	42.0%	55.5%	58.2%
Without proper sanitation	45.0%	23.0%	7.3%

Sources: *Statistics Botswana, 2014*

7.4.3 In addition to adequate sanitation, effective solid waste management is an important undertaking aimed at improving public health. Table 7.5 shows the extent of waste collection in both urban and rural districts between 2001 and 2011. Regular waste collection in rural areas increased from about 6% to about 14%, while in urban areas it only increased marginally by less than 1%. Among the cities and towns, Gaborone recorded the lowest proportion of households receiving regular collection of waste at 66.21%.

Table 7.5 Solid waste collection in Botswana

Area	Households with regular solid waste collection	
	2001	2011
Rural	6.27%	13.49%
Urban	45.96%	46.14%

Source: *Statistics Botswana, 2014*

7.4.4 A number of landfills have been constructed across the country to serve the main population centres. However, the majority of these landfills are operated like dumpsites, with no daily cover and compaction of waste, mainly as a result of inadequate equipment and technical expertise for their management.

7.5 Improving access to clean domestic energy

7.5.1 Botswana's energy sources consist primarily of electricity, fuel wood, paraffin, and liquid petroleum gas (LPG), petrol, diesel and aviation gas. Solar, biogas and biodiesel constitute a small proportion, about 1%. Over the past 20 years, fuel wood usage has been declining while LPG and electricity consumption have been on the rise. Furthermore, census data indicates that during the same period, the use of paraffin for lighting in urban areas dropped from 65.7% to 21.26%. (Statistics Botswana, 2014). This is attributed to depletion of fuel wood resource, increased access to electricity and rising level of affluence.

7.5.2 Electricity is the preferred source of energy and emphasized as being clean energy compared to both firewood and paraffin, since it does not emit carbon dioxide (CO₂) at the immediate domestic environment. This shift to electricity is deemed to have a positive benefit to the health and wellbeing of the inhabitants. Electricity usage in urban areas increased from 17.5% in 1991 to 69.13% in 2011. In addition, the number of households with access to electricity in rural areas increased from 1.14% (out of the 10.1% of the whole country) in 1991 to 13.67% (out of the 53.24% of the whole

country) in 2011. This is due to introduction of the National Electricity Standard Connection Cost (NESC) and National Electrification Fund (NEF) and rural electrification programmes, which are aimed at improving access to electricity to a larger part of the population. The current situation indicates that the maximum demand stands at 681MW and it is anticipated to reach 1017MW by 2025. The country is currently importing 100MW to augment local supply.

- 7.5.3 However, it should be noted that the production of electricity itself is not necessarily clean, consideration is being given to use of renewable sources of energy, particularly solar energy. The Renewable Energy-based Rural Electrification Programme of Botswana (RERE) was initiated in 2005. It was partly sponsored by the UNDP and supported by Botswana Power Corporation (BPC), and the Department of Energy Affairs. Among the benefits to be derived from the programme was the use of PV cells (solar home systems) which would reduce reliance on CO₂ emitting energy sources such as coal fired power stations and other fossil fuel based sources used in rural areas. Owing to this project, there has been a marginal increase on use of solar from 0.20% to 0.51% between 2001 and 2011. This could be due to the initial high capital cost.

7.6. Improving access to sustainable means of transport

- 7.6.1 Sustainable transport is key to the movement of people, goods, information, access to markets, employment, schools and other facilities, both within cities and between cities, and in rural and remote areas. The modes of transport in Botswana mainly include road, air and rail. During NDP 8 (1997-2003), the focus of the transport sector was conveyance of goods and passenger mobility, consumer protection and security, road safety and customer service and satisfaction.
- 7.6.2 Road transport comprises of private passenger vehicles, public passenger transport in the form of call cabs, taxis, combis for local trips, midi/buses for long distances. Despite this growth, there is still preference for private passenger vehicles which is due to unreliability of the public transport system. This has resulted in traffic congestion particularly in urban areas and increased road accident risks especially where major roads pass through villages and towns.
- 7.6.3 To improve access to sustainable transport, the National Integrated Transport Policy is being developed. This policy seeks to modernize the entire transport system and improve its efficiency in order to facilitate export and international trade, strengthen the private sector and reduce poverty.
- 7.6.4 The other means of transport is air transport which includes private and commercial aircrafts. The air transport sector is guided by the Air Transport Policy which was approved in 1999 with the aim of liberalizing the civil aviation sector to improve market access. With the modernization of the air traffic control system in 2001, and other navigational facilities, the country has an efficient, secure and reliable air transport service. There has been a steady growth in air traffic with the number of Botswana registered aircraft increased from 102 in 2003 to 158 in 2008. Passenger traffic increased from 347,396 in 1996 to 462,029 in 2000 (average annual growth of 6.6%). And it was

491,889 in 2003, increasing to 706,557 in 2007 (average annual growth of 9.5%). On the other hand, air passenger movement decreased from 788,461 in 2011 to 764,972 in 2012 then increased to 783,651 in 2013.

- 7.6.5 Botswana Railways is responsible for the provision of local and regional rail transport. Rail transport provides linkages with the railway system of Southern Africa. Due to deteriorating condition of passenger coaches, the passenger service was however terminated in 2009. Realising the need to have sustainable transportation system and relieve pressure of the current system, Government is considering reintroducing the passenger service.

7.7 Challenges experienced and lessons learnt

The challenges experienced under the different sub themes are as follows:-

Slum Upgrading and Prevention

- 7.7.1 In spite of provision of bulk infrastructure, connections to individual households, particularly reticulated sewer are lagging behind because the majority of households cannot afford connection costs. In 2011, 25% of households were living in insufficient conditions (shacks and 1 room) the majority of which were not structurally sound.

Increased Access to Housing

- 7.7.2 As major villages and urban areas continue to grow, coupled with the culture of Botswana to own detached houses, the demand for land has become greater. Failure to avail serviced land has resulted in developers failing to deliver houses. It is also becoming increasingly costly to construct houses in towns and villages due to prohibitive cost of materials. This has resulted in high property prices in the private market and unaffordability of housing by the middle lower and low income groups.
- 7.7.3 While Government housing programmes and financial institutions have facilitated access to housing, there is an un-served group that is not catered for. This comprises the middle income group with a monthly income of P3000.00 – P7 000.00. This group cannot be assisted by financial institutions due to high cost of construction which has been increasing faster than salary increments particularly of civil servants. It has also been realized that ever since the policy on housing was conceived, there has never been a strategy put in place to operationalize it and to address issues identified in the policy. This resulted in a fragmented approach to housing delivery which has minimized the impact of housing programmes.

Ensuring sustainable access to safe drinking water

- 7.7.4 Current challenges related to water supply problems in urban and rural villages are mainly attributed to the implementation of Water Sector reforms and low WUC capacity to serve rural communities.
- 7.7.5 Climate change which manifests itself in the variability of rainfall in the south of Botswana has limited water inflow into dams in the region. This has resulted in water

scarcity and rationing in the southern part of the country which has the largest concentration of the population.

Ensuring sustainable access to basic sanitation and drainage

- 7.7.6 About 31.7% of urban households have no access to proper sanitation and rely on pit latrines especially in high density urban neighbourhoods. This raises public health concerns. Furthermore, there are limitations in desludging pit latrines due to inadequate capacity of the service providers.

Improving access to clean domestic energy

- 7.7.7 Demand for electricity in the country exceeds supply. This is due to limited sources of alternative energy as well as reliance on a single power supplier. Moreover, despite the abundance of solar energy in the country, there is low uptake of this source of energy due to high initial capital outlay.

Ensuring access to sustainable means of transport

- 7.7.8 Public transport is unreliable and inefficient. As a result, private cars are the dominant means of transport. Furthermore, the discontinuation of passenger train affected mobility between settlements. Air travel is limited to business persons and tourists. The average persons in Botswana find it difficult and costly to use air travel within the country.

7.8 Future challenges and issues that could be addressed by a New Urban Agenda

- 7.8.1 To address challenges faced in the provision of houses and basic services, the following will be considered by the NUA:
- a) Effective implementation and monitoring of urban planning policies, plans and legal framework to prevent emergence of new squatter settlements.
 - b) Mobilisation of communities for the implementation of the slum upgrading programme.
 - c) Finalisation and implementation of the National Housing Strategy which seeks to improve access to affordable housing. The strategy proposes the release of public funds for construction of affordable housing, improving access to mortgage finance, active involvement of the private sector in land servicing through Public Private Partnerships (PPP) and implementation of the Social Housing Programme.
 - d) Finalisation and implementation of the Draft National Water Conservation Policy which amongst others will deal with issues of scarcity, reuse and recycling of wastewater as well as issues of water quality and public acceptability of recycled water.

- e) Development of National Water Policy and review of water acts should be undertaken to ensure consistency and adequacy in addressing the challenges of the water sector.
- f) While waterborne sanitation remains a key option in high density urban areas, the challenge in Botswana, is unreliable water supply, making it difficult to solely rely on the technology in the midst of water rationing. In that regard, the NUA should strike a balance between extending access to adequate sanitation and suitable technologies for achieving it.
- g) In the case of improving collection and disposal of solid waste, the NUA should focus on building human resource capacity for waste management and availing sufficient equipment resources. This may entail a multiple stakeholder approach as envisaged in Integrated Sustainable Waste Management framework.
- h) Efficient utilisation of energy in buildings, transport and industry, promotion of energy efficient equipment, and the development of policy and legislation for demand side management including price as a regulator of demand.
- i) Government will develop infrastructure to address the current mismatch between demand and supply through promotion of private sector participation in renewable sources of energy and development of brown fields and green fields power generation through independent power producers.
- j) The Botswana Integrated Transport Project (BITP) will improve public transport. In addition the passenger train will resume services. This will however address passenger services in the eastern part of the country while the rest of the country remains unserved.
- k) Finalisation and implementation of the National Integrated Transport Policy

7.8.2 The issues and initiatives advanced above are not exhaustive. Government continues to engage citizens to come up with policies and programmes that will enhance their livelihoods. The policy direction within government is aimed at attaining “PROSPERITY FOR ALL” by year 2016.

8.0 Indicators

This chapter briefly summarises in a table form selected urban indicators in Botswana.

Table 8.1 Selected Urban Indicators, Botswana 2014

Indicator	Year			Source
	1991	2001	2013	
% of people living in slums	2.7	2.9	2.4	Statistics Botswana, 2014
% of urban population with access to housing	97.3	97.1	97.6	Statistics Botswana, 2014
% of urban population with access to safe water	99	99.5	99	WHO/UNICEF (2014)
% of urban population with access to clean domestic energy	19.1	38.4	70.22	Statistics Botswana, 2014
% of urban population with access to adequate sanitation	70	-	78 (2012)	Statistics Botswana, 2014
% of urban population with regular waste collection		45.96	46.14 (2011)	Statistics Botswana, 2014
% of People residing in urban areas with access to public transport	-	-	-	Not available
Level of effective decentralisation for sustainable urban development	-	-	-	Not available
% of city, regional and national authorities that have implemented urban policies supportive of local economic development and creation of decent jobs and livelihoods	-	-	-	Not available
% of city and regional authorities that have adopted or implemented urban safety and security	-	-	-	Not available

policies or strategies				
% of city and regional authorities that have implemented plans and designs for sustainable and resilient cities that are inclusive and respond to urban population growth adequately				Not available

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ANNEXURE 1: LIST OF NATIONAL HABITAT COMMITTEE MEMBERS

	ORGANISATION	REPRESENTATIVE	TELEPHONE	E MAIL
1	Ministry of Lands & Housing	M. L. Sebina (Chairperson)	3682000/6	msebina@gov.bw
2	BHC	K. Khimbele	3901138	kkhimbele@bhc.bw
3	Department of Town and Regional Planning	Eunice Mmono O.K. Okaile	3682006 3630700/5	emmono@gov.bw ookaile@gov.bw
4	Kweneng Land Board	T. N. Rampha	5920368	trampha@gov.bw
5	Department of Technical Services	Frans Bale	3102334	fbale@gov.bw
6	Department of Lands			
	Under secretary Housing	S. Bojase	3682022	sbojase@gov.bw
7	Youth Officer	E. Madimabe		
8	Department of Youth & Culture	Benjamin Rankosha	3909222	brankosha@gov.bw
9	Department of Energy Affairs	K. Molosiwa	3914201	kemolosiwa@gov.bw
10	Department of Water Affairs	Nayang Gaoboepo	3903508	ngaoboepo@gov.bw
11	Local Govt Development Plg	Masego Mooketsi	3658400	mjmooketsi@gov.bw
12	Kgatleng District Council	Sebereki Baruti	5749483	sbaruti@gov.bw
13	Francistown City Council	Kesaobaka Mcdonald Moreeng Edwin Sechele	2411050	mcdmoreeng@gmail.com
14	Central District Council	Tiisetso Dube	4637217	tdube@gov.bw
15	Gaborone City Council	Lentswe Lesenyegile	3907949	llesenyegile@gov.bw
16	Lobatse Town Council	G. Mthetho M.K. Selekisho	5305868	
17	Department of Waste Management and Pollution Control	Wada Patella Ms Sechele	3934486/79	wpatella@gov.bw

18	Meteorological Services Dept	L. Ntshwarisang	3612200	ntshwarisang@gov.bw
20	Gender Affairs Department	Rachel Namutosi-Loeto	3912290	rloeto@gov.bw
21	Attorney Generals'	Ompatile Setlhabi	3613874	osetlhabi@gov.bw
22	Statistics Botswana	K. Chigodora	3671325/ 76183176 Fax 3952201	kwashic@gmail.com/ kchigodora@statisticsbots.org.bw
23	BOCONGO	B. Mabilo	3911319	bocongo@bocongo.org.bw
24	United Nations Development Programme	R. Moaneng	72116807	r.moaneng@undp.org
25	Department of Roads	Philip Kgafela	3913511	pmkgafela@gov.bw
26	Department of Road Traffic and Safety	A. Motshegwe	72379967	amotshegwe@gov.bw
27	Dept of Crop Production	Z. Phillime	71750160	zphillime@gov.bw
28	Botswana Police Service	Ms Monamorwa	362268	
29	National Disaster Management Office	N. F Moyo	3950936	nmoyo@gov.bw
30	Trust for Community Initiatives	Mark Batisani	74600874	markeyzgp@yahoo.com

ANNEXURE 2: CASE STUDY: REVISED GABORONE CITY DEVELOPMENT PLAN 1997-2021

The chapter also presents a summary of the Revised Gaborone Development Plan 1997-2021 as case study of innovative planning initiatives undertaken in Botswana since 1996

8.2.1 The Revised Gaborone Development Plan 1997-2021 features as one the innovative planning initiatives undertaken in Botswana since 1996. At least three features of the Plan stand out namely- consultative process followed, spatial development concept adopted and the recommended governance structures. These are summarized below.

Consultative Process

8.2.2 The Revised Gaborone Development Plan employed extensive consultation process that employed innovative strategies that took advantage of the latest developments in ICT. With the support of Mascom- one of the mobile phone service providers in Botswana, the general public was urged to submit comments and suggestions on the kind of city they would like Gaborone to become. In addition, a website was also opened through which the general public could make their submission. Radio-talk shows and phone-in programmes were organized and widely used by the public. The consultants used the submissions to augment the traditional and mainstream public meeting popularly used in Botswana for data collection and information dissemination. In the case of the Revised Gaborone Development Plan 1997-2021, it was evident that the use of use of ICT facilitated access to a wider audience as demonstrated by the response obtained.

Spatial Development Concept

8.2.3 The spatial concept upon which the Revised Gaborone Development Plan was prepared was a departure from previous spatial planning in Botswana. The plan emphasized creation of a more balanced, compact and sustainable city with emphasis on densification, redevelopment of existing areas and greater mixing of compatible land uses. Mixed land use recommended in the Revised Plan was a major departure from the existing plan which emphasized the traditional separate land use zoning. The revised plan also called for flexibility in dealing with applications for change of land use. The Plan viewed application for change of land use as indicative of development in the market which urban planning should work towards supporting.

Recommended Institutional and organizational Arrangements for the Governance of the City

8.2.4 The Plan took cognizance of the institutional framework within which the management of the City of Gaborone operated. The areas abutting Gaborone City fall under different administrative authorities- there are privately owned freehold farms and communal land administered by District Councils. The Plan called for the creation of development synergies for the Greater Gaborone Area. The recommendation was for the establishment of a Joint Planning Authority which would draw membership from stakeholders from Gaborone and its environs.