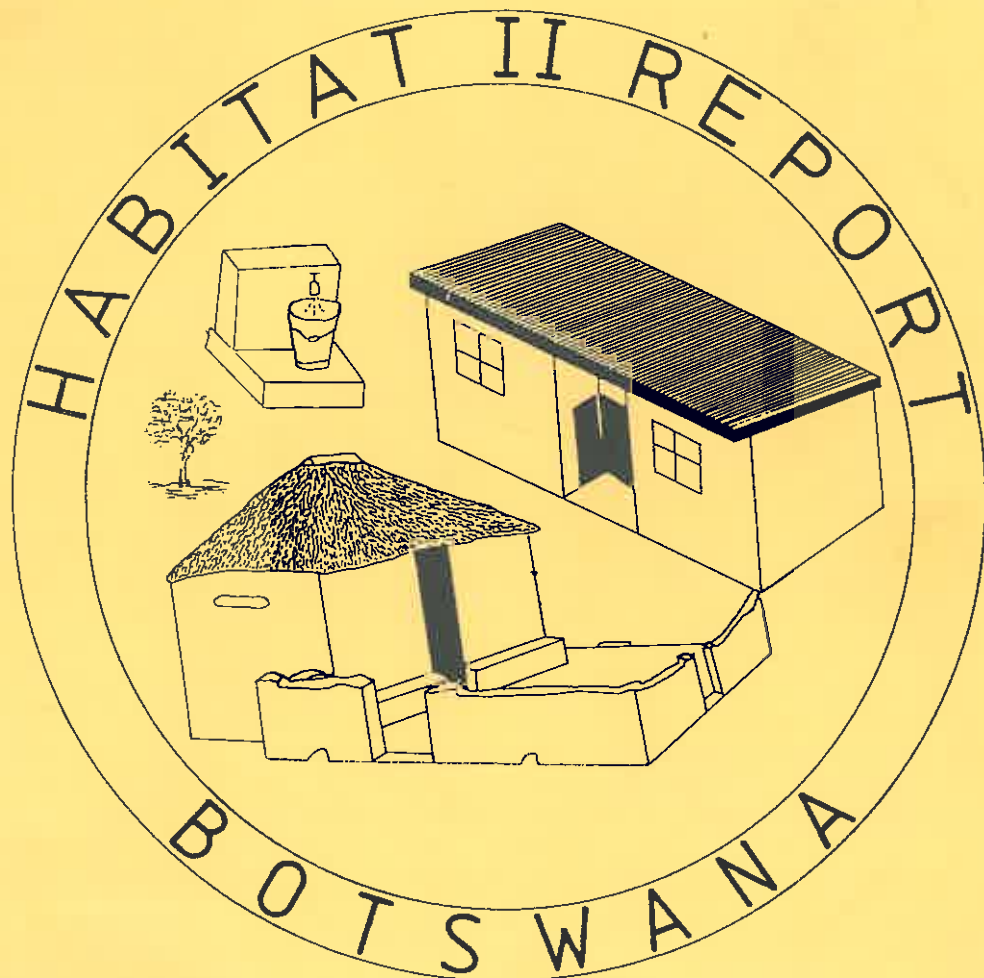




REPUBLIC OF BOTSWANA



# NATIONAL REPORT AND PLAN OF ACTION FOR HABITAT II



MINISTRY OF LOCAL GOVERNMENT, LANDS & HOUSING  
MARCH 1996

NATIONAL REPORT AND PLAN  
OF ACTION FOR HABITAT II

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## PART I

### 1.0 BACKGROUND

Habitat II was declared by the United Nations General Assembly Resolution 47/180 to be the second event on human settlement aimed at offering an important opportunity to bring both human settlements and housing issues to the world attention. The broad aim of Habitat II is *"to awaken the world to the problems and potential of human settlement as engines of social progress and economic growth; and to commit the world leaders to making our cities, towns and villages healthy, safe and sustainable"*.

The United Nations Commission on Human Settlements at its fourteenth session held in Nairobi, Kenya on the 26th April 1994 recommended two central themes for Habitat II:

- i) **Sustainable Human Settlement in an Urbanising World; and**
- ii) **Adequate Shelter for All.**

Efforts on the development of sustainable human settlements and adequate shelter for all are in line with the Rio Declaration (Agenda 21) in particular, chapter 7. Its overall objective is **"to improve the social, economic and environmental quality of human settlements and the living and working environments of all people, in particular the urban and rural poor"**. This therefore, call for increased efforts in the development and improvement of human settlement management; provision of adequate shelter; promotion of sustainable land use planning; promotion of integrated provision of environmental infrastructure, (water, sanitation, drainage and solid wastes); sustainable energy and transport system, improved disaster management; and the promotion of human resources development and capacity building. It is important for individuals to have access to safe, healthy shelter. Botswana's effort in this regard will be one of **'enablement'** to facilitate access to shelter. The way forward will be through partnership with the private sector, non-governmental organisations, community organisations and through international cooperation.

These themes were accepted by the world community including Botswana as reflecting basic human settlement concerns that deserve attention at the international, national and local levels. National governments were called upon to prepare National Plan of Action through a structured process of addressing all of human settlement types and sizes both in urban and rural areas.

Having participated in various meetings including the Nairobi meeting of the Commission on Human Settlement, meetings of African Ministers also in Nairobi and several other meetings, Botswana like other countries found it necessary to prepare a National Plan of Action which will set the pace for the next two decades during Habitat II.

This Action Plan confirms Botswana's commitment to the United Nation call for sustainable Human Settlement Development in an urbanising world and adequate shelter for all. The call is aimed at improving the living and working environment of cities, town and villages. Botswana being part of a globalised and urbanising world intends to cooperate with the international community in seeking appropriate and innovative solutions to shelter and settlement problems. In fulfilling this commitments, goals and objectives of the international community, Botswana believes that all actions towards shelter and sustainable settlement development should take into account national development priorities, capacities and circumstances. This means that the needs of the international community must not override the national commitment.

### 1.1 Preparatory Process

In August 1994 the Ministry of Local Government, Lands and Housing appointed a National Committee to prepare a National Plan of Action that will guide the national development programmes, settlement planning and shelter provision as a preparatory process for HABITAT II. The National Committee was formed comprising of key institutions from all sectors that have a significant influence on human settlements and shelter.

The Chairperson of the Committee is the Assistant Minister of Local Government, Lands and Housing (MLGLH), Honourable Mrs Margaret Nasha.

The following are government departments, local authorities, parastatals and non-governmental organisations represented on the Committee:

1. Department of Housing (MLGLH)
2. Department of Town and Regional Planning (MLGLH)
3. Department of Lands (MLGLH)
4. Planning Unit (MLGLH)
5. Department of Local Government & Development (MLGLH)
6. Ministry of Finance and Development Planning
7. Gaborone City Council
8. Francistown Town Council
9. North West District Council
10. Ghanzi District Council
11. Central District Council
12. South East District Council
13. Botswana Housing Corporation (BHC)
14. Botswana Building Society (BBS)
15. Botswana Technology Centre
16. Habitat for Humanity

The Committee met on several occasions to discuss policies and programmes which have been implemented in the country since Habitat I and have suggested issues that should be examined in line with the theme and programme areas for Habitat II. These policies and programmes fall within the National Housing Policy and settlement development strategies.

The preparatory process included district wide consultations through meetings with local authorities. The preparatory process also coincided with the National Development Plan VIII Consultative process which was a nation wide exercise. Shelter and settlement issues featured prominently during the National District Development Conference (NDDC) held in December 1995. The private sector, parastatal and non-governmental organisations have played an important role in contributing ideas and suggestions and also carrying out consultative seminars at grassroots levels. The National Plan of Action therefore, represents contribution and opinions from the relevant sectors of the society.

## **2.0 PHYSICAL DEVELOPMENT POLICIES AND PROGRAMMES**

### **2.1 Population and Settlement**

Botswana is a landlocked country with a small population (1 326 796 in 1991) relative to its land mass. It is growing rather rapidly. It is one of the fastest growing countries in Africa at a rate of 3.48% per annum. This implies that the population would double in 20 years. The population is concentrated on the eastern part of the country where soils, water and pasture are favourable for farming. Communication links, marketing outlets and manufacturing enterprises are also well developed in the region. Eighty percent of the country's settlements and population are residents here. Within this eastern hardveld region, the largest concentration of population is in the south-eastern corner around urban centres of Gaborone and Lobatse as well as major villages of Molepolole, Ramotswa, Kanye and Mochudi. The western and northern regions are predominantly sandy to wet sandy veld respectively with major tourist destinations of Maun and Kasane. Tourism is one of the major economic activity in the north. Other activities include livestock and some limited commercial arable farming in Pantamadenga. The western region is endowed with wildlife giving it a high potential for tourism. It is also a livestock rearing area.

The skewed distribution of population and settlement implies that planning and development will be concentrated in this area. The east, also is beginning to experience water shortage especially in large urban and village centres, hence the need for prompt water development programmes.

Although urbanisation is a fairly recent phenomena in Botswana it is growing at a rapid pace. Prior to independence in 1966 only 4% of the population lived in urban areas. In 1971 and 1991 the urban population was 9% and 17.7% respectively while in 1991 it was 45.7%. Compared to two decades ago, it is quite evident that more people are living in urban areas. On the whole this represents a growth rate of 8.4% per annum for urban areas. The increase is due to rural-urban migration, establishment of new towns, and the re-classification of villages into urban. For example, villages of Serowe, Mahalapye, Palapye, Mochudi, Molepolole, Ramotswa, Kanye, Maun, Letlhakane, Mogoditshane etc have been classified as urban after 1991 population census.

Furthermore the high urbanisation has been fueled by better economic prospects particularly during 1980. The development and growth of the mining sector, in particular diamond exploitation led to the dramatic turn in the economy. This stimulated the infrastructure and housing developments and financed the expansion of government services. It is estimated that in real terms the Gross Domestic Product growth averaged 13% per annum during the 1980s.

The growth of population in towns and urban areas has led to shortage of housing, inadequate economic and environmental infrastructure e.g. water, sanitation, waste disposal, electricity, telecommunication etc. On the other hand the rural areas became even more impoverished as the able bodied manpower drifted out to urban areas.

Botswana has therefore since 1976 developed a number of policies and legislation geared towards the development and improvement of human settlements. Sustainable human settlements depends on a stable population, sound economic base, supportive infrastructure and social services. It is therefore, quite apparent that responsive mechanisms and approaches be instituted to enable people to live safely and comfortably in settlements of their choice. In addition it is important for people to live in an environmentally safe, healthy and productive settlements.

The government of Botswana has developed physical development policies and programmes which ensure access to basic resources (land and finance) as prerequisite to the provision of shelter. The main underlying principle is to facilitate equitable access to land for all citizens. These policies, programmes and legislation include the National Policy on Housing, National Settlement Policy, Accelerated Land Servicing Programme, review of Town and Country Planning Act and its related regulations (i.e. Development Control Code and Urban Development Standards) and revised Tribal Land Act. The National Settlement Policy forms the basis for physical planning including land use planning and related land control measures.

## 2.2 National Settlement Policy

Due to the rapid, urban growth resulting in excessive polarisation between urban and rural areas, Government introduced the National Settlement Policy (NSP) during the National Development Plan V (1979-85) period. The policy was introduced as a measure to counteract the prevailing bias of investment to urban areas, in particular Gaborone. The inordinate growth of Gaborone and its inherent advantage as the national capital threatens the whole balance of development to the detriment of other major centres. However the current policy acknowledges and emphasises the positive aspects of urbanisation, hence the need to ensure better management of urbanisation. The main goal of NSP is "to provide a framework for the distribution of investment in a way that reflect the settlement size, population, economic potential, level of infrastructure and their role as service centres". The specific objectives of NSP are:-

- To provide guidelines and long term strategy for the sustainable development of human settlement;
- To rationalise and promote the optimal use of land and the preservation of the best arable land;
- To promote conservation of natural resources for the benefit of existing and future generations;
- To provide guidelines for transportation and utility network in order to strengthen the functional linkages; and
- To reduce the rate of migration to urban areas.



The National Settlement Policy emphasises job creation in rural areas. Thus it calls for improvement of existing production activities, exploration of development potential and the identification of the necessary infrastructure which will improve the well being of the local communities.

One of the basic features of the National Settlement Policy is the creation of national settlement hierarchy to facilitate the growth of both rural and urban settlements in support of agriculture and other productive activities. The logic behind being to concentrate scarce financial and manpower resources etc in selected settlement with the highest potential for development, thus supporting agriculture and other productive activities including manufacturing, processing and service activities.

It is through the National Settlement Policy that Government attempted to rationalise and guide the location and provision of services and economic investment. However it is not the intention of NSP to dictate where people should stay but instead it provides guidance for people to settle in areas with the best development potential offering opportunities for improved standard of living.

A settlement policy based on three planning levels has been adopted. These levels include the following:

- i) Primary Centres - These are large urban and rural settlements offering better employment opportunities, social facilities and infrastructure services. These centres include four urban centres of Gaborone, Francistown, Selebi Phikwe, Lobatse as well as six major rural villages of Serowe, Maun, Mahalapye, Palapye, Mochudi, Molepolole, Ramotswa and Kanye. Primary centres are defined as settlements with a population of more than 20 000 and have a high development potential. They are places of residence for 35% of Botswana's population. Both urban and rural centres have all been grouped under the same category as a way of applying a similar standards of infrastructure and the provision of services. Planning in these centres is intensifying. The development of urban settlements has outpaced the rural settlements as they have strong economic base, and specific budget provision for their physical development, while the rural ones have to compete for development funds. Their economies have for a long time continued to be rural based. However since the mid 1980 their economies and structure have taken an urban form thereby calling for special attention. In 1990 most of the essential infrastructure i.e, water, electricity, bitumenized roads etc were provided in all this centres. The only problem is access of the services to individual plot holders due to the difficulty in the traditional physical structure of the villages and limited financial resources. The improvement in infrastructure in this major rural centres have made them new destination for migrants from smaller villages.
- ii) Secondary Centres - These are intermediate rural and urban settlements which have a population ranging between 10 000 - 19 999 and act as market distribution and service centres for their surrounding regions. They include four urban centres, Orapa, Jwaneng, Kasane-Kazungula and Ghanzi and rural

centres of Thamaga, Bobonong, Tonota, Hukunsi, Letlhakeng, Charleshill, Tsabong, Gumare, Letlhakane, Tlokweg, Goodhope, Moshupa, Mabutsane, Shoshong and Mmadinare. They are residences for 10% of the nations population. Most of these centres are subdistrict centres, mining towns or rural service centres. The majority of the secondary centres are well provided for in terms of infrastructure and social services. Accessibility to individual consumers is still a problem. There is scope for greater improvement and upgrading of infrastructure and social services.

- iii) Tertiary Centres - These are small settlements envisaged as functional units, capable of being developed as production areas, rather than as individual settlements. These are largely the remainder of the country settlements and communities. Tertiary centres are villages of 500 - 999 people. This category of settlement has further been subdivided into four groups to serve as guide in the provision of services. The level of services is provided on the basis of the functional status of the settlement. For example production related infrastructure is provided in areas with the highest potential for development. However, other services are provided to some settlements as an incentive for communities to start improving themselves.

The National Settlement Policy has contributed to the formulation of a number of planning approaches, development project and programmes which are in line with the national principle of social justice. The policy has made significant contribution to the initiation and formulation of the following policies and programmes.

- i) Creation of Sub-district Centres - Because of the need to provide services to the people in an efficient manner, government established sub-administrative units and district centres to provide services to the local communities. These units are referred to as subdistrict centres (secondary centres). These centres have reduced the great distances that communities have to endure to get services. They have also become focal centres of development.
- ii) District Physical/Spatial Plans - District spatial plans/settlement strategies are elaboration of NSP prepared for each district. These define settlement hierarchy and structures according to which the district will be divided into sub-areas or production areas. This planning approach provides guidance for area specific planning and development. The emphasis is on sustainable utilization of natural resources and other man-made resources. The District Settlement Strategy is prepared as a complementary document to the District Development Plan (economic plan) which has 6 years planning horizon. The District Settlement Strategy has a twenty year planning horizon.
- iii) Settlement Plans - These are specific plans targeted for the orderly and progressive development of both rural and urban settlements. Settlement Development Plans have been prepared for all urban and most major rural centres. Their planning horizon has been 10 years. The plans for urban areas have been implemented with some degree of success as compared with the rural plans. The urban plans are statutory while the rural plans have been

advisory. The planning legislation that has strongly been applied to urban areas has not been applied in rural areas; instead the Tribal Land Act which is an administrative act has been applied. Lack of capacity and technical know how, also contributed to the slow implementation of plans in rural areas.

- iv) Communal Area Planning - is a concept which was introduced in 1980/81 for the development of communal areas. It involves the designation of a defined geographic unit below the district level through the district for spatial planning. Emphasis is on the identification and implementation of agricultural production including non-farm employment.
- v) Financial Assistance Policy - Launched in May 1982 with the main aim of creating employment and expand the economic base of the country. The programme is intended to provide financial assistance to entrepreneurs in the industrial sector, as well as certain agricultural and many small scale activities. The financial package is much more favourable to industries locating in rural areas. Rural industries financed under this scheme enjoy tax breaks and other incentives for a period of five years. There are also extra concessions for citizens and women owned industries. The Financial Assistance Policy has been successful in establishing productive employment and income generating ventures in settlements of varying sizes.
- vi) Rural Industrialisation - Through the preparation of settlement/village plans a number of industrial and commercial sites were developed and serviced. Most of the site have been allocated to entrepreneurs. The development of industries in major centres where industrial sites have been provided had moved at a different pace due to the variation in their resources base, size and access to markets. Industrial plots in towns are developed much faster than those in rural settlements.

The National Settlement Policy calls for the decentralisation of both public and private sector activities to other centres in particular rural centres. As a pre-requisite for encouraging the private sector to move to other centres Government has to decentralise its own activity. As a first step, government decentralised physical planning to improve capacity at the district level, physical planners were posted to the districts. In addition government introduced major village infrastructure programme (LG149). The project is intended for the improvement of infrastructure in major villages and also to facilitate the implementation of approved plans. It is through this project that major villages have got a face lift in terms of infrastructure and the enhancement of employment of opportunities.

The policy has constantly been refined during the subsequent National Development Plan (.e (i.e NDP VI - 1985 - 1991 & NDP VII 1991 - 1997). While the policy more or less still maintain the same objectives, emphasis is on developing a long term strategy for integrating physical, environmental and economic planning (NDP VII p. 421). The policy emphasis the need to identify linkages between various projects and how development in one area affects or should affect development in other areas.

The National Settlement Policy recognises that urbanisation is an important engine for development. Thus in NDP VII and NDP VIII government intends to redesignate some of the rural villages as urban settlements reflecting their increasing size and decreasing dependence on agricultural employment. Allocation of resources will be based on population size and other special considerations, such as development of new resources in less populated areas, and assistance to remote areas.

The first priority in terms of development will be accorded to upgrading major villages. Roads, stormwater drainage, sewerage, water supply and telecommunications will be developed. The programme will be in phases: The Phase I of upgrading programme will include villages of Maun, Serowe, Mahalapye, Mochudi, Molepolole, Ramotswa and Kanye all of which have been declared planning areas to ensure proper development control. Phase II will cover all secondary centres and will be coordinated with the District Development Plans. The village upgrading as indicated will be carried out mainly in less-developed primary and secondary centres by:-

- streamlining financial and social incentives to attract investors
- applying appropriate land tenure system; and
- implementing village plans and utilizing natural resources more efficiently.

Uniform standards for upgrading infrastructure will be applied to all rural primary areas. Uniform criteria for location and provision of services will be applied by all departments and local authorities. Where possible costs of development in primary and secondary centres will be recovered.

## **2.3 Village and Town Planning**

### **Background**

The Department of Town and Regional Planning (DTRP) was established in 1972. that was the first major step Botswana Government took in response to the need to address the issues of settlements in the country. The 1976 Habitat I Conference encouraged Botswana Government to regard Town Planning as a tool with which to make the best use of land through deliberate planning of towns and villages.

In 1977 the Town and Country Planning Act was enacted and became operational in 1980. It was only applicable to the first seven towns, i.e Jwaneng, Lobatse, Gaborone, Selebi-Phikwe, Francistown, Kasane-Kazungula and Ghanzi townships. The Act requires development plans to be prepared within two years of declaring settlements, Planning Areas.

### **Preparation of Development Plans**

The objectives of the development plans were based largely on the overall national goals contained in the National Development Plan of 1979-1985. These broad objectives stressed the theme of employment creation and rural development. In

order to address these goals, the Ministry of Local Government, Lands and Housing identified four aims listed below:

- "to increase the responsibility of Local Authorities for development in their area, and their capacity to fulfil this responsibility;
- to integrate physical and economic development within and between rural and urban areas and to develop a National Settlement Policy;
- to continue efforts to provide government services of comparable quality to Batswana of all social backgrounds in all areas; and
- increasingly to provide activities that are directly productive and employment generating".

The above aims indicate that at least the government was taking a positive step in enabling the local authorities to carry out the physical planning and implementation properly and with minimum of impediments. It will however be noted that much of the comprehensive physical planning and declaration of settlements into planning areas started with urban centres. The proper comprehensive physical planning work started rather late and slow in rural areas for various reasons. One of the reasons being lack of information in rural areas as compared to towns and also that thorough consultation had to be mounted with local inhabitants whose traditional life style was already well established. The preparations of the National Settlement Policy (NSP) assisted by defining the role of each settlement within the settlement hierarchy. So when the development plans were prepared, particular attention and effort were made to ensure that proposals contained in each plan prepared the settlement to adequately plan its role as defined within the NSP. If the town or village was a regional or district headquarters, effort would be made to provide it with facilities, services and infrastructure that will benefit the whole region.

The proliferation of new settlements was discouraged by encouraging people to settle in already existing settlement so as to use already existing facilities rather than to provide and duplicate services throughout tiny mushrooming settlements. This step also discouraged under-utilization of public facilities like schools, clinics and other community services.

On every detailed level, the development plans recommended small plots than was previously the case. Smaller plots ensured that more people benefited from allocated lands. In order to achieve these goals and objectives each settlement plan had to cover the following basic detailed elements:

- to apply in physical form at the local level, the National Plan policies as stated earlier;
- to examine the regional and sub-regional role the settlement is expected to play with a view to make it capable of playing that role by making relevant proposal;

- to review existing land uses inside the settlement with a view to propose changes where necessary;
- to allocate land for specific purposes to meet development needs for the next ten to fifteen years or even twenty years in case of cities;
- to identify the phasing of such developments in five year periods so as to provide appropriate implementation details for the implementation of the first period;
- to provide spatial framework within which central government and local council would establish priorities and prepare estimates for funds that will be required for services, civic and community facilities;
- to provide a coordinating role for the programmes of private, government and parastatal organizations; and
- to focus attention and discussion on the future development and character of the settlement by encouraging public participation in the formulation of proposal.

The preparation of development plans was only the beginning of a larger programme to follow. By 1984 not only development plans for urban areas were completed, development plans (of varying levels of details) for eight major villages of Kanye, Molepolole, Ramotswa, Mochudi, Mahalapye, Palapye, Ramotswa, Mochudi, Mahalapye, Palapye, Serowe, Maun and a number of smaller settlements were at various stages of preparation. However, these village plans were not statutory, because the settlements were not declared planning areas. The control of development in these settlements had no legal backing. Hence the plans were essentially advisory.

#### Declaration of Major Villages into Planning Areas

It is only after the settlement has been declared a planning area in accordance with the Town and Country Planning Act that its development plan becomes statutory and it becomes compulsory to follow and implement its proposal. The control of development is then backed by the Act and any deviation contravenes the Act. Therefore progress is usually better in settlements declared planning areas.

The Development of Plans for eight major villages mentioned above did not always achieve its intended objectives since they were not binding. The government then acknowledged the fact that part of the solution lay in declaring these villages planning areas, and on setting in place institutional framework needed to implement provisions of the Act once it became operational in these settlements. In April 1995 the eight villages were declared Planning Areas and statutory Development Plans were produced within two years. That facilitated an orderly development.

Physical planning is going on not only in these major villages but also in smaller ones to control settlement sprawl and achieve the same objectives of improving the living environment as explained. It is ever more urgent to prepare enforceable statutory plans particularly in all major settlements since the current problems are similar to those encountered in towns.

## **2.4 Accelerated Land Servicing Programme (ALSP)**

In 1987 the shortage of serviced land and residential accommodation reached a critical level beyond which a decisive action had to be taken by government to address the situation. Accordingly a joint working group was established comprising representatives of the Ministry of Local Government, Lands and Housing, Ministry of Finance and Development Planning, Ministry of Commerce and Industry, and Ministry of Works, Transport and Communications.

The Membership of the Working Group included Department of Town and Regional Planning, which provided both the secretariat and the Chairmanship, Ministry of Mineral Resources and Water Affairs the then Department of Surveys and Lands, and that of Water Affairs, Roads Department and Architecture and Building Services Department. The Botswana Housing Corporation, Botswana Development Corporation, Botswana Railways, Water Utilities Corporation were some of the parastatal organization which were included in the programme design and implementation.

The Working Group was assigned to identify the problems associated with land servicing and to recommend solutions. The Group was requested to make projections for serviced land requirements for residential, commercial and industrial development to cater not just for 1987 -1992 period, but also to plan for the next ten years after 1992.

### **Identification of Serviced Land Requirements**

#### **Residential Land Requirements**

At the beginning of the programme it was observed that at least four applications were received for every plot advertised in Gaborone, while three were received for every plot in other urban centres. The Botswana Housing Corporation had a waiting list of 26 000 applicants nationwide from which 20 000 were in Gaborone alone. The backlog of low income i.e Self Help Housing Agency SHHA programme type applicants was 9 515 including 6 127 for Gaborone alone. These figures were over and above what was already planned for in urban centres.

In order to minimise the incidence of double applications, BHC figures were utilized. It was also estimated that the following ten years would require 4 600 units per year, making a total of 46 000 plots in the end.

## Industrial and Commercial Land Requirements

No waiting list was kept for commercial and industrial plots by Government. However a minimum of two applications for each advertised plot in Gaborone and one application per advertised plot for other towns have been recorded. Nevertheless, Botswana Development Corporation estimated that 256 hectares of land were needed for Gaborone alone between 1987 and 1992 and 90 hectares needed rail services.

The policy contained in Government White Paper No. 2 of 1984 required the government to keep a supply of industrial land and buildings ahead of development to remove unnecessary obstacles to investment. Therefore it was essential to maintain a 'Land Bank' of serviced industrial land. Furthermore, the Botswana Development Corporation (BDC) had plans to develop some of its land into factory shells to help those who did not have resources to pay for both land and the construction of buildings at the same time. Commercial land was regarded very much as ancillary to residential and industrial land. It was very much provided for in town centres and much of it was not yet developed.

## Development Plans Preparation

Development Plans for the urban areas were then prepared based largely on anticipated growth for these areas; ie based on population growth, industrial and commercial demand. Table 1 below indicates plot requirements from 1987 up-to and beyond 1992 as identified during 1987 by DTRP in the Working Groups report. There were already 1 472 residential, 16 industrial and more than six commercial plots serviced and ready for development in 1987. A total of 7783 residential plots, 41 industrial and at least 214 commercial plots were designed and ready for servicing. In order to meet the requirements for 1987/1992 period, 12931 residential, 754 industrial and 451 commercial plots were needed in addition to the already existing plots. The requirements for 1992/2002 period amounted to 15 937 residential plots. No forecast for industrial and commercial plots was made for this period.



**TABLE 1: ALSP LAND REQUIREMENTS 1987 AND BEYOND**

Col. 1                      Col. 2                      Col. 3                      Col. 4

	Col. 1 Serviced and available for development 1987	Col. 2 Available for immediate servicing 1987	Col. 3 Unserviced but projected as necessary for expansion 1987-92	Col. 4 Total available land beyond 1992
<b>Gaborone</b>				
Residential	834 plots	2973 units	1230 ha (12300 units)	1800 ha
Commercial	-	85 ha (170 plots)	2 ha (20 plots)	
Industrial	11 plots	16 plots	212 ha (424 plots)	
<b>Francistown</b>				
Residential	375 units	4060 units	535 ha (5350 units)	13011 ha (available from Gerald Estates)
Commercial	-	28 plots	10 ha (200 plots)	
Industrial	3 plots	25 plots	-	
<b>Selebi Phikwe</b>				
Residential	114 units	-	100 ha (1000 units)	230 ha
Commercial	-	-	2 ha (20 plots)	
Industrial	-	-	10 ha (50 plots)	
<b>Lobatse</b>				
Residential	149 units	150 units	260 ha (2600 units)	346 ha
Commercial	-	-	8 ha (160 plots)	
Industrial	2 plots	-	30 ha (150 plots)	

<b>Jwaneng</b>							
Residential	-						
Commercial	-						
Industrial	-		6 plots			150 ha (1500 units) 4 ha (80 plots)	340 ha
<b>Kasane/Kazungula</b>							
Residential	-						
Commercial	-						
Industrial	-	6 plots		600 units 1,68 ha (16 plots)		156 ha (2340 plots) 31 plots 19 ha (95 plots)	100 ha
<b>Ghanzi</b>							
Residential	-						
Commercial	-						
Industrial	-						
<b>Total Residential Plots Col.1 only</b>					7 783 units	24 001 units	15 937 ha
			1472 (of which 1211 are under development by BHC)				

Source: DTRP 1987

## Problems and Constraints Encountered in Provision of Serviced Land

The implementation of ALSP encountered a number of problems. The land requirements identified by the ALSP is an indication of the magnitude of urban housing needs and problem prevalent in Botswana. If government could identify funding for servicing all the needed land, a lot more resources would still be required to provide social infrastructure such as clinics, schools, community centres recreational facilities etc which are also lacking in existing housing areas. Besides the provision of these facilities, manpower to run and maintain them was also an additional responsibility for government to address.

One of the major problems was lack of skilled manpower, mainly artisans required for construction during the programme. The only short term solution was to recruit the skilled personnel from outside Botswana, while training the locals was being done as a long term strategy. An influx of immigrants from neighbouring countries came in large numbers creating social tensions because some locals thought immigrants benefited unfairly from the projects that should benefit them.

The Accelerated Land Servicing Programme was estimated at P650 million after an initial figure of P500 million. As this programme had to be accelerated funds had to be diverted from other planned projects.

Another problem the Government had to reckon with was lack of water. An estimated P400 million was required to provide water for the region of Gaborone in the long term period.

## Recommended Measures to Address Shortage of Serviced Land

In order to address the above problems, short and long term measures were identified by the Working Group. Available serviced and partly serviced plots were allocated to BHC to begin construction immediately. Extension Fifteen (15) Tsholofelo Extension and a few other areas were identified as potential infill areas.

Gaborone West Phase IV with 3 000 hectares was given to BHC and Botswana Development Corporation (BDC) to service. Its 150 hectares would be available to service for industrial plots provision. Recruitment of professional and technical personnel was accelerated. All parastatals and government began an accelerated recruitment exercise to beef up their current manpower.

Large scale development projects were also embarked upon simultaneously with small ones. The involvement of private sector in the servicing of land was explored. This culminated in the drafting of guidelines by MLGLH to facilitate the involvement of private sector in the provision of serviced land.

Another exercise intended to promote the efficient use of serviced land, was undertaken. A study was carried out which resulted in the reduction of plot sizes and which encouraged intensification of development in urban areas. This led to the revision of Urban Development Standards of 1981.

## Current ALSP Status

The final target figure to be serviced by ALSP became 31542 plots of various categories. Out of this number 30225 were residential plots, 847 industrial and 470 commercial. To-date a total of serviced plots is 16715, representing 55% of the target figure. From this figure 16080 is residential, 405 industrial while 230 is commercial plots.

The servicing programme is still continuing ensuring the delivery of additional plots before the end of National Development Plan 7 period in 1997.

A total of 10 253 residential plots have so far been allocated. Work is ongoing to process the remaining 6 462 plots for allocation. There has been general delays in allocation and development of these plots. Apart from being serviced late, other causes of delays in the allocation and development of the ALSP plots include the high plot prices. Before ALSP, low income households (under Self Help Housing programme) people were allocated plots free. Now they are required to pay about P3 000,00. Also because of the slump in the building industry, the commercial banks are not willing to lend money for projects they consider unsafe. The six months payment period for the plot was also discouraging people from accepting their plots as they could not pay within that period of time. This period has now been changed to four year payment period.

## 2.5 Legislation

### Town and Country Planning Act

In 1977 the Town and Country Planning Act was drafted to replace the Town and Country Proclamation Act of 1961 which was put in operation before independence. The Town and Country Planning Act of 1977 is **"an Act to make provision for an orderly and progressive development of land in both urban and rural areas and to preserve the amenities thereof, for the grant of permission to develop land and for other powers of control over these land and for purposes of ancillary to or connected with matters aforesaid"**. This legislation has since been the guiding principle for the planning of settlements declared as Planning Areas.

The Act requires that Development Plans for any declared Planning Areas should be prepared within two years to facilitate development of infrastructure, housing and social services. It also provides for the establishment of the Board which assess application for planning permission and grant approval for development.

The implementation of the principles of the Act has been quite satisfactory particularly in towns. The public in general is aware of the benefits of having the Act hence, there is demand to extend its application to more areas.

The Act also provides for delegation of planning powers to responsible local authorities. The Minister of Local Government, Lands and Housing has transferred some powers to these authorities which are able to effectively address local community issues as regard development.

The only major problem with the Act is the long enforcement procedure. Where individuals or group contravenes certain sections it usually takes time to enforce the act. The procedure is quite long. According to the Act it is the Minister who authorises or issues an enforcement notices. There is need to streamline the enforcement notices to reduce the delays and make it more effective.

In addition to the Town and Country Planning Act there are subsidiary planning tools or regulations which have been put in place to facilitate development. There are Urban Development Standards and the Development Control Code. Both have contributed to the development of safe and healthy environment.

#### Tribal Land Act

The Tribal Land Act of 1969 is **"an act to provide for the establishment of Tribal Land Boards; to tribal land in such Boards; to define the powers and duties of such Boards and to provide for matters incidental to"**. The Tribal Land Act is a land administration legislation providing for the allocation of land, protection of tenure for those allocated land and for the control and settling of any land disputes. The Act does not only provide land to citizens but also facilitate land allocation to foreign investors through Common Law Lease. The Act was reviewed in 1989 to increase its effectiveness in addressing land development issues and to improve the tenure system for development purposes.

#### Urban Development Standards of 1992

The 1992 Urban Development Standards are revisions of the 1981 standards. A decision to revise the 1981 report was taken at an Urban Development Committee meeting held in 1985 after realising the inadequacies of the 1981 standards.

A study embracing "Standards and Cost of Infrastructure", and "Comparative Study of Construction Costs and Practice in Southern African Region" was conducted. Among other aspects, the studies compared and contrasted the practices in the region. The countries which were subject of the comparative analysis in the region were Zimbabwe (Harare), Lesotho (Maseru), Namibia (Windhoek) and the then Bophuthatswana (now Northwest Province) in South Africa.

**TABLE 2: REVISED PLOT SIZES**

Housing Category	New plot sizes (m <sup>2</sup> )		Old plot sizes (m <sup>2</sup> )	
	Minimum	Maximum	Minimum	Maximum
<u>High Income</u>				
Large	800	1 000	1 200	2 000
Medium	500	700	800	1 000
Small	400	450	450	700
Flats/Town Houses	100	200	300	400
<u>Middle Income</u>				
Upper Level	375	400	400	450
Lower Level	300	375	400	450
Low Income	200	300	400	450

**Source:** Urban Development Standards 1992

Land use categories that did not have clear guidelines in the 1981 standards report include Commercial and Industrial plot sizes. The 1992 Urban Development Standards have specified them as follows:

Commercial (m <sup>2</sup> )		Industrial (m <sup>2</sup> )	
Small	400		800
Medium			5 000
Large	5 000		20 000+

Other plot sizes which were also considered in the 1992 standards but not in the 1981 standards involve general public facilities provided in the neighbourhood centres such as markets, community halls etc. The primary and junior secondary school have their plot sizes increased to 4,5 and 9 hectares respectively to accommodate the current trend of modernizing education with additional activities and facilities. The senior secondary school plot size became 12 hectares. The open spaces were reduced by 33% generally to address the problem of urban sprawl. Other facilities provided in the neighbourhood unit, which were not specified in the 1981 standards are shown in table 3 below. It is important to note that some of the facilities such as nursery school and kindergarten are even below the international standards. This however is still an improvement or an increase compared to the previous 800 to 1200 metres squared as people were changing residential plots into these schools.

**TABLE 3: FACILITIES PROVIDED IN NEIGHBOURHOOD COMMERCIAL CENTRES**

Facility	Population Catered For	Area Per Person m <sup>2</sup>	Area Required m <sup>2</sup>
Nursery School	5 000	2,0	10 000
Kindergarten	5 000	0,9	4 500
General Dealer	5 000	0,12	600
Butchery	5 000	8,08	400
Bar & Bottle Store	5 000	0,12	1 000
Post Boxes & Posting	5 000	0,08	400
Restaurant & Takeaway	5 000	0,12	600
Market Stalls	5 000	0,24	1 200
Community Hall & Gym	5 000	0,48	2 000
Churches	5 000	1,0	5 000
Laundry & Dry Cleaning	5 000	0,2	1 000

**Source:** Urban Development Standards 1992

Standards for road reserves, carriage ways, pedestrian routes, sanitation, power lines and water line servitudes were considered and dimensions specified. Nevertheless Botswana's standards, especially plot sizes are still considered excessive by world standards.

The revision of the Urban Development Standards have resulted in positive developments. An area which was able to accommodate only five plots per hectare in Gaborone East (older part of Gaborone) can now settle ten or more plots in Gaborone West, which was largely planned using the revised standards.

#### Development Control Code of 1992

In 1978 the Government introduced a Development Control Code (DCC) to provide a set of regulations for consistent development of land in areas declared planning areas. The increasing urbanisation and rapid modernization have led to a situation where 1978 DCC was found to be outdated and inadequate. Consequently the 1992 DCC was prepared to improve on the 1978 Code.

The 1992 Code is more comprehensive, facilitative and flexible in accommodating different levels of social and physical infrastructure. It sets the minimum requirements and specifies situations where relaxation of minimum requirements may be considered, and therefore allows greater discretion to responsible Local Authorities.

The Code allows for more intensification of development in a residential plot. The plot coverage has been increased from 33% to 50%. The side yard setbacks have been reduced from 3,5 metres to only 2,5 metres while the front set back remains 5 metres. These modifications allow for the best use of land horizontally inside the plot.

The new Code ensures a higher quality of physical environment in residential industrial and commercial zones. It stipulates stringent adherence to safety precautions in fire fighting and rescue, proper access, load/unloading by vehicles, parking, storage and refuse disposal. The new Code further includes provisions for elderly and disabled people. Specific amount of parking space including access way leading to a building with proper facilities for these people must be planned for. It is also very comprehensive in that it includes development control requirements for land uses such as civic and community, mixed land uses, advertising signs and more details on petrol filling stations.

Finally the new code is applicable in both urban and rural areas declared planning areas under the Town and Country Planning Act. It is only used as a guide outside Planning Areas.

With these kinds of developments, it is hoped that the implementation of statutory and non- statutory development plans will be facilitated. The control of development will be easily understood and implemented with minimum of difficulties by both private developers and government.

## **2.6 Land and Land Policies**

### **Introduction**

Access to land is a basic prerequisite to the provisions of shelter for all. It is a way of addressing a number of problems including the vicious circle of poverty; ensuring security, peace and stability in the country. Land has to be distributed equitably and used efficiently by all those who have been given authority on any piece of land. It is therefore imperative that policies, plans and programmes which ensure equitable distribution and use of land are in place. Botswana has always made it a deliberate policy that all its citizens should have easy and equal access to land for residential, grazing and arable purposes. Legal instruments are in place to protect rights over the use of ownership of land. Although all these are in place the implementation of policies and enforcement of some legal procedures have proved to be difficult for various technical, economic, social and cultural reasons.



In addition to provision of access to land, government has formulated a number of policies and programmes for the development of land. These policies and programmes are mainly geared towards the development of infrastructure and housing. The application of these policies have differed in approach between urban and rural settlements due to the level of development. Such programmes include land servicing and Arable Land Development Programme which although is a predominantly agricultural programme has encouraged the development of permanent settlement at the lands which in turn became recognised villages. Farmers sometimes group their homesteads in one place and then demand their settlement to be recommended as a village.

### Land Tenure System

There are three legal categories of land in Botswana, including Tribal Land, Stateland and Freehold land. In urban areas government has introduced other forms of tenure including Fixed Period State Grant (FPSG) and the Certificate of Rights (COR) to provide secure tenure for plot beneficiaries.

#### 1. Tribal land

##### *(a) Communal Land Grant and Common Law Lease Grant*

In tribal areas land is allocated by Tribal Land Board under the Tribal Land Act of 1968. There are 12 main Land Boards and 33 Subordinate Land Boards. The Tribal Land, often referred to as Communal Land, comprise of 71% of the country's land area. It is allocated to citizens freely under Customary Land Grant. Under Customary Land Grant households are allocated land free for residential, grazing and arable production. Once land is allocated to an individual, he has a secure holding for 99 years or lifetime and could be passed on by inheritance to heirs. The other form of grant is under Common Law Lease Grant. Under Common Law Lease Grant, land is allocated for residential purposes for 99 years, commercial and industrial purposes for 50 years. These leases are given on a case by cases basis and cover small proportion of the tribal land and it is open also to non-citizens on lease basis. Land allocated under common law is easily hypothecated.

##### *(b) Leasehold*

Government has also introduced a leasehold tenure which has been applied mainly on commercial farms. With the leasehold, a lessor temporarily passes possession from one owner (lessor) to another person (lessee). The lessor confers on the lessee the right to hold and utilize immovable property for a specified period of time in relation to rent paid to the lessor. It is registrable under the Deed Registry Act and readily hypothecated.

## 2. State Land

The state land comprise of 23% of the Botswana's land area and it includes mainly National Parks, Game Reserves, Wildlife Management Areas, Forest Reserves and Leasehold Ranches. Statelands are under direct control of Central Government and applications are lodged through the Department of lands in the Ministry of Local Government, Lands and Housing. Land allocation is made in two forms of tenure:-

### (a) *Fixed Period State Grant (FPSG)*

This title is granted for 99 years mainly on state land and it is applied in townships. It is often described as a capitalised lease, a lease with a total rent fixed at the commencement rather than periodically over the life of the lease. Under this system the lease is guaranteed for a period of time, at the end it reverts to the state. FPSG is registrable under the Deeds Registry Act, readily hypothecated and transferable. This type of lease is mostly applied in urban areas. Individuals acquiring residential plots under this tenure system must certify a development covenant of four years. The plots are generally fully serviced.

### (b) *Certificate of Rights (COR)*

The Certificate of Rights was developed in 1970s as a means of providing a secure tenure for urban plot holders allocated in the Self Help Housing Authority (SHHA) Scheme. The whole intention is to provide the urban poor with secure tenure while avoiding the complexity and cost of title registration. Under the COR the plot holder has usufruct rights of the plot while the state retains the ownership. It is inheritable and it may be pledged, ceded, assigned and transferred with the consent of Local Authority. It is convertible to 99 years Fixed Period State Grant.

## 3. Freehold Land

This comprises of 6% of the total land area and forms part of a well developed and highly productive agricultural land. Freehold title is created by government to grant land to private persons. The title received does not lapse with the passage of time and it is inheritable, registrable, easily transferable and readily hypothecated.

## Land Use System

Land use system of any given society is more or less determined by the availability of natural resources, economic, social and environmental conditions. For example, agricultural land use of Botswana, particularly in relation to livestock depends on availability of the range resources, other socio-economic and cultural factors. In Botswana factors affecting land use are:-

- rapid increase of human and livestock population which leads to overuse of land, degradation of the range leading to deforestation and desertification;
- development of non-agricultural sectors mainly in urban areas which result in large urban settlements;
- advancement in water technology and eradication of tsetsefly opened new areas; and
- changes in land management institution with transfer of responsibility of land allocation from Chiefs to Landboards has affected the land use system one way or the other.

Botswana's land has been divided into six categories, arable land, cattlepost, fenced ranches and farms, national parks and game reserves, forests, open water and swamps.

Some of the land categories such as national parks, game reserves and forest are protected by statute against any encroachment. The rest are either communal, freehold or state land allowing mixed and extensive uses. Arable agriculture in Botswana is predominantly of extensive type allowing citizens to grow staple food crops and some cash crops. There is a deliberate policy of fencing arable lands on individual basis and on communal basis. The communal fencing referred to as drift fencing is used to separate arable lands from livestock grazing areas and in some cases it is used as protection against livestock diseases (cordon fences).

Although the land tenure systems have been designed to provide security of land ownership to households, they have not really led to an overall improvement of the land nor the well being of the people. This is particularly true in the Tribal land area where land is communally owned, and anybody can use it will. Widespread land degradation (overgrazing) is rampant around villages and watering points. The Tribal land has not been easy to hypothecate especially without legally surveyed plots. The stateland and freehold land have also been affected especially where there is mismanagement of the land. This is particularly true in cattle ranching areas and to some extent wildlife areas where livestock and settlements have been allowed. In urban areas commercial banks and other financial institutions have been reluctant to accept the Certificate of Rights. Holders of Certificate of Rights have only benefitted from loans for the development or improvement of their plots through the Building Material Loan Scheme under SHHA.

## **2.7 Land Policies and Programmes**

### **Land Servicing**

The overall government housing strategy and policies emphasises efficient planning and development of land. According to the National Development Plan Seven (NDP VII) Government objective is to ensure that every citizen has access to safe, sanitary

housing and to increase the proportion of housing owned by citizens. Thus the government role has been:

*"To assist villages to improve rural housing by providing land use plans, physical planning services, extending physical and social infrastructure to additional settlements within the criteria established by the National Settlement Policy; and*

*To participate with private sector in providing serviced plots and urban housing to ensure that no inhabitants of an urban area need live in squalid conditions".*

The provision of serviced land particularly in urban areas is stated in Government Paper No.1 of 1990 which emphasises the provision of an adequate number of serviced residential plots for sale to the public. This is a long term solution to achieve private residential housing that are affordable.

*"Government believes that the only solution to the chronic housing shortage is to substantially increase the availability of serviced residential land, on the other hand and to drastically reduce BHC role as a property owner and land lord, on the other. It is not the function of government to provide lease hold accommodation to all who need housing, any more than it is a function of government to produce food and clothing for general consumption. Housing like other consumption items, is best produced and acquired by individuals and firms in the private sector, using market prices to ensure resources are efficiently used".*

The government's aim is to move to an equilibrium in the supply and demand for housing and serviced land while ensuring that all citizens have access to affordable housing.

The drive to serviced land are complemented by:

- measure to encourage citizen home ownership
- reduction in Botswana Housing Corporation (BHC) role in leasing houses, except for institutional housing, retaining a role in the provision of serviced land and construction of limited range of low, medium and high dwellings which, in the short term cannot be provided by the private sector
- selling existing stock of BHC houses to generate private market in housing and housing services
- imposing fewer restrictions necessary for health and environmental protection on housing standards to permit people to build according to their resources, subject to zoning restrictions
- maintaining the principle of fixed tenure rather than freehold for urban property so as to avoid freehold property passing to foreign ownership

- developing sectional titles, so that there can be a market in apartment dwellings
- extending the provision of serviced land in rural areas.
- improving efficiency of departments responsible for allocation of land and housing.

The implementation of this strategy is successfully and progressively being achieved . A number of related policy issues including standards, subsidies and other financial consideration continue to be addressed to facilitate the provision of serviced land and housing.

Government has also involved the private sector by establishing appropriate mechanism which defines technical, financial and contractual relationship between government and private sector developers for serviced land. The intension is to encourage the private sector to accommodate various income groups in their developments. Large blocks of land serviced to primary level are made available to private sector for the development of tertiary infrastructure and housing.

Rural land servicing is currently targetted to large villages to enhance their economic activities. Targetted incentives are implemented to encourage residential, commercial and industrial developments in the primary, secondary and tertiary centres as defined by the National Settlement Policy.

#### Rural Land Use

Although the policies discussed below may refer more to agriculture land use, it is important to mention them since they are associated with some settlement recognised as farm service centres. Such settlements depend on the farms. A deliberate move was made by government to create these settlements and the farms to improve livestock production and range management.

During the National Development Plan IV (1973-78) Government formulated a land use and allocation policy for tribal grazing land. *"Under the communal land use fencing of grazing land is forbidden, with the result that a better or modern management of livestock was impossible and overstocking occurs and this lead to the progressive deterioration of the range around water source"* (NDP IV). Under the traditional system inequalities tended to increase as richer farmers could obtain exclusive grazing rights by seeking new boreholes and fencing them off.

In 1975 Government formulated the Tribal Grazing Land Policy (TGLP) (Government Paper NO.2 of 1975). The TGLP has formed a basis for land use planning in Botswana. The main objectives were to improve land management and ensure access to land for the poor section of the community. The land was to be zoned into communal, commercial and reserved areas. Communal areas are reserved for small cattle owners who will be encouraged to form groups, and given priority to be allocated a commercial area. The Land Board was empowered to control livestock

numbers in time with the carrying capacity of the land. The tenure of commercial ranches is leasehold.

The implementation of TGLP in 1980 concentrated largely on the demarcation and allocation of commercial ranches. More than 300 ranches have been zoned and allocated to farmers in groups and as individuals. Although the exclusive rights of occupation of these commercial ranches was granted, it has not led to improved resource management. For example the expectation that communal areas will be relieved by movement of cattle to commercial areas was not met. In most areas farmers overstocked their ranches leading to overgrazing which has forced them to move back to the communal area. The practice of dual rights is now common and has remained difficult to resolve. Like all other farms they provide employment to residents from neighbouring settlements, thus they improve their standard of living. In some cases new settlements have developed as service centres to these farms.

## **2.8 Communal Area Development**

The Communal Area Development Strategy involves the designation of a defined geographic unit below the district level through the District Spatial Planning. This Unit include secondary and tertiary communities ranging from 5-20% of the district population with adequate resource base. The key sectors are agricultural production (including livestock) and non-farming employment. The concept includes the preparation of land use plans and the appointment of a coordinator.

The purpose of the strategy was to promote the decentralisation of decision making and the integration of services in a step-by-step approach to selected communal areas. In order to promote economic development in these areas, each district was required to select a first development area in which the strategy could be explored. The aim would be to concentrate development resources in the First Communal Area (CFDA) for a limited period and then move to the next one.

By the end of NDP VI (1988-91) all but one district had identified CFDA and coordinators appointed. Success with this strategy has varied considerably among districts. However the strategy has recently been changed after a successful evaluation. Emphasis will be more on community development.

## **2.9 Arable Land Development Policy**

A comprehensive policy has never been developed but instead an Arable Land Development Programme (ALDEP) was introduced in 1978. The aims of the programme were to:-

- increase production to achieve self-sufficiency in basic grains and legumes at rural household and national levels plus export surplus for the cash crops.
- to raise income (both self-employed and wages) through improved agricultural productivity and to optimise income distribution efforts by concentrating on smallholding development.

- to create employment in the land areas to absorb rural under-employment and to reduce rural-urban migration.

The components of the programme included subsidies and credit for input, fencing to protect arable lands from wild animals and livestock, input supply and marketing and output pricing.

The implementation of ALDEP in the last two decades has been quite instrumental in increasing the productivity of small subsistence farmers. However crop production has been highly variable due to drought. The drought situation forced the country to be a net importer of food grains. Over the drought periods (1981/82-1986/87) cereal inputs were eleven times the volume of local production. The area of land planted was increased after the drought due to the incentive offered under Accelerated Rainfed Arable Programme. Production only increased in few crops i.e. staple crops, sorghum and to some extent maize and pulses. However crop production level continue to be hampered by recurring drought. ALDEP is still in operation with more emphasis still on small farmers and poor households.

For marketing and inputs, Government has set a parastatal, Botswana Agricultural Marketing Board (BAMB) to guarantee equitable prices. BAMB is the major buyer of agricultural produce as well. Input supplies have also been organised by the Ministry of Agriculture through BAMB and Cooperatives. Although the system has worked fairly well it has met several problems. One of the main problem has been the storage of agricultural produce. This is an area which has not been well developed.

Despite the low production, government continues to carry out research to improve the programme. For example, the extension services has been very weak due to the administrative requirement. The Agricultural Demonstrator and Veterinary Officer have been much more engaged on drought activities. During the NDP 7 period emphasis has been on improvement of extension services.

## 2.10 National Policy on Land Tenure

In 1983 Government appointed a commission to review the Land Tenure System, the findings and recommendations of which are contained in the Government Paper No. 2 of 1985. Some of the most important problems and challenges identified are:

- (a) "the problem of land acquisition which manifests itself is the inability of citizen to purchase residential, commercial and industrial land in urban areas.
- (b) Lack of credit facilities in rural areas due to reluctance of lending institutions especially commercial banks to accept communal land as security.
- (c) Misuse and mismanagement of grazing resources by farmers in all grazing areas

- (d) Lack of qualified manpower, transport and finance in land Boards, Department of Surveys etc. This results in inefficiency in land institutions which in turn causes hardship to members of the public.
- (e) Concern regarding holders of Certificate of Right (COR) and those wishing to participate in Self Help Housing Programme administered and implemented by Town councils.

Government continue to implement a land tenure policy which is one of careful and moderate changes responding to particular needs with specific tenure innovations. The innovations are mainly to accommodate both new and existing needs. The system has been improved to facilitate the development in urban areas. The land tenure policy include opportunities that are available under each tenure system.

In order to facilitate this, Government provide guidelines to be used by all land institutions.

The Ministry of Local Government Lands and Housing offers leases as follows.

- duration of 50 years
- automatic rights of inheritance
- rent to be charged per square metre with villages concerned, location in the village and availability of services but not with number of businesses in the plot
- rentals to be paid with commencement of business or completion of two years from the date of grant which ever is the earliest.

#### Residential land

An optional Common Law Lease for residential plots for those who require it for the purpose of mortgaging their residential holdings is made available on a duration of 99 years. A lessee may surrender the lease and revert to his customary allocation at any time, provided that the property is not encumbered by hypothecation.

#### Arable and Grazing Land

Both of this tenure remain unchanged. Regarding land degradation in these areas Government puts emphasis on land use planning and improved land and range management.

#### Urban Land

With the improvement in SHHA the financial institution in particular, Botswana Building Society are willing to lend against the Security COR.

The land tenure policy puts emphasis on providing access to urban land by citizens. In order to facilitate, this Government has introduced a tenant-purchase scheme to enable citizens who cannot afford to make down payment to purchase a house. Other



emphasis is on improving the plot allocation process by publicising the criteria for plot allocation.

The regulatory mechanism especially through the Town and Country Planning Act, Development Control Code, Urban Development Standards and Building codes are continuously being evaluated and revised to make them more flexible to accommodate the varied needs of income groups. Individual plot owners now have the liberty to use their allocated plots more efficiently. Plot coverage and setbacks have been relaxed.

### **2.11 Land Security and Access to Credit**

Government has through negotiation with financial institution established some avenues for citizens to get credit for the development of the properties. The major lending institution include National Development Bank, Botswana Building Society and Botswana Development Corporation. The commercial Banks have in recent years played a major role in providing small and major loans to citizens. In addition non-governmental organisations such as Habitat for Humanity, Botswana Christian Council and CORDE are also playing a major role in the provision of finances and other resources in the development of housing for the poor. This has been possible with the improved tenure system and sometimes due to credit guarantee schemes offered by Government. However the credit schemes seem to fluctuate with the market situation. For example during the recession period credit schemes tended to be difficult to acquire.

### **2.12 Land Institutions**

The planning and management of land depends not only on the development policies but also on the efficient institutions and legal instruments that are in place. In Botswana there are two major land institutions responsible for the control and management of land. These are Tribal Land Boards and the Department of Lands Committees. The Tribal Land Boards have been set by an Act of Parliament. The Tribal Land Act of 1968 is an Act responsible for the administration and allocation of land in tribal areas. Land Boards have been established in all the 10 districts and their work have also been decentralised to 37 Subordinate Boards.

Land Boards are crucial in the implementation of various land policies and programmes. During the implementation of the Tribal Grazing Land Policy in 1975, Tribal Land Boards were strengthened. The strengthening of the Land Boards included training, establishment of technical cadres and advisory structures. For example, posts of District Officer Lands responsible for assisting with administrative and technical development of the Land Board were established. These officers serve as advisors in Land Use Planning Advisory Group (LUPAG) whose role was to advise Land Board on land policy matters. The District Officer Land cadres were resourceful in the implementation of Tribal Grazing Land Policy. Through continuous monitoring and evaluation, a new structure, District Land Use Planning Unit (DLUPU), brings together all cadres dealing with land matters under one roof. Although this has not worked efficiently there are marked improvements in terms of

coordination. In District Councils new Physical Planning Committees consisting of elected officials are assuming an increasing role on land planning and land management role. The Land Board is also represented on the Physical Planning Committees.

The Department of Lands which is responsible for state land is located within the Ministry of Local Government, Lands and Housing. It allocates and manages land particularly in urban areas including all farms that are on state. The committee is often criticised for its delay in expediting allocation of stateland particularly in urban areas. The delay is generally caused by servicing and other related activities that have to be carried out before servicing and allocation can take place. Stateland lands are the most productive lands, thus it is necessary to ensure prudent management of this resource.

In 1990 a computerised land information called Botswana Land Information System (BLIS) was put in place to handle plot allocations for residential, commercial, industrial land in all urban areas. The system has greatly improved the allocation of plots.

## PART II

### 3.0 NATIONAL HOUSING POLICIES AND PROGRAMMES

#### 3.1 National Housing Policy

In January 1980, a Presidential Commission was appointed to review Housing and Rental Policies in Botswana and to recommend necessary improvements. Among its Terms of Reference, the Commission was charged to:

1. review the activities of all existing organisations and/or institutions involved in housing, with particular reference to the adequacy or otherwise of their functions;
2. review financial policies;
3. review housing and rental policies;
4. review housing standards and costs;
5. review land policy, lease or ownership conditions;
6. review distribution of investment;
7. review any other matters; and
8. assess the financial and other implications of the Commission's findings and recommendations.

The Commission concluded its work in February, 1981. The resulting National Policy on Housing was published as Government Paper No. 2 of 1981 and approved by the National Assembly on 6th April, 1982. According to the White Paper mentioned above, "the Government's long term goal is to ensure safe and sanitary housing for everyone". The short term goals were however identified to include the following:

- a) To encourage the building of new urban houses for all income levels at a price which will ensure that no citizen of an urban area is forced to reside in an unauthorised settlement.
- b) To begin improving the quality of housing in rural areas by offering the physical planning of such settlements and the introduction of a modified version of the self-help site and service scheme following a study of that issue.

In order to meet the goals, new housing development strategies were proposed and implemented as follows:

- a) The role of housing should be given greater importance in development planning and a comprehensive national housing plan should be prepared. In fulfilment of above, housing has been treated as a separate subject in all national development plans since 1985 (i.e. National Development Plan VI). The latter development plan however, stated that a national housing plan should be prepared following the establishment of an urban and housing division. The plan is now scheduled for completion in 1996.

- b) A Housing Division should be created within the Ministry of Local Government and Lands. The latter strategy initially contributed to the change of the name of the latter ministry to Ministry of Local Government, Lands and Housing thus emphasising its housing functions. The establishment of a housing department was however, not realised until 1994.
- c) Housing subsidies to be reduced over a period of time while any remaining subsidies should be directed to middle and lower income housing, from urban to rural, and from consumption to housing investment. The enforcement of the latter strategy has taken several forms as will be discussed later. An immediate effect was the curtailment of housing allowances and increased investment in land servicing.
- d) In order to control the use of subsidies, rents should be allowed to rise to economic levels and free institutional housing should be restricted. Necessary steps have been taken to implement the above strategy; since 1988, Government has allowed BHC rents to increase by 15% per year; in addition, a uniform rental policy was instituted to allow rentals for institutional houses also to be increased to levels comparable with BHC rentals; as a result, there are no more free institutional houses except for the Police Force, Prisons Services and Botswana Defence Force diplomatic missions and Aid Agencies.
- e) Sub-economic loans to BHC should be removed and BHC should allow rentals to rise gradually to economic levels. In this regard, BHC rentals have been increasing since 1988; in addition the interest charged on Public Debt Service Fund (PDSF) loan to BHC has similarly been increased. The interest is now 14,6% per annum and is no longer sub-economic.
- f) A greater range of housing opportunities should be introduced including a new middle income housing scheme and affordable standards should be stressed. Government has implemented this strategy through the introduction of two categories of middle income serviced plots including middle income lower and middle income upper plots.
- g) The SHHA scheme should be extended to rural areas following a detailed study. A study on the review of the SHHA was completed in 1992. Parallel to the Accelerated Land Servicing Programme (ALSP), government introduced the Major Village Infrastructure programme under which basic infrastructure including improved roads, potable water and electricity are being provided to all major villages. Also a rural sanitation programme similar to what pertains within the old SHHA areas is under implementation in non-urban areas. In addition, Department of Town and Regional Planning (DTRP) is in the process of providing physical plans for all major villages. In effect, a revised SHHA scheme is being introduced into the major villages.

- h) Government built expatriate housing should be constructed to more modest standards. No more government houses are being constructed specifically for expatriates. The latter are provided with housing under the government pool housing scheme like all eligible civil servants.
- i) The National Development Bank (NDB) should be expected to play a more important role in the utilisation of internal funds and making housing loans in rural areas when it has the administrative capacity to do so. This requirement could not be implemented because of internal problems within NDB (which has been restructured recently). As a result, the bank has not been providing mortgage loans.
- j) The commercial banks and the building society should adapt to the nation's needs by lending to lower income and rural households. The latter requirement has not been fully realised to the effect that the institutions have provided rather insignificant mortgage loans to low income and rural households to date.
- k) Local Authorities should be allowed to build housing for their staff. The method for determining rentals should be the same as that for BHC housing. Local Authorities are now building houses for their staff and a system of uniform rentals has been enforced.
- l) Government should allow the sale of BHC built pool houses if they are in surplus and should sell surplus government owned houses in the rural areas. Pool houses are now being sold particularly to sitting tenants; however, the stock of government houses in the rural areas is below requirement and cannot therefore, be sold.

In effect, most of the proposals made in the housing policy are being implemented. It is however, noted that since the housing policy itself was prepared almost thirteen years ago, it requires a review. This exercise will be accomplished during 1997 and will be followed by a reformulation of existing building codes and regulations in order to facilitate affordable housing.

### **3.2 The Housing Market**

The housing market in Botswana could conveniently be divided into three sectors representing the urban centres, major villages and the rural areas. In the said market, the major villages and rural areas are largely characterised by self-built, owner occupied traditional houses. Investment in standard housing development on the other hand is confined to the urban centres. In the latter sector, urban housing market is defined by a number of actors and their activities. These include land servicing and allocation, self-help housing, government intervention and assistance, and large scale estate development by parastatals and private companies.

### 3.3 Housing Demand

The Central Statistics office has estimated that in 1985/86, about 13,3% of total household expenditure was allocated to housing. It is estimated that the proportion has increased to about 17,7% by 1994. The estimated expenditure for the respective sectors is as follows:-

**TABLE 4: ESTIMATED MONTHLY CONSUMPTION EXPENDITURE ON HOUSING (1994)**

Urban Centres		Major Villages		Rural Areas		Total	
(P)	%	(P)	%	(P)	%	(P)	%
22,1	21,7	100,85	17,60	40,99	13,40	108,49	18,70

*Source: Central Statistics Office - Gaborone*

Based upon the above, it is estimated that the total annual demand for housing will be about P409 206 144 or 4% of the GDP. It could be noted from the above that the estimated investment in housing is lower than the assumed optimum investment which is usually about 10% of the GDP per annum.

The total housing needs have been estimated based upon recurrent and accumulated needs, which include decrowding of existing over-crowded room units, replacement of obsolete units due to age, particularly in non-urban areas. The estimated requirements are summarised in Table 9 as follows:

**TABLE 5: ESTIMATED HOUSING NEEDS (UP TO YEAR 2000)**

<b>Housing Needs</b>	<b>Urban Centres</b>	<b>Major Villages</b>	<b>Rural Areas</b>	<b>Total Needs</b>
1. Accumulated needs				
i) decrowding	56 278	23 851	5 952	86 081
ii) obsolescence	4 451	5 989	26 777	37 217
iii) demolishing	--	4 036	--	4 036
<b>Sub-total</b>	<b>63 848</b>	<b>35 135</b>	<b>37 313</b>	<b>132 260</b>
Provision for 1991-94 @ 2,5%	1 697	777	933	3 407
Total Accumulated Needs (1994)	65 545	35 912	38 246	139 703
Recurrent Needs	60 602	56 129	15 780	133 511
Total Housing Needs (Rooms)	127 147	92 041	545 026	272 213

*Source: Central Statistics Office - Gaborone*

It may be observed that a large proportion of the urban requirements are due to the decrowding needs which constitute almost 43% of the total urban needs. At the national level, an average of about 54 642 rooms may be needed annually to meet requirements. Assuming about 3 rooms per house, the total annual requirements will be about 18 214 houses of which 8 476, 6 136 and 3 602 will be located in the urban centres, major villages and rural areas respectively.

### 3.4 Housing Stock

According to the 1991 Population and Housing Census, there were 848 252 rooms in the country of which 221 430 and 627 095 were located in the urban and non-urban areas respectively. The number of rooms which were constructed after 1991 is unknown; it is however, estimated that the urban stock increased by about 1 485 houses per annum between 1981 and 1985. Assuming an average of 1.5 rooms per house (due to the large percentage of SHHA houses) a total of 2 228 rooms were constructed annually during the period. Botswana however, experienced a slump in the formal construction sector between 1990 and 1994 and the growth rate experienced during this period was not more than half of the rate experienced during the construction boom of the earlier years. It is therefore, assumed that the urban housing stock increased at a rate of about 1 114 rooms per year between 1991 and 1994.

There are no comparative figures for the major villages and rural areas. However, since housing construction in the latter two areas is less dependent upon BHC, government land servicing and availability of mortgage finance, it is assumed that the slump in the sector was less severe in non-urban areas and therefore, estimated to have grown at a rate of about 5% per annum. Based upon the above assumptions,

the housing stock is estimated to be about 225 886, 257 109 and 480 479 rooms in the urban centres, major villages and rural areas respectively by 1994.

### **3.5 Housing Supply**

The government plays a dominating role in the provision of housing in the country. It was estimated that in 1989, the government was directly or other wise involved in the development of about 70% of the total urban residential housing stock through the provision of building materials loans to the SHHA, sub-market loans to the BHC, development grants to the Councils and institutions. It is noted for example, that by holding almost 17 000 houses through BHC in the urban centres, as well as 7 500 housing units through institutions and Councils, the government has become the de facto urban landlord in the country.

### **3.6 Home Ownership**

It is estimated that about 69% and 78% of households own their houses in the rural areas and major villages respectively. On the contrary, not more than 5% of urban households (i.e. excluding the SHHA) own the houses they occupy. In the latter centres about 82% of households live in rented accommodation because monthly rentals for BHC are lower than mortgage paid in respect of the same house. The result is that most urban dwellers prefer to rent rather than purchase a house. It may therefore, be argued that through its support to BHC, government may be discouraging home ownership in urban centres. In the latter regard, it may be more prudent to institute strategies which would facilitate home ownership.

### **3.7 National Housing Programmes**

Over the years Botswana has experienced an acute shortage of housing in urban areas caused by rural-urban migration. The growth of the population in the towns also continues to put pressure on government for the provision of services and housing. It later became quite clear to all involved that government alone could not cope with the national housing needs. Up to early 1970s, housing schemes were purely through conventional approaches. Building methods and standards were adopted from industrialised countries. In some cases they were inappropriate socially and in other cases financially unaffordable by the majority of people they are intended to serve.

Like in all developing countries squatter settlements were often demolished. However, as the realities of population growth and urbanisation became apparent to Government, a new approach to meeting the housing needs was inevitable. The imported building materials and systems became too inadequate and unaffordable by the majority of intended beneficiaries, and that became a burden on limited government resources. Assistance from international aid agencies such as World Bank and United States Agencies for International Development (USAID) made it possible for the government to undertake a research into solutions that were relevant to housing matters affecting low-income population. This phase involved the realisation and acceptance by government, of squatters settlements as part of the urbanisation process.



Following Government White Paper No 2 of 1982 on Housing Policy as well as goals and objectives contained in NDP5 a significant number of housing needs were addressed through the following housing delivery systems:

- (a) Low-income (1st to 49th percentile) administered by the Town Councils' Self-Help Housing Agencies (SHHA) through the site and service programme;
- (b) Middle-income (50th to 70th percentile), about 40% of which were administered by SHHA using the site and service approach while the remaining 60% was catered for through the sale of plots administered by the Department of Lands.
- (c) High-income (80th to 100th percentile), whose needs have been met by the Botswana Housing Corporation (BHC) and also through purchases of individual plots from Department of Lands;
- (d) Private sector catered for a small percentage of urban households, and nearly all owners fall within the highest income percentile;
- (e) Informal housing sector exist in Francistown where about 4% of the housing stock is squatter settlements.

It was based on these household incomes that the Ministry of Local Government, Lands and Housing determined affordability standards and developed schemes to recover costs that could be re-invested in new projects. The implementation procedures of above programmes are in place and many parts of the national housing policy have already been implemented. The role of government now is mainly land acquisition, overall planning, control, provision of infrastructure and services including technical assistance.

#### Low-Income Housing

The site and service scheme was introduced in the 1970s. It was introduced in Gaborone, Lobatse, Francistown and Selibe-Phikwe. The scheme had the advantage of having a self-help spirit and incremental construction which gave the beneficiaries time to accumulate some resources for the next stage of building construction. Besides, this advantage made it possible for government to re-direct funds previously used in house construction to provide basic infrastructure and building material loans, and to secure land tenure and give technical advice during building construction.

At the beginning, the people favoured the conventional way of constructing houses for rental and sale, and were not very keen to accept the site and service scheme. Later they realised that the site and service method was not only cost-effective, but that the self-help building method carried with it the advantage of public participation which was very crucial to the success of the building process. Similar approach to servicing land was made to the existing squatter housing settlements which were left in place to be improved by upgrading. The upgrading of squatter settlements in the

towns was done with government intervention which was limited to the provision of basic infrastructure services and building material loans.

The SHHA agencies improved their capacity to recover the costs during NDP5 period. This was mainly due to significant technical assistance inputs and increased staff levels they received. Consequently, Francistown and Selibe-Phikwe SHHAs were able to allocate plots to 90% of people earning P2 500,00 per year, and 10% representing those who earned between P2 501,00 and P3 500,00. Gaborone was able to allocate plots to all people earning below P2 500,00 and distributed building materials loans.

Allocation ratios for serviced residential plots to the agencies were 60% of plots to the Town Councils' Self-Help site and service programme, and 17,5% of the plots to Botswana Housing Corporation. In the 1980s the balance of 17,5% of the plots was set aside for sale to individuals and private sector development. Private sector development was suspended after a pilot project had been found to be too expensive and unaffordable to the citizens. This resulted in the allocation ratios being altered to 25% for the Botswana Housing Corporation and 10% to public sales by the Department of Surveys and Lands. Table 4 below summarises plots allocated by SHHA's during NDP5.

**TABLE 6: SUMMARY OF SHHA PLOTS ALLOCATED DURING NDP5**

	Site and Service Plots	Upgraded Plots
Francistown	1 205	2 070
Gaborone	4 365	1 516
Jwaneng	402	0
Kasane	450	0
Lobatse	80	132
Selebi Phikwe	1 204	1 209
<b>TOTAL</b>	<b>7 706</b>	<b>4 957</b>

*Source: National Development Plan 6*

## Housing for Civil Servants

The government of Botswana is also committed to ensuring adequate and appropriate housing for the public servants, teachers, nurses, police, prisons staff, district extension staff etc. The staff housing in urban areas is supported by an allocation of houses from the Botswana Housing Corporation's development while development of houses for the District Extension staff has always been the responsibility of government. The two housing programmes suffered a great deal of housing shortage to the extent that there has been a high incidence of sharing among the district extension staff.

## Rural Housing Programme

Over the years, Botswana government's assistance for housing has been concentrated in the urban areas. While the population growth in the rural areas is lower than that of the urban areas, the need to improve structural stability of the existing dwellings as well as provide basic services through a planned programme has become a national concern. However, the National Housing Policy and Development Plan has called for an appropriate housing programme to be introduced in rural areas to support development in those villages in order to attract investors. Related schemes will be implemented during the next plan period.

The objectives of the rural housing schemes are as follows:

- (a) to serve as integrated, practical and action oriented model for ongoing development within the villages;
- (b) to report to the urgent need for action in rural areas by developing action programmes for immediate implementation;
- (c) to be community based and demand driven;
- (d) to be affordable and less reliant on Government subsidies in order to encourage sustainability, replicability and self-reliance.

### **3.8 Measures Undertaken to Address Housing Shortage in Botswana**

It was during NDP6 that Botswana government took a first significant step towards addressing housing issues in the country. For the first time a clear chapter on housing was contained in the National Development Plan. NDP6 identified a need for a National Housing Plan containing programmes of action, strategies including the development of policies not necessarily contained in Government White Paper N0 2 of 1982.

The role of Urban and Housing Division (UHD), now Department of Housing (DOH), was clearly defined in NDP6. Also clearly defined in NDP6 were National Housing Plan (NHP), housing production needs, financial resources requirements and delivery systems for respective low income groups.

In view of the problem of housing defined above, it was important at that juncture to note that the public means of shelter provision and service delivery to the urban population were not adequate to satisfy the demand for housing in Botswana. National reports noted and emphasised the immense need for more shelter. Important concern had been for quick action to be taken. One of the positive actions taken by Ministry of Local Government, Lands and Housing as a response to these concerns was to organise the National Housing Conference in July, 1987 to discuss the overall problem of housing and to commemorate the U.N. International Year of Shelter for the Homeless.

At the Conference the delegates emphasised that the problem of housing had become acute. They called for immediate action to be taken to address the situation. The conference noted that many other developing countries through the assistance of International AID Agencies were already experimenting with institutional changes and new methods of service delivery to make the site and service and squatter upgrading approach more effective.

The conference therefore, resolved inter alia that:

*"Recognising the dire need for shelter provision, parastatal, private organisations, and as far as it is practicable, individual private developers should join hands in the struggle for the provision of housing, and also taking into account the need to assist organisations which could build institutional houses for their staff, recommends immediate review of existing policies and legislation".*

That indicated that there was awareness of the magnitude of the housing problem and that has become a common theme in meetings and seminars. Many have also realised that the capacity of the national government to provide housing services on its own was inadequate to deal with the problem. Therefore, the solution required a partnership approach between the public and private sector, and non-governmental organisations to provide the resources necessary to meet the national requirements. The current government and parastatal organisations which play a major role in housing provision are illustrated in table 6.

**TABLE 7: HOUSING SUPPLY ACTIVITIES AND THE CURRENT INSTITUTIONS UNDERTAKING THE ROLES**

<b>ACTIVITY</b>	<b>LOW-INCOME ACTORS</b>	<b>MIDDLE/HIGH INCOME ACTORS</b>
Land Acquisition and Survey	Dept. of Surveys and Mapping and Dept. of Lands, MLGLH	Dept. of Surveys and Mapping and Dept. of Lands, MLGLH
Physical Planning/Layout Designs	Dept. of Town & Regional Planning	Dept. of Town & Regional Planning and BHC for its own
Detailed Engineering	Engineering Unit (MLGLH)	Engineering Unit (MLGLH) and BHC
Tenders and Contract Award for construction of infrastructure	Engineering Unit (MLGLH)	Engineering Unit (MLGLH) and BHC
Detailed design and construction of minor works	Engineering Dept. (Town Councils) and BHC	Engineering Dept. (Town Councils) & BHC
Plot Allocation	Town Councils' (SHHA)	Dept. of Lands
House Construction	Sanitary Core-by SHHA, houses by individuals	Individuals and BHC for its houses
Technical Assistance and supervision for house building	Town Councils' (SHHA)	Town Councils' Engineering Dept.
Road maintenance, refuse collection, street lighting, etc	Town Councils' Engineering Dept.	Town Councils' Engineering Dept.
Water supply (domestic supply)	Water Utilities Corporation	Water Utilities Corporation
Electricity supply (domestic supply)	Botswana Power Corporation	Botswana Power Corporation

### 3.9 Private Sector involvement in Housing Delivery

The Government objective is to give greater responsibility to the private sector for promoting national development as the management of financial resources of this sector improve (NDP 7). This objective applies to land servicing. During the National Development Plan seven period the private sector was generally involved in housing. While government had embarked on providing guidelines for the involvement of private sector. The guidelines include among other things definition of technical, financial and contractual relationship between Government and Private Sector developers of service land.

In 1992 the Ministry of Local Government, Lands and Housing started work on the policy to facilitate the involvement of the private sector in the provision of serviced land and eventually housing provision. Blocks 6 and 7 in Gaborone West were identified as the starting point for the national programme. The public sector would play a major role in supporting the activities and making sure that its scarce resources are not diverted from meeting the housing needs of the poor. The government would service land in large blocks peripherally and allocate it to private sector which would then plan it in details and develop it, sell houses or rent them to individuals.

The Government urban development policy include the provision of serviced residential plots for all income groups with different servicing standard. Although the private sector inclination has been on high cost development measures are in place to ensure that government efforts are not undermined. Private sector investment in urban centres includes housing for various income groups.

Despite government's efforts in provision of infrastructure and services, it is apparent that this approach is not even close to meeting the housing needs of the urban population. This view was expressed in the National Development Plan V in which it was stated that the existing shortage of housing was severe all the time in that the Department of Surveys and Lands, the Botswana Housing Corporation and the Self-Help Housing Agencies had a back-log of applications which reflected a serious housing problem.

The waiting lists for the Botswana Housing Corporation and the Self-Help Housing Agencies range as far back as 1982 and from 1983 respectively.

The main factor, apart from rural-urban migration was the shortage of serviced plots in urban areas. It is also true that the institutional arrangements currently in place did not have adequate manpower resources to implement and deliver plots at the rate envisaged by the national housing construction programme outlined in the National Development Plan.

It was clear, therefore that Government as the sole provider of public shelter and services to the urban population did not have adequate capacity to satisfy the nation's housing needs. The government's limited financial and administrative resources were overstretched by the inevitable growth of urban centres. On that basis it would be difficult for government to expand and replicate the housing programmes to keep pace

with the economic trends. In that regard, the situation called for a new look at the government's policy in land servicing and development.

So far, the parastatal bodies involved in shelter services are the Botswana Housing Corporation and Botswana Building Society. Also the Water Utilities Corporation and the Botswana Power Corporation supply water and electricity respectively.

Considering the present housing problems in Botswana and the limited public resources and capabilities, it has become clear that the private sector and non-governmental organisations' roles need to be enhanced so that they can contribute in relieving some pressures of development from the public sector. Recent approaches to housing policies in countries all over the world, support the need for new policies and approaches that promote public-private sector cooperation, and the participation of non-governmental organisations in service delivery as a solution to both urban and rural housing problems.

### 3.10 Role of Parastatal and Non Governmental Organisations

#### Botswana Housing Corporation (BHC) Programme

The establishment of Botswana Housing Corporation (BHC), a parastatal body in the early 70s was facilitated by the Botswana Housing Corporation Act Cap 74:03 1970 which came into effect in 1971. The functions of the Corporation under the Act are defined as:

- i) *To provide for the housing needs of Government and Local Authorities;*
- ii) *To provide, and to assist and to make arrangements for other persons to provide houses; and*
- iii) *To undertake and carry out, and to make arrangements for other persons to undertake carry out, housing schemes in Botswana*

The financial policy of the Corporation as defined in Section 20 of the Act requires it to manage its business such that "taking one year with the next".

- (a) Its revenue is sufficient for meeting all expenditure properly chargeable to revenue;
- (b) Sufficient provision is made for depreciation of assets.

BHC built houses in the formal sector to cater for high income people. It constructed low, middle and high income houses and flats. Table 5 below indicates BHC annual housing construction programmes during the period 1979/87.

Table 8: BIIC Annual Housing 1979 - 1985

Year	Industrial Class (Low income)	Low Cost (High income low)	Medium Cost (High Income middle)	High Cost (High income large)	Flats (High income)
1979/80	0	143	87	156	44
1980/81	0	910	0	47	24
1981/82	0	159	289	45	0
1982/83	0	0	170	63	0
1983/84	183	0	21	49	0
1984/85	0	511	174	253	0
<b>TOTAL</b>	<b>183</b>	<b>1 723</b>	<b>741</b>	<b>613</b>	<b>68</b>

Source: NDP6

### Botswana Technology Centre

The Botswana Technology Centre (BTC) is a non-profit organisation assisting the people of Botswana to identify appropriate technology choices and to promote interest in technology. By using available resources and knowledge, the BTC is able to evaluate and adapt new technologies which would meet the needs and challenges specific to Botswana's economic development.

Since 1984, BTC has hosted the Low Cost Housing Committee (LCHC), a group that meets regularly to discuss and raise awareness on issues relating to shelter provision for low income people. Over the last decade the LCHC has initiated many events and projects including and established itself as a network of interested officials, professionals and individuals right across the country. In 1993 the LCHC became a legal entity by registering itself as a Trust and developing a constitution. The Botswana Technology Centre has a 5 year plan covering 1996 - 2000 which include the following:-

- i) further the development work in appropriate locally produced building materials;
- ii) continue to lobby for more progressive building standards;
- iii) further develop and refine appropriate climatic and energy efficient building models for Botswana; and
- iv) develop a greater understanding of the environmental cost of building materials and methods.



## Rural Industrial Innovation Centre

The Rural Industries Innovation Centre (RIIC) has also done much work in this area in the development of low energy local building materials such as the Cinva Ram

soil/cement brick and micro cement tiles. Habitat for Humanity have adopted these materials in their building programmes.

## 4.0 OVERVIEW OF HOUSING FINANCE SECTOR

The involvement of the nation financial institution with the exception of Botswana Building Society is gradually improving. These institutions include National Development Bank, Insurance Companies, Commercial Banks and Pension Funds. The commercial banks in particular have tended to concentrate their contribution on high income groups. However, it is encouraging to note that, they have recently developed different credit schemes which can be used for various purposes including housing by different income groups. These credit schemes include for example " No Mathatha, Barclay loan etc which provide short-term finance for bank customers.

The methods of mobilising resources for housing have not been very encouraging especially during the time when the economy of the country has declined to the lowest level ever. The tendency has been to expect government to provide all the solutions to housing needs. This is not only beyond government resources, it is contrary to the national principle of self-reliance.

Mobilization of housing finance within Botswana has been the primary objectives. A consultancy was even set up in 1982 within the reality of the Housing Policy to appraise the realities of Botswana's financial institutions. The study indicated a number of difficulties including the redirection of financial institution to commit short-term deposit for long-term housing mortgages. Government has since instituted a number of measures which influenced the financial sector to make contribution to the housing.

During NDP7 government gave due to consideration to the following issues:-

- interest rate policy or to effect on stimulating domestic saving and attracting foreign capital flows;
- other means of mobilizing domestic financial resources
- the creation of secondary market for housing mortgage finance; and
- the creation of new housing finance institutions to mobilise private sector participation in housing finance market.

Although most of these may not been achieved, it is the intention of government to continuously review progress and develop new ideas on the issue of housing finance.

### 4.1 Housing Subsidy

Government, during NDP 6 shifted emphasis away from across board subsidy. It was found out that most subsidies were benefitting mainly urban families with above average income. The strategy during NDP 6 was to direct subsidies to housing investment and production, not towards assistance for payment of rent. Subsidies were only directed towards difficult housing problem e.g. site and service housing.

free institution housing was restricted and recipient will be determined on a case by case.

However during NDP 7 Government undertook to gradually move away from subsidies. As a result new policies have being implemented in regard to land servicing price, subsidies and cost recovery. This involves the following:-

- purchasers of industrial and commercial plots and second-time purchasers of residential plots paying "market" prices, which will be estimated or negotiated by Government if necessary;
- first-time purchasers of residential plots in the high income and upper middle income housing categories paying full cost recovery prices;
- first-time purchasers of low income and lower middle income plots paying "affordable" prices based on income levels of the 70% of urban household of urban households at the lower end of the income distribution;
- the inclusion of full costs in cost recovery prices, including land acquisition, financing and administrative costs;
- the review of income ranges for the allocation of plots to ensure fair and equitable allocation and the clear targeting of subsidies at low income households; and
- the establishment of "second lien" over plots allocated which have benefited from the application of subsidies to ensure that if such plots are sold within ten years of allocation the subsidy element is recovered by Government. This method is being utilised to discourage fronting and speculation in land by owners who have benefited from the application of a subsidy.

The principles established by Government for pricing and subsidy policies are implemented within the housing and urban land sector on a uniform and complementary basis.

#### **4.2 Botswana Building Society**

Botswana Building Society (BBS) which is financed by Government is main source of mortgage financing.

#### **4.3 Botswana Housing Corporation**

Botswana Housing Corporation (BHC) is a parastatal which undertakes the construction and management of urban housing for public and private sector occupation both for rental and sale. The corporation may act as an agent of Ministry of Local Government, Lands and Housing for the development of urban serviced land.

The Botswana Housing Corporative has during NDP 7 introduced a Tenant Purchase Housing Scheme, which is a mortgage guarantee scheme offering opportunities for its tenants to purchase houses.

#### **4.4 Habitat for Humanity - Botswana**

Habitat for Humanity Botswana is an affiliate of Habitat for Humanity International based in the United States. It is an ecumenical christian housing organisation whose objective is to eliminate the problem of housing for poorer communities by providing finance, technical assistance in construction, training and in organising income generation activities.

Habitat for Humanity obtains its funds for financial assistance from it parent body in the United States as well as donations in cash and kind. Through these funds the organisation provides loans for poorer families to rehabilitate or build their homes. The monthly repayments are deposited into a "Revolving Funds" which is in turn used to provide loans for other home owners.

Habitat for Humanity built about 300 houses by January 1996 for poor people in the country. During the same month the organisation evaluated 25 new proposals submitted for housing development some which will be implemented during NDP8 period.

#### **4.5 Cooperation for Research Development and Education (CORDE)**

Cooperation for Research Development and Education (CORDE) is a non-governmental organisation (NGO), registered as a development trust. It was established in 1989 to provide support services for cooperatives and other self-managed enterprises and community groups in Botswana. A council consisting of delegates from each of its members makes overall policy for the organisation.

CORDE recently engaged in an intensive planning exercise, and decided that it should concentrate on maintaining its existing programmes.

## PART III

### 5.0 BEST PRACTICES

#### 5.1 Background

Botswana's population and settlements are characterised by high concentration (80%) in the east, high population growth rates (3,4%) predominantly rural population but rapidly growing urban centres. The demographic feature further reveals a high proportion of children and young population; declining infant mortality and increasing life expectancy; rapid changing settlement patterns with increasing population leaving urban areas. This implies that there is need to provide adequate housing, infrastructure and social services to cater for such a growing population.

Urbanisation in Botswana can be said to be a post independence phenomena. At independence only 4% of the Botswana population was urban while the majority of the people lived in unplanned rural settlements. The only two urban centres were Lobatse and Francistown both of which developed as beef or farm service centres and gold mining towns respectively. The rest of the towns namely Gaborone, (capital) Selebi-Phikwe, Jwaneng, Orapa, Kasane, Gantsi and Sowa developed after independence and have become destination for rural migrants.

The rapid urbanisation has been caused by rural urban migration. People move in search of cash employment opportunities, better access to infrastructure and social services, escape from the depressed agricultural incomes. The city of Gaborone in the south and the town Francistown in the north) receive the largest share of migrants. The influx of people to urban areas has resulted in a critical shortage of housing and serviced land which led to the development of informal (squatter) settlements particularly in Francistown. Squatter settlement areas usually associated with over crowding, no proper sanitation and waste disposal system as well as inadequate transportation system.

In the 1980s the economy of Botswana grew quite rapidly thereby generating some demand for improvement in major rural centres, the majority of which have now attained urban standards. These centres include Serowe, Palapye, Mahalapye, Maun, Mochudi, Ramotswa, Kanye and Molepolole. they also need high level and quality services similar to those provided in urban areas. These centres are also increasingly becoming fast destinations for rural migrants from smaller settlements.

In response to these critical issues and the need to comply with the global human settlement programme Habitat I, the Government of Botswana instituted a number of policies, programmes and as well as enabling legislations to address settlement issues. These policies and programmes have all been indicated in all successive National Development Plans. The Government housing strategy and policies are "to ensure that every citizen has access to safe and sanitary housing, and to increase the proportion of housing that is citizen owned. This will be achieved through the

assistance to villagers to improve housing by providing land use and physical planning services; extending physical and social infrastructure to additional settlements with the criteria established under National Settlement Policy; and to participate with the private sector in providing serviced plots and urban housing to ensure that no inhabitants of an urban area live in squalid condition".

The key objectives regarding housing and other related activities have been realised through the formation and implementation of policies which include social integration of housing types; development of low income housing programmes such as Self-Help Agency, (SHHA), revision of development standards and deliberate provision of finance and subsidies to enable Botswana to acquire land or housing. It is through its policies that Botswana is still proud that it does not have squatters or homesteads people. However, the main issue may be quality which will be the subject of the future. The following is a brief summary of some of the main best practices which Botswana has undertaken. They are presented here as Botswana best examples.

## 5.2 Planning for Socio-economic Integration in Gaborone

### Introduction

Prior to independence in 1966, urban housing programmes in Botswana were mainly intended for the high and middle income civil servants the majority of whom were expatriates. There were no housing programmes which catered particularly for the growing number of low income indigenous people. As a result some of them had to resort to squatting on unserviced land in and around the existing urban settlements. Following independence, the Government decided to plan and implement housing programmes that incorporated and integrated the various socio-economic groups in the same neighbourhood unit. The new practice is particularly noticeable in Gaborone, the capital city of Botswana, where all socio-economic groups are enjoying equitable access to social amenities. This 'social mix' has become the standard practice in physical development planning, and has created a very different living environment from that which existed during the pre-independence era.

### Living Environment Before Socio-economic Integration

In Botswana, like in most other African countries during the colonial era, urban housing programmes were planned and implemented on the basis of income and/or racial groups. This resulted in quite distinct and separate residential neighbourhoods for the high income, the middle income and the low income people. The urban settlement pattern based on income criteria ensured that the rich (mostly European settlers) occupied the expensive central areas, the middle income (mostly people of mixed race) occupied the next best areas, while the low income residents (mostly indigenous Africans) were forced to occupy neighbourhoods situated at great distances from both the Central Business District (CBD) and the industrial areas where they worked. The existing town planning legislation and regulations, thus, did not favour the social mixing or integration of all the socio-economic and racial groups within the same residential neighbourhood. The top-down and paternalistic regulations particularly disfavoured the low income majority of the urban population.

## Living Environment After Socio-economic Integration

As urbanisation increased, it was recognised that the BHC could not meet the full range of housing needs and requirements of the urban population; and that in particular, it could not provide accommodation which was affordable by the lowest income groups without substantial subsidy, which the Government and the Local Authorities could not afford. In 1978, the Self Help Housing Agency was established in Gaborone to provide housing for the low income people. While by the mid 1970's, the Department of Town and Regional Planning had started to plan for the socio-economic integration of the various income and ethnic groups within the all residential neighbourhood units in Gaborone, it was not until the middle of the last decade that the planning legislation, policies and regulations were actually amended, modified and changed to incorporate the requirements for socio-economic integration in all residential neighbourhood planning. It was correctly envisaged that the new policy would deal efficiently with, not only the general shortage of serviced residential land precipitated by the rapid processes of population growth and urbanisation, but also the shortage of serviced plots affordable by the low income people. Attached to this summary of the best practice is a 1:5000 layout of Block 9, which is a housing development layout that was completed in Gaborone West, Phase 4. The layout specifications clearly indicate the socio-economic integration that is the corner-stone of Government's residential planning and development policy.

In Gaborone today, socio-economic integration within each residential neighbourhoods is a common feature of the built-up environment. In 1987, the Government adopted the ALSPP with the objective of tackling efficiently the shortage of urban residential land. The programme has provided the city with additional range of socio-economically integrated residential plots. Urban Development Standards were also revised to allow for increased densities, and selected formal and informal economic activities were allowed on the residential plots. The resultant built-up environment displays an interesting variety in developments, design and plot usage. The various social, economic and ethnic groups live together quite harmoniously, and they enjoy equitable access (in terms of distance) to social services like hospitals, clinics, postal services, shopping facilities, police and recreational facilities.

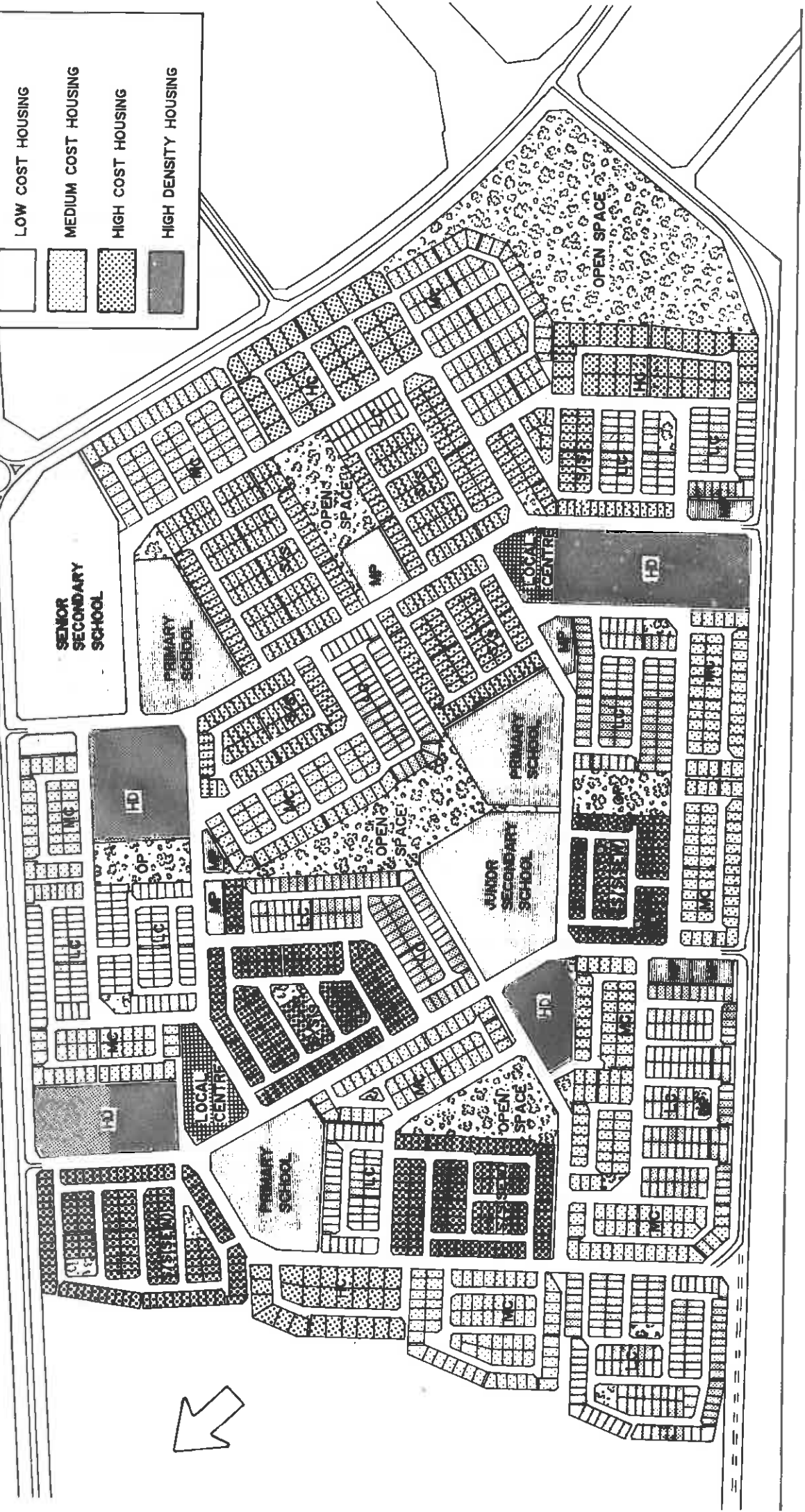
### Strategy

Confronted with one of the world's highest rates of urbanisation, and given the natural scarcity of land suitable for human settlements, the Government responded by recognising early in the 1970's that the colonial planning legislation, policies and regulations were no longer effective in dealing with the rapidly increasing urban population, the majority of whom were low income citizens. It was recognised also that the provision of housing programmes segregated on the basis of income or other criteria, was a luxury that the country could not afford. The shortage of housing affordable by the low income majority of the population was particularly pressing. Illegal squatter settlements had started to emerge as living testimony of the ineffectiveness of existing policies in dealing with rapid urbanisation.

# GABORONE WEST PHASE IV BLOCK 9

## LEGEND

- SITE & SERVICE HOUSING
- SITE & SERVICE (SEWERED)
- LOW COST HOUSING
- MEDIUM COST HOUSING
- HIGH COST HOUSING
- HIGH DENSITY HOUSING





With the cooperation of local authorities, the Government reviewed the existing planning policies, legislation and regulations, with the view to eliminating any impediments to equitable access by all income groups to scarce urban residential land and the associated public health, educational and recreational facilities. The Government also amended, modified and changed those planning instruments that disfavoured socio-economic integration. This eliminated the apparent imbalances sighted above, and, in the process, a completely new and effective concept in the planning of urban housing programmes was introduced in Botswana. The Government also established and encouraged the establishment of suitable institutions to assist in the implementation of its new policy. In 1987 the Government launched the ALSP as a means of tackling the housing shortage in urban areas, particularly in Gaborone. ALSP was based on the new concept of socio-economic integration. In the same year, a second review of the Urban Development Standards was carried out to allow for increased development densities. During 1989 and 1992 the 1978 Development Control Code was reviewed.

The social integration was incorporated during the National Development Plan IV as an urban residential planning policy.

While the Government ensured adherence to the new concept of "social mixing", through the Department of Town and Regional Planning, it also encouraged the parastatals, non-governmental organisations and private companies to participate in the implementation of its new residential planning policy.

"The prevention of polarization, social or economic is essential in maintaining the social fabric of urban areas". All urban expansion projects were planned to avoid physical separation of socio-economic groups - all groups within an area using common commercial and community facilities. With part of the income groups Government and Council will continue to cross-subsidise the development of site and service settlements.

### **5.3 Low Income Housing - Self Help Housing Agency - Gaborone**

#### **Background**

Prior to independence in 1966 Botswana Government had the responsibility to provide housing for civil servants, most who were expatriate at the time. In 1971 the Botswana Housing Corporation (BHC) was established with the mandate to provide housing for all income groups, as well as to manage the Government's pool housing stock. It was later realised that BHC could not meet the full range of housing needs of the urban population, in particularly the lowest incomes groups. Provision of housing for each group would not be done without substantial subsidies which Government could not afford. In 1973 a Self-Help Housing Agency (SHHA) was introduced to assist low income urban households in the provision of low cost housing on a subsidised self-help basis. This scheme is also based on the premise that Botswana had always build houses for themselves in rural areas.

The SHHA is a site and service concept which emphasis self-reliance and the spirit of Self-Help (Ipelegeng) and to minimise costs while providing access to housing for low income group. It was first established in the Gaborone Town Council under the Town Engineer's Department. Its task was to prepare plots in areas adjoining Bontleng (Extension 14) for self-help housing to supervise construction of houses.

In 1975, Government revised its policy towards squatter settlements from one of clearance to one of upgrading, and SHHA was made responsible for upgrading Old Naledi in 1978 with financial assistance from the Canadian Government.

### Programme Design

In mid 1978 SHHA was established as a separate department with the assistance of the Cooperative Housing Foundation of Washington, USA. At this time the SHHA was responsible for the management of 8 500 plots. The Self Help Housing Agency also got underway in other three towns of Francistown, Lobatse and Selibe-Phikwe with the assistance of the British Government and the World Bank.

The design of the SHHA programme has not been changed substantially over the years. Under this programme Government prepares plots of standardised dimension, along with basic infrastructure including roads, drainage, and water supply. Plots are allocated to low income citizen who are residents of urban area concerned and who do not already own plot. The plot owner is given security of tenure through Certificate of rights (COR) and offered Building Material Loan (BML) to help cover the cost of construction. The plot holder is required to meet minimum standards of construction including provision of a toilet facility and completion of habitable structure within specified period. The scheme is intended to be self-financing with plot holders expected to pay a monthly service levy to cover their cost of development, provision of basic services, supply of water through commercial standpipes and maintenance.

### Conclusion

The concept self-help has had significant progress and impact in urban areas. More than half of the housing stock in urban areas have been provided through SHHA scheme. This housing programme has provided housing for almost 63% (NDP 7) of urban households in Gaborone, Francistown, Lobatse, Jwaneng and Kasane. By the year 1990, 26 700 SHHA plots were allocated under Certificate of Rights (COR) than all other forms of land tittle. No significant squatter settlements has developed since the programme was instituted and the informal settlements that were there before have been upgraded. An active subletting market exists within SHHA areas which means that more people are housed through this scheme.

The SHHA areas have also been a good example of partnership between government and the international community. Some funds for the development of these areas have also been provided by donors such as the World Bank, British, Canadian and United States Governments through their aid agencies.

Although the SHHA scheme has experienced success, there are some problems that still need to be addressed. There is a high default in rate payment of building material loan and service levies. However the situation is improving as Local Authorities have to raise their own revenue to finance their development. They are now making all the necessary effort to recover and follow up defaulters. The situation seems to be improving yearly.

Originally COR was not accepted by financial institutions for lending. However the tittle has been modified in 1990 and it is now accepted by financial institutions. Individuals are allowed to change from COR to Fixed Term State Grant which is accepted by lending institutions.

The other issue is the high standard of servicing of new low income plots. The new low income plots have electricity and water borne sewerage system. However there are plans to upgrade the old SHHA areas to similar standard.

#### **5.4 Squatter Upgrading: Upgrading of Old Naledi - Gaborone**

##### **A Description of the Area before Upgrading**

Old Naledi is one of the oldest neighbourhoods in Gaborone situated south of the city near the old industrial site.

Before upgrading, Old Naledi was characterised as a slum-dirty, confusing to get around in and dangerous. There were self-allocation of plots leading to some chaos. No regard was given to any sense of planning in the form of roads, shopping centres, water or sanitation. Plot boundaries were in some cases unknown, and plot sizes varied greatly, from 66 to 1,200 square metres. Plot and population densities also varied substantially - from 31 plots per hectare (or 155 persons per hectare) in one northern ward to 12 plots per hectare (or 49 persons per hectare) in one southern ward. Housing construction varied, some built of mud, canvas or plastic roof whilst others were built of brick walls with tin and asbestos roofs.

As far as infrastructure was concerned, there was an extensive and complicated pattern of footpaths-cum roads that had been developed. In 1977, the entire population was served by only four water stand pipes and many people had to walk one to two kilometres to reach some of the stand pipes.

While only about 100 plot-holders had erected simple pit latrines, the majority of the people used open fields adjacent to the site. There was no electricity whatsoever.

In so far as social facilities were concerned, there was one market for vendors and hawkers and small unlicensed corner shops. There was a private church-school and a tiny clinic.

## A Description of the Area After Upgrading

Naledi has been in a constant state of change, mostly in the form of plot improvements undertaken by individual plot holders and new facilities built and tenure is guaranteed via a Certificate of Rights. Since 1977 till today, the residents of Old Naledi have demonstrated a surprisingly high degree of self reliance and self-determination. The housing stock has increased through consolidation. Both modern and a few traditional roundavels can be seen in the settlement.

The population today stands at 21,000 and is still growing and many of the people are employed. During phases I and II of the upgrading, approximately 450 households were displaced from their original plots and 300 had resettled in Broadhurst Stage II. A total of 1,700 plots were approved for issuance of Certificates of Rights, and an average plot size is estimated to be 360 square metres. The road and pedestrian network has been rationalised with a hierarchy of roads. Today some of the roads have bituminous surface whilst the others are of compacted earth or gravel.

A kilometre of street lights, including 40 fixtures, was installed along the main pedestrian ways and new fixtures have been added of late. Sanitation is by the use of pit latrines on each compound, though, following Government adoption of new standards in 1992, these will soon be replaced by a sewerage system in future. A total of 25km of water distribution pipes were installed, serving 110 standpipes, yielding a final ratio of one stand pipe for every 15 plots.

An average of one rubbish bin for every five plots has been provided and regular collection is by the City Council. Today, Old Naledi boasts of a small local shopping centre, a police station, a community hall, two primary schools, a clinic and a number of informal businesses have sprang up all over the village. In 1986, about 26% of the plots in Old Naledi were used for informal businesses as well as dwelling places.

### Strategy

The strategy that was adopted in the upgrading of the Old Naledi area was the following:-

#### a) Physical Development

To enable the upgrading process to take place without a hassle, a Development Plan was prepared. The objective of upgrading was to supply the community with basic social and line infrastructure. A simple building code was adopted. Plot holders were permitted to use whatever materials they desired, provided these were of a permanent quality.

The primary road network consisted of five main distributor roads of compacted earth running east-west across the site linking Old Lobatse Road. These roads were aligned to follow as closely as possible, the routes of existing paths, to reduce displacement.

A major secondary loop-road was similarly aligned and constructed with an installation of 150mm trunk water main. The first 20 standpipes of an anticipated total of 100 (one stand pipe per 20 plots) were installed at points selected by residents. A three phase electrical supply and 40 street lights were installed along the entire length of the central main pedestrian way.

b) Tenure Status

To provide security of land tenure by creating a minimum plot size and issuing a Certificate of Rights which entitle plot holders to legally occupy their plots and pass them on their heirs, as long as a small service charge is paid. In addition to this, temporary occupancy permits were also given. These are renewed every year.

*Financial Assistance*

To provide monetary compensation for plot improvements made by plot holders who were displaced or otherwise affected; and to provide building material loans to assist plot holders to build their homes.

*Community Involvement*

To ensure that the project was carried out in consultation with the residents of Old Naledi, the residents were involved in the planning, demarcation of roads and footpaths, location of stand pipes and areas for social facilities.

Implementation was in two stages. The first stage was intended to provide primary services (main roads and drainage channels, main water supply and some stand pipes and street lighting) as quickly as possible so as to establish a broad layer of improvement that served all residents. The second stage saw the provision of secondary layer of servicing (secondary and tertiary roads and drains, plot boundaries, additional public water stand pipes, and sanitation), which would reach each individual plot. Construction of the first stage of the upgrading was completed in January 1979.

*Self Improvement*

Furthermore, the implementation plan recognised that following the completion of construction of infrastructure and the provision of secure land tenure, the residents would return to the ongoing process of self improvement - their own construction of a third layer of improved houses.

*Site and service plots for the displaced*

The plan pointed out the immediate importance of establishing new sites and services plots that could be made available to families during the construction period or those who were displaced.

## Agencies Involved and their Roles

The upgrading project was administered by the Urban Affairs Division of the Ministry of Local Government, Lands and Housing working in direct association with the Gaborone City Council's Self Help Housing Agency (SHHA) and the Naledi Village Development Committee. Other agencies involved in the project included. The Adjudication Tribunal which was established during the implementation process, as an "independent and impartial" body responsible for passing judgement on all disputes brought before it by the SHHA, the VDC or individual residents and the Gaborone Development Trust (Brigades)/Old Naledi, which was a medium sized training and production unit composed of primary school leavers.

The principal forum for project coordination was the Old Naledi Steering Committee, which met on a monthly basis. All affected groups and agencies were represented on this committee.

## Conclusion

The upgrading of Old Naledi project clearly illustrates that programmes designed to upgrade the human environment in terms of clean water, waste disposal, roads and drainage, street lighting and basic community services are standards affordable even by the poorest, can start to address the very real problems of urban poverty. This programme has been hailed by most people as a success and a model as it has been able to bring together most of the issues governments face as they strive to grapple with the problem of squatter settlements.

The introduction of the SHHA scheme in 1978 allowed many people to obtain a low soft loan for building materials. SHHA participants were also required to pay a service levy annually for provision of services. To be eligible for the SHHA programme, an applicant needed an annual income of over P1,200. Many of the people in the local community of Old Naledi were unemployed or only self employed in the informal sector and so were not able to qualify for SHHA loans. A lot of these people were head of households and had the burden of supporting families. A different programme was established to help such people.

## 5.5 Contribution of Non Governmental Organisations

### Botswana Christian Council

The Botswana Christian Council (BCC) Housing Project started in 1978 in Old Naledi after Government identified the need there. Most residents in Old Naledi were unemployed which is why BCC set up programmes to assist people who did not meet the SHHA criteria. BCC started building houses targeted at people earning less than P1200 per annum or who were even unemployed.

Most participants assisted were female headed households (3:1 unmarried). Assistance comprised providing building materials as well as technical assistance to build. Recipients had to pay back the loan for materials over 15 years at no interest.

The project comprised staff of a social worker, building supervisor and building trainees. The social worker assessed people to see if they are eligible. After recommendation from the social worker, applications were referred to a screening committee consisting of SHHA officers, councillors, Village Development Committee (VDC) representatives, BCC representative and people who have been previously assisted by the programme.

Eligibility for assistance is assessed on the capacity of input from the participant (such as labour, fetching water etc.) and land ownership is verified (legal check). The programme assists local unemployed people through providing training in building trades. These trainees are sent to Madirelo Trade and Testing Centre (MTTC) for Trade Certificate Grade C and then employed until they can improve to Grade B and A.

More than 600 houses have been completed in Old Naledi since 1978 under this programme. BCC has also initiated other programmes in the area for local unemployed such as income generating projects - hawkers licences, fishery, cobblers, tailors - established with small interest free loans, repaid after some time. Also BCC is running a programme for street kids in Naledi. These programmes are still ongoing.

#### Strategy

This project has been able to improve the living environment in Old Naledi mainly through addressing the following issues:-

- *Alleviation of poverty and job creation*

Apart from helping poor people to gain access to housing, the scheme has provided employment and training in building construction for local unemployed people. The two roomed houses constructed through the project often give the occupant a chance to earn income by renting the second room. This has often lead to the owner being able to extend the house over time and thus generate more income by renting the additional rooms. The other income generating programmes BCC also run in Old Naledi assisting hawkers, fishery, cobblers and tailors where the small businesses are assisted with small interest free loans, repaid after some time help to make the community more self reliant.

- *Affordable Housing, Access to shelter*

The project managed to bring housing within reach of people who other wise may be homeless.

- *Better Opportunities for Children and Families*

In addition to generating income and job training in conjunction with the housing project, BCC is running a project assisting street kids in Old Naledi.

- *Gender-sensitive Approaches to Human Settlements Development and Management*

The project was primarily managed by women. Most of the plot holders assisted were female headed families and they benefited not only from improved shelter but the increase in income generating opportunities by having spare rooms to rent. As mentioned most of the women helped early in the project have managed to extend their houses.

- *Complements Government Housing Programmes*

This project was able to fill a need not met by any of the government run housing programmes and so contribute to a well rounded housing provision system. However, that original need is now not being met.

The biggest problem facing the project is its financial sustainability but this is a problem faced by most projects of this type. The programme has been supported by an international donors who are now no longer supporting the project. Consequently the project is likely to close. This would be most unfortunate as all the experience built up over the years would be lost as well as the opportunity to further develop the community in Old Naledi.

It would seem to be opportune that as part of the Habitat II process, this project could be maintained and strengthened by using it as a prototype project to introduce alternative funding sources so as to relieve the dependence on external donors; a problem of growing concern in Botswana. The establishment of such alternative sources would need the involvement of the community and BCC and could be accomplished with the establishment of a revolving fund to cover the overheads of the programme. The seed capital for such a fund may have to come from several sources (fund raising within the community, assistance from existing financial institutions if communal collateral could be established within the community, assistance of government to help establish the revolving fund etc.).



## **6.0 INDICATORS**

### **6.1 Application of a Set of Indicators**

This section presents an overview of urban and housing indicators in Botswana. Due to some constraints in data collection, most of the data collected came from the City of Gaborone. Further work will be done on other centres to make the results as representative of the entire country as possible.

### **6.2 Data Collection Methodology and Limitations**

The worksheets provided by United Nations Centre for Human Settlements (UNCHS) Habitat were used to collect data. They were distributed to 30 organisations within and out of government including individuals. A number of problems were encountered during the course of the work namely:

- a) There was lack of statistics from which to collect relevant data;
- b) Where statistics were available it was mostly outdated;
- c) Some respondents took too long to complete the forms;
- d) Standards and measures required to formulate indicators such as those relating to pollution, energy and sewerage, were not available; and
- e) Some responding organisations do not allocate sufficient time for collection exercise.

### **6.3 Urban Indicators**

#### **Poverty**

In 1989, 55% of the total households in Gaborone had incomes below the designated datum line, while the average household income was US \$99,52 per month. During the same period, illiteracy rate among the adult population was estimated at 26,3%, and the average calorie supply per capita was estimated at 9 673 kJ.

Currently only 13% of children below the age of five years are said to be malnourished. This improvement has been brought about by government policy of free health care and food for vulnerable groups, complemented by efforts of NGOs like Botswana Christian Council who also cater for street children and destitutes. However, government does not have policies to benefit unemployed people. Only recently, government announced that with effect from October 1996, people aged 65 years and above will receive old age allowance of P100.00 (about US \$30,00) per month.

## Employment

The construction sector which includes housing, has been a major contributor to job creation and employment. Botswana Confederation of Commerce, Industry and Manpower (BOCCIM) in their Construction Industry Study estimated that between 1981 and 1991, this sector was the second largest employer in the formal sector and amounted for about 12,7% of total employment until it reached 15% in 1991.

According to the 1991 Population and Housing Census, 45% of economically active people in Gaborone are employed in the informal sector. Unemployment was more prevalent among in females (17%) than males (12%). Approximately 75% of employed people earn equal to or above statutory minimum wage. It is expected that some unemployment will occur as a number of firms relocate to South Africa.

## Health and Education

Generally, health and education facilities in Gaborone, like elsewhere throughout the country are of good standards. Gaborone boasts of 3 373 hospital beds which is equivalent to 20 persons per bed. The child mortality is 40 per 1000, while life expectancy at both is 67,7%. This improvement is due to government's expenditure on social services, estimated at US \$127,51 per person in 1994 with a high literacy rate of 73,7% for the entire country.

The enrolment of both boys and girls at primary school level is quite high (83%). About 77% of boys and 73% of girls attend school. The classrooms are crowded with 48 and 37 children per classroom at primary and secondary school levels respectively. At tertiary level, 12% of males and 9,5% females were enrolled during 1991.

## Social Integration

The City of Gaborone is considered relatively peaceful. Sixteen murders or 0,07% per 1000 inhabitants were reported in 1994. Only the theft rate was high, at 47% reported cases. Also death due to violence was 0,05% of total deaths.

## Infrastructure

In Gaborone, about 43% of households have water within their plots. Approximately 34% of the households have individual connections to central sewerage system while 24% have individual power supply. The high cost of individual power connection is responsible for the low level of individual connections.

It is estimated that 4% of the city's households have telephones within their premises. Although only a few households have access to individual telephone service, Botswana telephone system operates with good modern equipment. But applications and relocations still take months to attend to.

Water and sewerage are fairly affordable. A median income household spends approximately 2% of its income on water, 0,01% on sewerage and 6% on power. All households have portable water throughout the year. On average, one person consumes 125 litres of water per day for all uses, while 23% of water is lost during treatment and reticulation. In 1992 government made a decision to service fully all residential areas with water, power and sewerage reticulations.

The task of infrastructure provision is now shared among central and local government, parastatals and private sector, with the parastatals playing a second major role after government in this aspect of development.

### Transportation

In 1994 the total length of roads in Gaborone was 497 kilometres of which 290 kilometres were surfaced while 94 kilometres were unsurfaced. In the past few years the expenditure on roads and related infrastructure has been around US \$1 718 000.00 per year.

Currently the City of Gaborone is served by a system of road hierarchy to decrease traffic congestion on low order roads. The primary roads which are of bitumen standard are categorised into primary (national) and primary (local) roads. The tertiary roads which are also of bitumen standard are divided into ordinary or residential tertiary collectors and tertiary (industrial) collectors. Access roads remain the same, and they are of the same standard as those above in all high income areas. Originally roads in all low income areas were compacted gravel roads. Recently local governments have began the process of bringing them to bitumen standards.

The volume of traffic has been rising steadily over time. According to Department of National Transport and Communication, in 1990 there were 23 527 registered vehicles in Gaborone. In 1991 the figure increased to 25 249. By 1994, a total of 41 935 vehicles had been registered in the City.

The rising traffic has brought with it problems of congestion, environmental pollution and accidents. Currently the city experiences 2,26 deaths per 1000 vehicles per year, and 29% of those killed are pedestrians.

Public transport in Gaborone is provided by privately run mini buses and taxis which account for 42% of all work trips. This transport is sometimes unreliable, overloaded, overspeeds and does not have time tables. This calls for proper investigation into public transport system. Currently there insufficient parking facilities in Gaborone. The commercial, industrial and institutional parking areas are inadequate. There is no charge levied on any parking area in the city, and there is no control over the length of time that vehicles are allowed to park in any bay.

Vehicular segregation is also not enforced. Heavy duty vehicles are allowed to go through the city and they have no specific parking areas provided outside the city centre.

Walking is the second highest mode of travel to work, accounting for 33% of all work trips in the city. This makes pedestrian walk ways very important component of the circulation system.

#### Environmental Management

The indicators worksheets used were found not particularly relevant to Botswana situation in this aspect because Botswana has a problem of environmental degradation in the form of desertification which is exacerbated by prolonged drought and man made factors.

Gaborone City generates approximately 10 cubic metres of solid waste. Although the bulk of this waste per person per year is disposed of through dumping, the environmental problem is not severe because 94% of the waste is largely domestic and biodegradable. Only a negligible proportion (less than 0,5%) of toxic waste and radio active waste is generated country wide. Solid waste collection in Gaborone is high since 98% of household enjoy four collections per month. Cans and some bottles are re-cycled. Approximately 95% of waste water is treated.

## **PART IV**

### **7.0 NATIONAL PLAN OF ACTION**

#### **7.1 Introduction**

The National Plan of Action is based on the four national objectives of democracy, development, self-reliance and independence, social justice and economic growth. These are often translated into four planning principles, namely, rapid economic growth, social justice, economic independence and sustainable development. It is therefore important to maintain sustainable economic growth which will in turn facilitate sustainable human settlement development. Botswana in particular needs planning and management of the rapid urbanisation caused mostly by rural-urban migration, poverty, shortage of urban housing, lack of effective mechanism for improvement of rural housing, inadequate infrastructure and social services, unemployment and decreasing environmental quality.

The National Action Plan for sustainable human settlement development and shelter for all is regarded as an integral part of the overall national planning and development. Its success depends on close coordination with the national and district development plans as well as individual settlement development plan. The human settlement sector should be regarded as a productive sector and should be able to contribute to the national efforts of diversifying the economy. The creation of functional, economically and environmentally sustainable cities, towns and villages will be the major focus for the next two decades.

The implementation of the National Plan of Action will be based on partnership with the private sector, non-governmental organisations and international organisations. However government will determine and provide guidelines for the participation of various partners. It is through this partnership that manpower, financial, technical and other resources could be mobilised for the development of shelter, in a healthy and safe environment. The following are envisaged actions that will be carried out both in the short and long term:-

#### **7.2 Poverty Alleviation and Shelter Provision**

Poverty alleviation is essential for sustainable human settlement and for the maintenance of peace, political stability and progress. Poverty and unemployment constitute severe constraints to human settlement development in particular shelter for all. Action that would be considered for the alleviation of poverty include the following:

- a) Integrate poverty alleviation policies (including food, security) with settlement development.

- b) Stimulate employment creation and training for the poor and in particular poor women headed households, remote area dwellers and promote community management of infrastructure services through community participation.
- c) Promote cost effective labour intensive investments.
- d) Promote and ensure contracting and procurement which favours local (citizens), private sector including small businesses.
- e) Remove all barriers which limit women and other groups in the participation of poverty alleviation activities.

### 7.3 National Settlement Policy

- (a) The National Settlement Policy is a comprehensive development spatial development policy whose goal is to achieve balanced development. Efforts would be made to improve the standard of living in urban and rural areas in a balanced manner and to utilize the human and natural resources in an economically, socially, ecologically and sustainable sound way.

Settlements with the highest potential will be given priority for development to improve their economic status thereby offering employment opportunities for its inhabitants.

- b) All development will be preceded by planning and engineering studies as well as environmental impact assessment where necessary. This will facilitate the prompt delivery of infrastructural services and housing.
- c) Government will implement the National Settlement Policy through the preparation of District Settlement Strategy including land use plans and area specific plans to achieve the development of more sustainable settlements.
- d) Under the NSP settlements designate as primary centres will be accorded a higher priority for development. The rural primary centres referred to as major villages will be upgraded to urban standard in terms of infrastructure and services. There will be a need to provide policy guidelines for their development to address the diversity of each settlement.
- e) In addition a few secondary centres in particular peri-urban settlements and secondary centres designated as subdistrict and district head headquarters. This will be considered to develop in the first phase of the plan. Other secondary centres will be considered in the second phase of the plan.
- f) The tertiary centres will be also be planned to allow the provision of basic services. It is the intention of government to have all settlements with population of over 1000 planed and developed systematically. Regarding other smaller settlements services will still be provided in accordance with the National Settlement Policy. Government will continue to seek better

methodology and approaches to ensure that communities living in smaller settlements particularly those with population less than 500 are not disadvantaged in terms of development.

- g) The National Settlement Policy accord, with special provision for the remote area dwellers to assist them to settle in permanent settlements and to integrate with rest of the society.
- h) The National Settlement Policy recognises and intends to enhance the organic relationship between urban and rural areas. Government intends to build strong linkage through the improvement of infrastructure network (roads, telecommunications, power etc.), economic and cultural exchange to facilitate interaction and diffusion of technology and ideas between rural and urban dwellers.

#### **7.4 Land and Land Policies**

Government will progressively prepare land use plans and formulate policies for the efficient management of land. The scarce arable land particularly in the eastern corridor will need to be protected from urban expansion. The fertile land need to be put to good use to increase food production. This all also facilitate the creation of green belts around cities, towns and villages. Thus enhancing the aesthetic and environmental quality.

Due to lack of data particularly in rural areas, a concerted effort will be made of land inventory and land registration. A computerised Land Information System will be established both at central and local authority levels. This is essential for efficient planning and land management.

Government will continuously monitor and review the land tenure system to ensure security of tenure for all citizens. Although the current tenure system is satisfactory, it may need some improvements to facilitate citizens to use it as collateral to secure loans for the improvement and construction of houses. Such improvements are mainly required under communal land grant system in rural areas and the certificate of right in urban areas. this may require that plots be surveyed up to cadastral level before allocations are made.

#### **7.5 Capacity Building**

Due to the shortage of skilled manpower both at central and local level it is necessary to intensify human resources development programmes. The development of human settlement (in particular, shelter, infrastructure and food production) requires knowledgeable technical manpower and appropriate technology. Government requires trained manpower to enhance its ongoing decentralisation policy. The following actions will be considered by government:

- 1) Increase budgetary allocation to manpower development programmes.

- 2) Carry out an assessment of all training and manpower development institution with the view to revitalise and improve them.
- 3) Ensure effective decentralisation and strengthening of local authorities through allocation of trained manpower, improving their revenue raising capacity and the continued devolution of decision making authority over a number of issues of local importance
- 4) Facilitate and revitalise dialogue between central, local government and local communities including non-governmental organisations on development issues.
- 5) Reinforce measures to eradicate corruption and ensure transparency efficiently and community participation in the management of local resources.
- 6) Development of information technology to promote the exchange of information, experiences, practices among citizens and as well as between local and international partners. Train key actors on information technology.
- 7) Facilitate effective legal services for low income groups either through aid or free legal services.
- 8) Establish a deliberate policy of favouring local companies and contractors in undertaking various development projects.
- 9) Recognise, utilize and draw on skills and resources of diversity of institutions to develop human settlement. Government will ensure the development and transfer of skills, management expertise and technology through cooperation with local individuals, local and international institutions as well as non-governmental organisations. This may be carried out through a number of ways including establishing of public and private sector forums, training of personnel, attachments, contracting private sector entities in improving private sector etc.
- 10) Strengthen the national and local economic and financial base with the view to address human settlement development. This may be carried out through:
  - strengthening as appropriate the capacity of local authority to attract investors.
  - adopt micro economic policies and framework which encourages domestic savings.
  - improve tax collection capabilities and expenditure.
  - strive for full cost recovery of urban services while taking into account the need for the poor.



- 11) Facilitate the formation of partnerships between local authorities and private companies.
- 12) Strengthen district based central government institutions to respond to the needs of local authorities promptly.

## 7.6 Housing

The basic objective is to enhance increased contribution of the housing sector to national economic and social development not only through increases in the housing stock but also through job creation, skills acquisition, income generation, import substitution and protection of the environment.

In the above pursuit, government will be concerned not only with the construction of new houses but also maintenance of the existing housing stock in the country. The collapse of several houses during flood hazards particularly in the non-urban areas raises concern about the structural quality of rural shelter and how these could be improved.

In addition while government has played a commendable facilitating role in the provision of housing in the urban centres, appropriate enabling strategies should be directed to non-urban areas also. In effect, the objectives for the future are three fold, namely: to sustain the pace of development in the urban centres, improve the quality of existing stock in both urban and non-urban areas, facilitate shelter provision in rural areas. Retailed Programmes will include :

- (a) training for the production and use of local building material;
- (b) integration of poverty alleviation and low income shelter schemes particularly of the SHHA;
- (c) strengthening of housing finance sector

### National Housing Policy

The tendency to expect government to provide solutions to all housing needs will be discouraged. Housing provision and related issues are a joint responsibility particularly between government and the private sector as well as community organisations. Private initiatives will be encouraged. This will enhance the national principle of self-reliance and more government resources can be diverted to other developments.

A comprehensive National Housing Policy will be prepared. It should cover both urban and rural areas, and it should address all income groups. The policy, should define the responsibility and the relationship of all parties engaged in housing delivery. It should state methodologies used to calculate rates and rentals. It should similarly cover resource mobilization and cost recovery.

In addition the national housing policy should:

- a) recognise government responsibility to provide sufficient serviced land for housing;
- b) seek to reduce government's involvement in the implementation of housing provision;
- c) revise the approach to subsidies and other inducement which encourage rural-urban migration; and
- d) through the policy development process, promote more realistic expectations about housing among the general public.

### Urban Housing

The Self Help Housing Agency (SHHA) programme will be strengthened in order to enhance efficiency of its administration as well as coverage so that more low income urban households could benefit from the scheme.

The on-going computerisation of SHHA records and water reticulation in the old SHHA areas will be completed during the NDP 8. Accordingly, all SHHA plot holders will be encouraged to have individual water connections to their plots. This procedure will eliminate wastage. purposes.

The service standard in the old SHHA areas will also be upgraded to comparable Accelerated Land Servicing Programme (ALSP) standards. In this regard, existing pit latrines will be replaced by water borne sanitation systems and plot holders will be requested to complete individual connections to the central sewerage system.

Still in the SHHA areas, government will assist in surveying all individual plots to cadastral standards. The planned block survey will facilitate conversion from Certificate of Right to Fixed Period State Grant. In line with government policy of

cost recovery, plot holders will be required to pay prevailing prices for plot conversion.

Government will continue to support low income urban households through the provision of building material loans. However, in view of the low rate of loan recovery, government will strengthen Local Authorities to develop efficient follow up systems.

### 7.7 Rural Housing Programme

The major focus of the government in future will be to facilitate housing development in the major villages and rural areas. Efforts will be made to integrate shelter provision with job creation and income generation. In addition there is a need to establish a rural housing development committee to coordinate rural housing schemes.

## **7.8 Squatter Relocation**

Local Authorities will be empowered to undertake development control within their townships to avert the emergence of new squatters.

### **Housing Finance Institute**

It has become inevitably necessary to introduce strategies to enhance efforts of individual households to own homes in the urban centres. Such strategies will have positive effects on the housing sector; the process will enable BHC to sell its existing housing stock, minimise maintenance costs and mobilise resources for new estate development without relying upon the government. Since some of the beneficiaries will no longer require pool houses, government contribution to the corporate rents will be reduced. In this regard enhancement of home ownership will be a more effective means of eliminating rental subsidies. An important step in the latter direction will be to restructure the government mortgage loan guarantee scheme to cover a wider range of income earners.

## **7.9 Housing of Public Officers**

Government will appraise alternative cost-effective policies for the provision of accommodation to public officers particularly in the urban centres. A committee comprising representation from Ministry of Finance and Development Planning (MFDP), Ministry of Local Government, Lands and Housing (MLGLH) and Directorate of Public Service Management (DPSM) will be constituted to appraise the subject in the light of existing realities and submit recommendations. The district housing programme for Local Authority employees will continue into the next plan.

## **7.10 Building Material Production Programme**

Government regards the production and use of improved local building materials as an important input that could positively improve rural housing conditions. Not only would such programmes contribute to the improved quality of the existing structures, but will also reduce cost of constructing new shelter, open opportunities for small scale businesses and contribute to employment creation and income generation.

## **7.11 Cooperative Housing Scheme**

Housing cooperatives have been successful in other countries it has not been tried on Botswana. Government will explore the possibility of introducing Housing cooperatives. A pilot project will be initiated during the National Development Plan eight (NDP 8).

### **7.12 Best Practices**

Best practices will be documented for wide distribution throughout the country. The objective being to refine and replicate them in other parts of the country where they have not been implemented. An information system will be developed for the exchange of best practices.

### **7.13 Implementation of Action Plan**

The implementation of the National Action Plan will be carried out in the short medium and long-term. The short-term activities will cover a period of six months starting 1996 - 2002. These activities are indicated in table 9 and are based on consensus among relevant Government, Local Authorities, Parastatals and Non Governmental Organisations.

**TABLE 9: NATIONAL PLAN OF ACTION FOR HOUSING AND SETTLEMENTS (1996-2002)**

<b>PRIORITY</b>	<b>OBJECTIVE</b>	<b>ACTIVITY</b>	<b>BUDGET</b>	<b>TIME SCHEDULE</b>	<b>ACTORS</b>
Review urban and rural housing policies	Achieve more sustainable human settlement	(i) Commission a study to review existing policies and make recommendations for new policy initiatives		1997 - 1998	MLGLH; DH; DTRP
Prepare a National Housing Plan	To guide investment in housing	(i) Consult with all housing institutions (ii) Workshop to discuss the plan		1996 - 1998	DH, MLGLH
Revision of the Town and Country Planning Act	To update and bring the Act in line with other principles of sustainability	(i) Carry a critical analysis of the Act, indicate areas that need amendments. (ii) Workshop for all involved parties		1996 - 1997	DTRP; District Council
Development of Urban Geographical Information System (GIS)	Monitor the development and environmental quality	(i) Train officers both at the centre and local authority on GIS/LIS applications. (ii) Purchase of computers.		1998 - 2001	DTRP; DH; Computer Bureau

Land registration in all major villages	Make an inventory of all plot allocations and land uses	(i) Produce accurate maps, survey and document all the address of owners. (ii) Carry out public consultations.	1996 - 2001 1996 - 2000	DL; Local Authority
Upgrading of all major villages: Maun, Serowe, Palapye, Mahalapye, Mochudi, Kanye, Ramotswa, Molepolole	Improve accessibility and the quality of infrastructure and social services	(i) Prepare upgrading plans. (ii) Carry out engineering design and construction of roads, drainage channels, sewer systems and landfills. (iii) Identify and secure funds for compensation.	1996 - 1997 1996 - 2001 1996 - 2001	DTRP; Council DLD; DTRP; NCS DLGD
Upgrading of old urban neighbourhood: Gaborone, Lobatse, Francistown, Selebi Phikwe	Improve accessibility of infrastructure and social services to urban dwellers	(i) Prepare project memo to secure funds for upgrading	1996 - 1999	
Declaration of new urban areas	To facilitate the establishment of a municipal authority	(i) Identification of financial and manpower for the local authority. (ii) Consultation with local communities.	1996 - 1998 1996 - 1998	DLGSM Local Authority

Promote urban agriculture	To improve food security among urban household	(i) Reserve areas for agricultural purposes within urban areas. (ii) Design incentive package to encourage urban agriculture		1997 - 2001 1996 - 2001	DTRP, LA MOA
Strengthen NGOs and VBOs involved in shelter provision	Improve NGOs and CBOs access to:- i) land ii) finance iii) technical advised iv) institutional support	i) Development guidelines for allocation of parcels of land to NGOs/CBOs. ii) Establish a revolving fund iii) Organise instructional workshops, produce design manuals. iv) Establish LCHC as central forum for NGO/CBO concerns		1996 - 1997 1996 - 1997 1996 - 2000 1996 - 1997	MLGLH, Councils, Land Boards, LCHC DOH, LCHC, NGOs, BBS, Banks DOH, LCHC, NGOs DOH, BTC, SHHA, LCHC, Councils, NGOs, CBOs LCHC, DOH, NGOs, CBOs

Affordable finance for housing for low income people	i) Improve security of tenure of land and accommodation for low income people	(i) Review existing land tenure systems. (ii) Develop strategies for improving security to tenure and more transparent land allocation system	1996 1997	LCHC, MLGLH, Land Boards, UB LCHC
Inflexible Development codes and building regulations	i) More realistic planning standards to vary plot sizes, reduce the cost of infrastructure and encourage informal sector ii) More flexibility in building regulations to allow more affordable and appropriate construction methods	(i) Prototype developments to demonstrate alternatives (ii) Develop performance based regulations not prescriptive based (iii) Workshops with SHHA	1996 - 2000  1996 - 2000	BTC, LCHC, BHC, MLGLH  BTC, LCHC  BTC, LCHC, DOH, Councils, SHHA  BTC, RIIC, LCHC, MLGLH
Localised building material production	Increased production of building materials locally maximising use of local raw materials	(i) Intensify research into suitability of local raw materials and alternative materials	1996 - 2000	BTC, RIIC, LCHC, MLGLH



<p>Environmental sustainability of human settlements</p>	<p>Improve the environmental cost and energy efficiency building systems.</p> <p>Develop integrated infrastructure designs that are sustainable</p>	<p>(i) Develop building designs appropriate to local climate and conditions  (ii) Research to develop a localised rating system for the environmental cost different building materials  (iii) Prototype Projects including BTC Headquarters, FTRS Headquarters and Staff Housing Assessment and monitoring of both projects</p>		<p>1996 - 2000</p> <p>1997 - 1998</p> <p>1996 - 1997 1996 - 2000</p> <p>1997 - 2000</p>	<p>BTC, LCHC, RIIC</p> <p>BTC</p> <p>BTC</p> <p>BTC</p>
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## PART V

### 8.0 INTERNATIONAL ASSISTANCE PRIORITIES

Developing countries, including Botswana need considerable assistance to develop their economies to sustain the development of human settlements. The settlement patterns, types and life styles of people in most settlements is going through massive transformation. In Botswana the rural areas, in particular larger villages are fast urbanising hence they demand similar attention as urban areas. The large growing urban centres need improved and innovative development and management systems. The key issue is to make this settlements healthy, safe, productive and pleasant environment to live in. Greater assistance is required to facilitate the transformation of these settlements from the predominantly agricultural social and economic entities to a more dynamic and modern centres.

The development of sustainable human settlement contributes to world peace, justice and stability. It is therefore imperative that cooperation and coordination with the international community should be one based on mutual trust and vision. Countries with advanced economies and technological development should assist those lagging behind. This will enhance and stimulate development in less developed countries.

One important fact to be noted is that most developing countries are consumers of technologies and goods from developed countries etc. This places developing countries in a difficult situation of trying to adapt and maintain such technologies for their own environments. In the process, a number of pertinent development get delayed.

Botswana still experience some problems which are related to lack of technological development (particularly for industrial development), human resource development and poverty including drought. The country will need international assistance in these areas to develop its economy and the human settlements. It is believed that sustainable human settlement requires employment activities, affordable shelter and human resources to manage activities in settlement. Botswanas priority in the human settlement and housing sector will be on capacity building to enable citizens to build shelter for themselves. Specific areas where international assistance is required are as follows.

1. Development and expansion of training institution for scientific and technological skills.
2. Development of building and construction technology to facilitate cost effective provision of shelter. This would involve research of building and construction material, building techniques and marketing approaches.
3. For any sustainable human settlement development, water is the key resource and it is therefore important to develop efficient water conservation methods

and technologies. In addition, due to the difficult terrain and high evaporation rates it is important to develop through extensive and intensive research appropriate technologies for construction of dams on a flat terrain. There is also a need for transfer or development of appropriate and environmentally sound technology for sanitation, waste disposal and energy efficient systems.

4. Development of Information Systems to facilitate exchange of information and experiences between institutions locally and internationally. This would include study tours and attachments to similar or relevant institution where the required technology is available. Information technology not only involve skill and knowledge transfer it also include access and procurement of necessary equipments e.g. computers, softwares, electronic

In order to achieve these Botswana government will work closely with the international community both on multilateral and bilateral basis. The assistance that is required include financial and technical cooperation in various areas of priority needs. Efforts will be made to assure that projects under such cooperation are sustained, through the preparation of skill transfer programmes.

## PART VI

### 9.0 STATEMENT OF PRINCIPLES

Due to the rapid urbanisation, sparsely and even distribution settlements, structural poverty and lack or inadequate employment opportunities, it is imperative for Botswana to pursue policy goals and principles which are geared towards the eradication of poverty and the sustainable human settlements development. These two goals touches on the main problems that the country faces especially drought, rural-urban migration and migration within rural-areas, proliferation of small settlements and environmental degradation. Although there are efforts and mechanisms in place to address this concern that there is need for development of new and innovative approaches which can accelerate ideas in the various concern. The guiding principles are divided into two, **thematic** and **operational** principles:-

#### 9.1 Thematic Principles

- Healthy, safe and productive settlement
- Healthy, safe and affordable shelter
- Healthy, safe and liveable built environment

##### Healthy Safe and Productive Settlement

It is the intension of government to build and maintain functional settlements with sound economic base to sustain its inhabitants. All settlements should have access to productive land resource to produce food particularly in case of rural areas; suitable place for the construct of shelter. The majority of Batswana depend on natural resources including agricultural resources, veld products and wildlife. These resources form the basis for the creation of employment opportunities for which they can improve their general built environment. In urban areas it is important also to have provision for commercial and industrial land and as well as recognition of the importance of the informal sector which provide cash employment opportunity for the low income groups and poor household to secure a livelihood.

While in Botswana the land tenure system has been developed to ensure that every citizen has access and secure to land, it is also necessary to ensure that the productive potential of the land is maintained. In addition, the land and land transfer system has to be reliable. Production can better occur under secure land tenure system.

The provision of housing, infrastructure and social services by both public and the private sector is based on several factors including land and housing markets, planned development and infrastructure, housing and other commercial and industrial development are necessary to attract investments.

## Healthy Safe and Affordable Shelter

Inhabitants of any settlement need shelter and other basic necessities for life. Shelter is regarded as security against natural and other man-made calamities. It gives a sense of pride and belonging to an individual. A healthy and safe shelter must be durable and serve as a multipurpose structure.

Shelter policies therefore must be sensitive to the needs of low income groups, poor rural dwellers and remote areas dwellers. People in rural areas have shelter of different standards depending on their economic status. While it may be enough to acquire land, the cost of building material may be prohibitive. Traditional houses built of mud walls as floors have proved to be no match to natural disaster such as floods and strong winds. Durable and affordable building material technology are called for. Appropriate building technology and production of affordable building materials is overdue.

In Botswana the available traditional building material differ from district to district. The sandy western part of the country have difficult soils, while in the east soils are better but would not stand the intensive pressure during flood periods. This building material on the whole country can be said to be of temporary nature. There is need to assist and enable individuals to build durable and liveable structures.

## Healthy Safe and Liveable Environment

The quality of life depend on several factors including social economic factor, physical and spatial characterising settlement (towns and villages), population densities, accessibility to adequate necessities. Many of the Botswana's villages are not planned making the rational provision of infrastructure and the amenities difficult. Planned villages and urban areas have undeveloped open spaces and a very few structure of significant aesthetic nature in terms of buildings and the landscape.

There is need to facilitate access and interaction between neighbourhood both in and within urban and rural areas. This calls for innovative urban planning, design and development which facilitate social integration throughout the country. Although this is the standard policy, mechanism have to be brought in the line with the new approaches.

### 9.2 Operational Principles

In order to meet the needs of both rural-urban communities both of which have diverse interests, and economic and culture it is necessary for government to adhere to the following **operational principles**:

- Efficient mobilisation and relevant management of all available resources;
- Enabling people to fully participate in decision making process for human settlement;
- Guiding people to settle in places with better potential for development.