

DRAFT

BOTSWANA NATIONAL REPORT

FOR

**THE UNITED NATIONS GENERAL ASSEMBLY
SPECIAL SESSION ON THE REVIEW AND
APPRAISAL OF THE IMPLEMENTATION
OF THE HABITAT AGENDA (ISTANBUL + 5)**

MINISTRY OF LANDS AND HOUSING

**PREPARED BY NATIONAL
HABITAT COMMITTEE**

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1.0 INTRODUCTION

The Habitat II Conference held in Istanbul Turkey in June 1996 at which Botswana participated and presented a report laid a framework within which all nations should strive to improve the living conditions of their people. In line with the two major themes of "Adequate shelter for all" and "Sustainable human settlements developments in an urbanising world", the conference adopted the Habitat Agenda to guide the shelter and human settlements developments in the next twenty year period following the June 1996 conference.

The Habitat Agenda is made up of goals and commitments including the Global Plan of Action designed to guide all nations in a quest to improve the shelter and human settlements conditions throughout the world. All the United Nations member states including Botswana committed themselves to the implementation of the Habitat Agenda to report progress at a Special Session of the United Nations General Assembly to be held in June 2001 in New York, United States of America.

Botswana is expected to present the report at the Special Session, also known as "The Istanbul+5" Conference. The report contains the review and appraisal of the National Report and Plan of Action for Habitat II submitted at the 1996 conference. It also contains other developments which were

not included as part of the report. The contents reflect contributions from the relevant organisations.

2.0 SHELTER

2.1 Promotion of the Right to Adequate Housing

Along with other countries, Botswana committed "to the full and progressive realisation of the right to adequate housing" as provided for in international instruments. The government in this regard decided on a number of measures in order to enable Botswana to secure shelter and to improve their existing structures. These measures are contained in the National Report And Plan Of Action For Habitat II, March 1996 as well as in the National Development Plan 8.

According to the National Plan Of Action, a number of projects will be implemented by the year 2002, reaffirming Botswana's commitment to providing safe and sanitary shelter to Botswana. High on the priority list are: the review of urban and rural housing policies; the preparation of the National Housing Plan; upgrading of old neighbourhoods; development of urban geographical information system; strengthening of Non Governmental and Community Based Organisations involved in shelter as well as the review of development codes and building regulations.

The review of urban and rural policies began with the review of national policy on housing. The exercise was completed in

qualify. The piloting of this programme has already started in three centres. The major goals of the programme are to teach the beneficiaries how to produce the building materials and market them; how to build houses so they can ultimately build and own homes. The programme is therefore intended not only to make housing accessible to this income group, it is also intended to create employment, upgrade skills, generate income and earn this group a living. Following the successful completion of the pilot phase, the programme will be replicated throughout the country. Appendix 1 provides a summary of programmes completed, those in progress and those planned for implementation by the year 2002.

Botswana has not yet benefited from international cooperation in the execution of some programmes/projects. A number of projects will be identified for technical assistance, among them the identification of Botswana's housing and urban indicators.

In terms of shelter, most of Botswana's future action and initiatives are contained in the new National Policy on Housing. They include institutional capacity building in both the Department of Housing and the Ministry of Lands and Housing; provision of serviced or unserviced land for housing; provision of targeted subsidies to low income earners; revision of housing standards to facilitate the development of affordable housing and the use of local

building materials without sacrificing health, safety and other quality requirements; introduction of the poverty alleviation and housing schemes throughout the country; extension of the self help housing programme to non-township areas and the promulgation of the Housing Act.

2.2 Provision of Security of Tenure

In Botswana there is no problem of security of Tenure. The land is divided into 3 categories which are tribal/customary, state and freehold land. Because of the need to use property in rural areas as security for loans government decided in 1985 that in the case of residential land, allottees can acquire land under leasehold. Those who had acquired land before this policy can convert their Certificate of Customary Land Grants to leasehold; allottees who are credit worthy are taking advantage of this policy to secure loans from financial institutions.

Government has recognised the need to amalgamate different policies into one comprehensive National Land Policy. Currently land issues are dealt with through a number of different policies.

In an effort to provide home ownership especially for first time buyers, Government passed a Sectional Title legislation which is aimed at opening a property market in apartment dwellings. People occupying apartment dwellings (blocks of flats) can apply to buy them outright and obtain title once the regulations are in place.

2.3 Provision of Equal Access to Land

Progress made since 1996 reaffirms government's determination to ensure equitable land distribution among Batswana. This commitment is particularly evident in urban areas where emphasis has been placed on the policy of one man one plot on first come first served basis. According to this policy, applicants are categorised into groups A, B and C. Group A are those applicants who own no plots in any of the eight towns/cities in the country. These are given the first priority when plots are allocated. Group B consists of those who are looking for a second plot while applicants in group C are those requiring more than two plots. Until group A has been significantly reduced no other category will be considered. In so far as the industrial and commercial land allocation is concerned, the State Land Allocation policy ensures that 70% of all land available for allocation should be

given to Category A applicants and the remaining 30% split between B and C equally.

People who have been allocated state land are given a period of four years within which to pay and develop their plots. This was done because it was realised that most citizens do not have enough funds to purchase and develop land within a period of less than four years. Private companies are allowed to service land and sell to citizen only at market prices. Where land servicing is followed by any housing construction, the sale ratio should be 60% to citizens and 40% to non-citizens. This move is intended to encourage private sector in land servicing and development.

2.4 Promotion of Equal Access To Credit

The Government of Botswana has always recognised the importance of good quality housing and shelter for Botswana. Recently government facilitated the formulation of Botswana's long term vision-Prosperity for all by the year 2016. This among others, recognises the fundamental relationship of good quality housing, safety, health and productivity.

Government guarantees portions of mortgage loans obtained from public financial institutions by citizens e.g. 25% of one Botswana Building Society mortgage loan is guaranteed per eligible citizen and 80% of the loan is guaranteed through Government Employee Motor Vehicle Advance Scheme

(GEMVAS) which is available to government citizen employees for development and purchase of property. The Botswana Saving Bank (BSB) provides Owner Guaranteed Credit Scheme, where customers' deposits are used to guarantee portions of the loans extended by the bank.

3.0 SOCIAL DEVELOPMENT AND ERADICATION OF POVERTY

3.1 Equal Opportunities for a Healthy and Safe Life

In order to promote a safe and healthy environment for the people of Botswana, the Ministry of Health in partnership with other stakeholders has continued to implement some activities such as immunisation of all children under five years in the following areas:

- BCG given at birth
- Hepatitis B1 at birth
- DPT (1) Polio (1) Hepatitis B2 at two months
- DPT 2 and Polio 2 at 3 months
- DPT3 and Polio 3 at four months
- Measles and hepatitis B3 at nine months
- DPT and Polio Boster at 18 months
- DT and Polio Boster at school entry

The Family Health Division monitors the nutritional status of primary school children in order to enhance it. A feeding scheme is implemented in schools and children are given food baskets which include, beans, dried milk, sorghum and oil on daily basis. All communicable diseases are reported

and monitored. There are those listed as noticeable diseases which include Malaria, Tuberculosis, Neonatal Tetanus and Rabies. Various programmes are in place to take care of these problems.

Hospitalization and outpatient care is nearly free of charge to all. Batswana patients pay very minimal charges to see a doctor and receive treatment. There are two main referral hospitals in the country, four District hospitals, twelve Primary Hospitals and many clinics, which provide antenatal care to monitor conditions of pregnant mothers. All mothers are taught the importance of breastfeeding and encouraged to breast feed their infants as part of antenatal care. Family Planning is provided free to all Batswana. Mother to child transmission (MTCT) is a new programme which came about due to HIV/AIDS epidemic. All pregnant women are encouraged to go through counselling and test for HIV so that they can receive a free AZT, a drug that may reduce the chances of HIV infection passing to the baby. Health Education programme is carried out rigorously and it is the backbone of all health programmes. All health workers are exposed to health education component during their training. Health education is offered free all over Botswana.

HIV/AIDS programme

The HIV/AIDS is currently a major problem in Botswana; the country is in an emergency situation as the HIV infection rate is high. The Government has put in place resources to control

the epidemic throughout the country. The National AIDS Coordinating Agency reports directly to the President, who chairs the AIDS Council. Partnership in the prevention and control of HIV/AIDS is well established within a multisectorial system.

International Collaboration

UNAIDS is a UN body that gives Botswana support in controlling the AIDS situation, both in research and funding programmes. The Harvard AIDS Institute has gone into partnership with Botswana to help in controlling Mother to child transmission. While research is a major component there is also training of laboratory technicians. The European Union assists in the management of sexually transmitted diseases, and other STD including prevention of HIV/AIDS at workplace. BOTUSA is a Botswana US partnership assisting the country in research and establishing a monitoring system on the Tuberculosis management, Voluntary counselling and testing.

The United Nations Development Programme (UNDP) has signed a programme with the government that supports national, districts non-governmental organisations and disciplined forces to strengthen capacity for responding to HIV/AIDS epidemic.

3.2 Social Integration and Support of Disadvantaged Groups

Physical Infrastructure Provision

- Primary Education: the Revised National Policy on Education (1994) made major policy shifts in terms of improving access, quantity and quality to basic education. The implementation of the policy was initiated at the beginning of the National Development Plan 8 (NDP8) during 1997/98. Some of the key targets then and now are the reduction of the teacher pupil ratio from 1:45 to 1:40 and 1:30 in the medium and long-term respectively and reduction in the backlog of classrooms. Significant progress has been made in this regard. For example, 50 percent of the districts had eliminated the backlog in classrooms and the teacher/pupil also was reduced to 1:40 by 1999/2000 financial year. Some of the key constraints in this area are resource and capacity constraints; scattered nature of settlements; and increase in population.
- Provision of Health facilities: the key targets here were that by the end of NDP 8 (2002/2003), 85 % of the total population should be serviced by a clinic within a 30 km radius and the same 85 % be serviced by a health facility within a radius of 15 km. Significant progress has been made towards the achievement of these targets. However,

some key constraints in reaching our targets are scattered nature of settlements; lack of trained nurses; increases in population density and growth. In seeking to address some of these problems, the following measures are being put in place: the recent Mid-Term Review of NDP 8 has prioritised the health sector as a response to the current HIV/AIDS pandemic, therefore more resources will be allocated to this sector for example, to expand nurses' training institutions; the revised National Settlement Policy (1998) is expected to control the proliferation of settlements.

- Urban Land Servicing and Village Infrastructure: during the preceding National Development Plan Seven (NDP7), land servicing was expanded beyond primary to include intermediate centres. This helped to integrate the lower hierarchy settlements and help reduce the rural-urban migration. In addition to the full cost-recovery measures in urban areas, partial cost-recovery was introduced in rural areas for disposal of commercial and industrial plots in 1997. This broadened investment location choices and has influenced some settlements and investment in favour of rural areas. Government's financial commitment over the years has remained strong in this area. For example, while in financial year 1996/97 Village Infrastructure was allocated P3,1 million, in 1999/2000 expenditure levels totalled P94,4 million. Despite these significant achievements, some key constraining factors are absence of physical village plans in some areas to guide infrastructure provision; and isolated

service providers tend to delay one another.

- Water and Sewerage: Botswana is a drought-prone country. As a result water resources remain a major factor in terms of influencing settlement choices. During the recent NDP8 Mid-Term Review, it was identified as a priority. The new policy direction from the NSP (1998) is that unlike other services, the minimum population threshold for water provision has been set at 150 and 250 for others. Over the years, important steps and progress has been made to provide water to most villages and settlements in this country. Major constraining factors are recurring drought that dry-up water sources; and as a result, there is always a need for back-up borehole placing further strain on resources. There is also a problem of water salinity. Continuous efforts being made to address these include maintaining water as a priority sector through successive plans; periodic review of the National Water Master Plan to reflect relevant areas such as water conservation campaigns and emerging innovative approaches periodic review of user-fees and subsidies to reflect scarcity of water and appropriate targeting.

Tertiary and Access roads: Some significant strides made in this area include the expansion of coverage from gravelling to tarring of tertiary and access roads.

Social Services: Measures aimed at alleviating poverty have

been designed over the years. Some of the key intervention policies and programmes comprise the Destitute Policy (1980), which is currently being reviewed; Remote Area Development Programme (RADP), 1974 also being reviewed School Feeding and Vulnerable Feeding; Drought Relief, Old-Age Pension (1996); World War II Veteran Allowances (1998); and the Orphan Care Programme.

It is clear that these programmes have had and will continue to have a positive impact and bearing on the settlement and housing patterns in Botswana. These efforts are deliberate to support balanced spatial development and influence investment decisions to exploit local resources for employment creation and overall improvement in welfare, quality of life and its sustainability.

3.3 Promoting Gender Equality in Human Settlements Development

In recognition of the importance of incorporating a gender perspective in the design of national development interventions, the Botswana government commissioned a study to look at various policy documents on gender and development, particularly the Policy on Women in Development, with a view to formulating a comprehensive strategy that would guide the design of national development programmes that are gender responsive. This strategy, commonly known as the National Gender Programme (NGP), was officially launched in November 1998.

plan the development of shelter schemes; and

- Ensure provision of affordable and accessible day care facilities for working parents, especially nursing mothers.

4.0 ENVIRONMENTAL MANAGEMENT

4.1 Promotion of Geographically Balanced Settlement Structure

During the Habitat II Conference in 1996 preparation of the National Settlement Policy (NSP) was ongoing. The policy was approved by the National Assembly in August 1998. The main thrust of the policy is to provide a framework and guidelines for the development of a geographically balanced and sustainable settlement structure through the provision of infrastructure and services to various levels of settlements. The policy recognizes the symbiotic relationships between urban and rural settlements and advocates for the promotion of their functional linkages. Issues of employment and job creation are also addressed by the policy.

The adoption of the NSP and its implementation has facilitated and heightened efforts aimed at the promotion of balanced and sustainable settlements through the following initiatives:-

- Preparation of one of the four recommended regional master plans, which include detailed resources inventory

title to land, access to credit, employment opportunities, health and recreational facilities – to mention but a few – spreads its wings to benefit the majority in an equitable manner.

Strategies and Actions under the NGP

The NGP identifies strategies and actions which relevant partners in development are encouraged to implement under their sectoral portfolios. Some of these strategies are outlined below:

- Review and revise all development policies and programmes to ensure that women have equal access to economic opportunities and productive resources such as land and cattle;
- Review the economic component of the Remote Area Dweller Programme (RADP) and other programmes directed to RAD settlements with a view to promoting increased economic support;
- Promote the incorporation of the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) provisions into sectoral development plans;
- Develop a comprehensive gender responsive shelter scheme that is affordable and accessible to all;
- Involve beneficiaries in critical decision-making forums that

assessment of potential policies and strategies for the development of the region.

- Preparation of District Settlement Strategies which are to guide local authorities and service providers as well as facilitate implementation of NSP at district level.
- Declaration of planning areas and subsequent preparation of related development plans, including plans for settlements which are not planning areas. Currently funds have been secured for preparation of plans for sixteen settlements through consultancies.

Other achievements worth noting include the adoption of Geographical Information Systems to facilitate the monitoring of developments in human settlements. Acquisition of such technology has entailed training of some personnel at Central and Local Government levels and purchase of computers for planners at local authorities.

The review of the Town and Country Planning Act 1977 has been on-going. The review of the Act was amongst others necessitated by the rate and complexity of current developments which call for a legislation that would:-

- facilitate speedy and timeous decision making;

The NGP is a comprehensive statement of the vision, objectives, strategies and actions which Botswana aspires to achieve in the next twenty years. It provides a comprehensive and integrated framework and translates the principles of several other policy documents on gender and development into concrete strategies and actions. It reflects the national framework and blueprint for the implementation of gender and development programmes and projects in the country. The Programme identifies a number of strategic objectives within the six critical areas of concern endorsed by Botswana in the Beijing Declaration and Platform for Action. These areas include:

- Women and Poverty, including Economic Empowerment of Women
- Women in Power and Decision-Making
- Education and Training of Women
- Women and Health
- The Girl-child
- Violence Against Women, including Human Rights of Women.

A national shelter/housing scheme would go a long way in achieving its intended mission if it recognises the gender dynamics presented in each of the six priority areas of national concern regarding the development status of women in Botswana. A shelter scheme or policy that pays particular attention to the needs of the disadvantaged, in terms of joint

- include environmental issues and incorporate current trends of thinking on sustainable settlements development; and
- facilitate decentralization by delegating more planning functions to local authorities.

In dealing with issues of sustainable settlements development efforts have been made to build Partnerships at the international level and within the country. Through a tripartite arrangement among Botswana, United Nations Development Programme (UNDP) and the United Nations Centre for Human Settlements (UNCHS) it has been possible to prepare a settlement strategy for one of the districts. The cooperation entailed logistical support, funding and technical assistance by the three partners respectively. Skills transfer has also been facilitated through the attachment of local personnel to the team of international and local consultants. Partnerships have been enhanced with local and other consultants engaged in the preparation of different plans.

Priorities for sustainable settlements development entail the continuous monitoring and assessment of progress made on the implementation of the National Settlement Policy. This will facilitate the need for new policy changes or direction. The preparation and updating of physical development plans and monitoring of their implementation will be stepped up.

1999, culminating in a Government Paper No.2 of 2000 on National Policy on Housing in Botswana. The goal of the new policy is to facilitate the provision of decent and affordable housing for all within a safe and sanitary environment. In realisation of the fact that government alone cannot provide housing to everyone, it has been decided in line with the new policy to change the emphasis of government from home provision to facilitation in partnership with other stakeholders; to channel more resources to low and middle lower income housing; to promote housing as an instrument for economic empowerment and poverty alleviation as well as to foster partnership with the private sector and all major employers in home development and facilitating home ownership.

Some of the on-going projects include the upgrading of old neighbourhoods and the poverty alleviation and housing schemes. The former involves the five urban centres of Gaborone, Francistown, Lobatse, Selibe-Phikwe and Jwaneng. The upgrading of water reticulation in these centres is nearing completion. It will be followed by other services such as sewer lines, power and road networks.

The poverty alleviation and housing schemes project is intended to assist the low income group consisting of people who do not benefit from the existing government assistance packages because they are either unemployed or their earnings are less than the required amount for one to

Urban indicators and settlement profiles will be developed for various levels of settlements with a view to assessing the impact of different urban development initiatives. This will also facilitate informed decision making by both central government and local authorities personnel involved with urban development. In view of the multidimensional nature of urban development, it is expected that more efforts of international cooperation and building of partnerships will be developed.

4.2 Managing Supply and Demand for Water in an Effective Manner

Botswana is a dry country with few ephemeral rivers that drain into the Limpopo Transboundary River. The country is flat and thus making it impossible to construct economic dams. Most of the country is covered by the Kgalagadi desert and ground water developments are very expensive due to the aquifer depths and that most of the areas have saline water. In view of this situation, the National Water Master Plan was prepared in the late 1980's and completed in 1992 to, among other, things deal with issues of water supply and demand. The plan is being reviewed.

The responsibility of water management is shared between the Ministries of Minerals Energy and Water Affairs and that of Local Government whereby the former is responsible for urban and major village water supplies through Water Utilities Corporation and Department of Water Affairs and

the latter is responsible for rural water supplies. The Ministry of Local Government provides policy and technical guidelines as well as finances for development, operation and maintenance of rural water supply and sewerage services while the District Councils are directly responsible for the operation and maintenance of the schemes.

The main policies in the water sector are:-

- To meet the basic needs of the population through the provision of a safe, reliable and affordable water supply,
- To meet water requirements for domestic, industrial and commercial users in order to contribute to the achievement of the objectives of rapid economic growth, sustained development and improvement of health standards.

Several strategies have been established to manage demand and supply of water include:

- To make safe, affordable and reliable water available to the population by developing new sources as well as rehabilitating, upgrading and maintaining existing sources to meet growing water demands.

- To improve health standards by ensuring that water quality at new and existing sources is of an appropriate standard, by encouraging hygienic water use patterns and by protecting water sources from pollution;
- To ensure that programmes are sustainable by using appropriate and cost effective technologies, and pricing to allow for some cost recovery above basic needs;
- To implement coherent, consistent and optimal long-term strategies for developing water sources; and
- To promote careful and efficient use of water in all its applications and to encourage re-use of effluent whenever this is technically and economically feasible.

Water is generally provided through public standpipes, yard and house connections. Standpipes are provided within a radius of 400m and the water is currently free to consumers. One of the latest developments in the towns entails the gradual phasing out of public standpipes in order to make way for on plot connection. This is to facilitate efficient use of water and allow residents in low cost housing areas to install waterborne systems. The current national coverage for water stands at 89%.

There are some constraints related to water supply and demand and these include the following:

- Water development activities are capital intensive and highly subsidised by the government. This is due to the fact that there are limited water resources, seventy percent of which is sourced from underground aquifers.
- Due to limited rainfall and the nature of the geology and hydrogeology ground water resources are unevenly distributed. This affects water security in the country.
- Misuse of potable water for watering cattle in the villages.
- Manpower constraints for operation and maintenance activities.

In an effort to recognise issues of co-operation and transboundary nature of some water sources, Botswana has ratified the Southern African Development Community protocol and shared water courses. This is a regional co-operation that enables countries sharing transboundary resources to utilise them equitably.

4.3 Reduction of Urban Pollution

Pollution is one of the major environmental problems faced by urban settlements throughout the world. Aspects of

urban pollution to be addressed in this report cover air pollution and waste management.

Air Pollution

The monitoring and regulation of emissions of pollutants from industrial processing in the declared controlled areas is done through the Atmospheric Pollution (Prevention) Act of 1971. Industrial Processing Companies locating in the controlled areas have to apply for an Air Pollution Registration Certificate in which maximum permissible emission rates (emission standards) are specified. Permissible emission rates are based on the nature of the process, the toxicity of the pollutant and the impact on the ambient air quality. Industrial processes with potentially high pollutants emission rates are required to install abatement facilities in order to help reduce pollutants discharged into the atmosphere. A total of fourteen air quality monitoring stations have been set up and each is equipped to measure a variety of air quality parameters. Most of the stations are constantly recording data that is within the ambient air quality objectives.

Some efforts have been made from 1996 to date with a view to addressing the issue of air pollution. These include:-

- Securing funds for the procurement of equipment and establishment of air quality monitoring stations.

- Acquisition of mobile air pollution monitoring laboratory to provide quick response to air pollution episodes and spot checks where there is no permanent monitoring station.
- An ongoing construction of a National Environmental Laboratory in Gaborone which is due for completion in March 2001. The laboratory will cover a wider scope of sample analysis.

Although efforts are being made to address the issue of air pollution, some of the constraints in the sector include:-

- Shortage of manpower to adequately cover the country.
- Inadequacy of the legislation since the current Act of 1971 has been overtaken by events. The act also covers areas which are declared controlled areas and is not enforceable in non controlled areas, hence it leaves some pollution sources unattended. The current Act covers industrial processes only hence air pollution sources which are not industrial in nature cannot be controlled. The Act was also designed for single media (air) approach and does not consider other pollution media in the pollution prevention/control requirements.

Through efforts of international cooperation the Botswana Government has been able to address some of the constraints in the air pollution sector. In 1996 the Government of Botswana and the Norwegian Agency for International Development (NORAD) signed an agreement for technical assistance for the establishment of a modern air pollution monitoring and surveillance system in the country. Subsequently the Norwegian Institute of Air Research (NILU) and the Department of Mines signed an institutional contract where NILU was responsible for capacity building and technology transfer, while the Department of Mines was responsible for infrastructure development, equipment procurement and to provide personnel for training.

Since the signing of the agreement four people from the Department of Mines have been trained at NILU in various fields such as laboratory analysis, equipment maintenance and air pollution dispersion modelling. Some monitoring stations have been upgraded to use more up to date and reliable equipment. Quality control and quality assurance procedures were developed and utilized to ensure credible data. Database management systems are being developed to ensure safe data storage, easy access and retrieval.

In 1999 an addendum was made to the Botswana\Norway agreement to include the Norwegian Pollution Control Authorities (SFT) in the technical assistance programme

whereby the period was extended up to 2001. SFT is to consider the legal aspects of air pollution control, i.e. industrial inspection, industrial auditing and revision of the legislation to address short-comings of the current Act.

Sanitation and Waste Management

Inadequate waste management, uncontrolled disposal of waste and poor maintenance of existing sanitation facilities have been considered as some of the problems affecting sustainable protection of water resources and the general environment in the country. In order to deal with issues of increasing waste and waste water generation, the Government of the Republic of Botswana collaborated with German Government through the Deutsche Gesellschaft Fur Technische Zusammenavbeit (GTZ). The Botswana German Technical cooperation project was established in June 1993. The project had three phases the first being the period 1993 - 1996, phase II 1996 - 31st March 1999 and phase III 1st April 1999 to 31st March 2002.

Since the Botswana/German Cooperation, major achievements have been made on issues of sanitation and waste management. These amongst others include:-

- Production of vulnerability maps to assist in the siting of landfills.

- Collection of data about all major dumpsites landfills as a basis for setting up a data bank.
- Adoption of a Waste Management Strategy for Botswana in 1997.
- Botswana's accession to the Basel Convention for the Control of Trans-boundary Movements of Hazardous Wastes and their Disposal in March 1998.
- Adoption of land fill guidelines in September 1997.
- Adoption of Waste Management Act in September 1998 and Waste Management Regulations.
- Introduction of a Code of Practice for Medical Wastes.
- Development of a Clinical Waste Management Plan in 1998.
- Establishment of the Department of Sanitation and Waste Management as of 1st April 1999.

Throughout the project the issue of capacity building has been a priority and various levels of training were undertaken for the different personnel involved in sanitation and waste management issues. Furthermore, an Organizational and Human Resources Development report

dealing with staffing and organizational infrastructure at the different levels including the local level and appropriate training plans were developed. Several bi-annual regional/International waste management congresses with participants from the region have been held to exchange views. Currently about 95% of all disposal sites have been registered and some landfill sites have been upgraded whilst new ones following the landfill guidelines are to be commissioned.

Planned activities up to the end of the project in 2002 include:-

- Preparation of National Wastewater\Sanitation Management Policy
- Preparation of National Wastewater\Sanitation Master Plan
- Transfer of relevant Wastewater\Sanitation functions and staff from the Department of Local Government and Development to the Department of Sanitation and Waste Management

4.4 Prevention of Disasters and Rebuilding of Settlements

The devastation caused by natural disasters increased the need for government to recognize and accept its obligation to plan for effective disaster management. As such the

National Policy on Disaster Management was adopted in 1996. Furthermore, a National Disaster Management Office (NDMO) was set up in the Office of the President in 1998. The Office is responsible for the overall formulation of National Disaster Management Systems and Coordination throughout the country. The National Disaster Management Office links with the District Disaster Preparedness Committees (DDPC) established at the district level.

The goals of NDMO are to:-

- Increase public awareness of the risks that natural and man made disasters pose on society and the environment.
- Obtain commitment by public authorities to reduce risks to people, their livelihoods social and economic infrastructure and environmental resources.
- Engage public participation at all levels of implementation to create disaster resistance through increased partnership and expanded risk reduction networks at all levels.
- Develop a structured national hazard and risk management system based on guidance derived from multi-disciplinary and on going hazard and risk assessments, which are then integrated to the national development process.

- Design, build and maintain structures and infrastructure that would withstand natural hazards.

There is currently an issue of low capacity within the NDMO which is being addressed. However, closer liaison of the NDMO with other relevant offices in periods of disasters facilitates smooth operation.

The 1999 - 2000 flood disasters that ravaged the Southern African region including Botswana caused extensive damage to infrastructure, public and private property, the environment and disruption to normal family life. Thirteen lives were lost and 106,776 people were displaced in the process. The floods tested the level of preparedness in the country which was found to be inadequate. This is a lesson which calls for immediate development and implementation of strategies for disaster mitigation by Government and all stakeholders.

Efforts of international and regional cooperation and partnerships are currently underway in the sector. Botswana is a member of the Southern African Development Community (SADC) working group which is currently developing a document on the need to establish disaster management co-ordinating unit at regional level.

Future activities, initiatives and priorities in the sector include:-

- Preparation of a National Plan on Disaster Management and the accompanying legislation.
- Capacity building at the national, district and community levels in order to enhance the development and implementation of disaster management programmes such as public awareness.
- Establishing an inventory of existing and available human and material resources required to face disasters.
- Examining the past flood situation rescue operations to determine how best to use these resources when setting up future programmes.

4.5 Support Mechanisms to Prepare and Implement Local Environmental Plans and Local Agenda 21 Initiatives

A policy on Natural Resources Conservation and Development (National Conservation Strategy (NCS) was adopted in 1990. The main objective of the policy is to enhance sustainable management of natural resources and thereby:-

- Increase the effectiveness with which natural resources are managed.
- Promote sectoral coordination to enhance synergy between environment and development endeavours at all levels.

In order to implement NCS, an Action Plan has been developed and will be approved in the near future. The plan is intended to provide a strategic approach to environmental management targeting various areas of intervention which require the involvement of all sectors at policy making and implementation levels in both central and local government. Some of the activities covered in the plan include:-

- Monitoring of District and Urban Development Plans to ensure compliance with the environmental planning programme incorporated in the district and national development plans.
- Development of district environmental plans aimed at ensuring sustainable natural resource management.
- Implementation of existing and new environmental policies and legislation.

- Formulation, implementation and review of policies on land tenure and community based natural resources management (CBNRM).
- Review of natural resources utilization strategies.

The NCS and its Action plan are intended to give guidance and support to the preparation and implementation of environmental plans at the local level. To effect the plans it is important to take on board various coordination mechanisms in order to take along all stakeholders. At the National level, the NCS Agency and its Board are responsible for environmental issues and other support mechanisms including designation of Environmental Liaison Officers at Ministries\Departments. Coordination mechanisms at the local government and community levels, though not fully established are to be effected through existing structures such as the District Land Use Planning Units consisting of relevant officers at the district level. At the community/village level this would be through Village Development Committees, Village Conservation Committees, Farmers Associations, Youth Groups, Women's Groups and Village Extension Teams.

The issue of awareness on environmental issues is one of the key elements in supporting local initiatives on activities dealing with the environment. As such all organisations within and outside government are encouraged to engage in

activities to raise awareness on issues of the environment. To this effect District Conservation Workshops which target three districts in a year are held. Each district chooses its own environment related theme for a particular year.

Establishment of partnerships and international cooperation are important to the preparation and implementation of local environmental initiatives. The NCS Agency is implementing a broad United Nations Development Program (UNDP) environmental assistance programme which has a component designed to devolve the management and utilization of natural resources to communities. The overall goal of the UNDP project is to reduce poverty and improve implementation capacity. It is assumed that increased community control over natural resources will encourage communities to manage the resources in a sustainable manner.

The Community Based Natural Resources Management (CBNRM) programme which is currently being implemented by the Department of Wildlife and National Parks has demonstrated that community based management and utilization of wildlife resources is a viable and profitable option for rural communities. The NCS Agency and other organizations in and outside government have learnt from the wildlife programme and engaged rural communities in a number of productive activities with other natural resources.

5.0 ECONOMIC DEVELOPMENT

5.1 Strengthening Small and Micro-Enterprises, Particularly Those Developed By Women.

Botswana has long realized the importance of Small, Medium and Micro Enterprises (SMMEs) in fostering economic growth and employment creation. Although a comprehensive policy on SMMEs was only introduced in 1998, several policies, programmes and institutions intended to assist SMMEs have been established over the years. The Botswana Enterprise Development Programme was set up in 1974 to provide integrated support for citizen entrepreneurship development. Subsequently, the Rural Industrialization Programme and the Business Advisory Services were also introduced to provide business support to small enterprises. These programmes were merged to form the current Integrated Field Services Division (IFS) of the Ministry of Commerce and Industry.

The Financial Assistance Policy (FAP) was introduced in 1982, to provide amongst others, financial assistance to small-scale manufactures. The Reservation Policy was introduced in the mid 1980's to promote the participation of citizens in economic activities. Other programmes aimed at creating employment opportunities in Botswana and also promote local entrepreneurship are the Localization policy, Central Tender Board preferences in favour of citizen companies, Citizen Contractors Fund, Local Procurement Programme and the recently approved Privatization Policy.

The FAP recognizes the plight faced by women and gives them an additional gender factor of 15 % unlike men who are given zero percent for the same factor. FAP is also more generous in the rural areas where women are mostly concentrated and are heads of households. Other laws and regulations have been and continue to be amended to give equal opportunities to remove gender biases and address any other issues, which inhibit the meaningful participation of women in the economy.

Government through the IFS provides technical and business management training to small and micro enterprises across the country. About 1000 entrepreneurs are trained per annum, 75 % of which are women.

In 1998, government introduced a comprehensive policy on Small, Medium and Micro Enterprises (SMMEs) with the specific objective of fostering economic empowerment of citizens, which includes access to credit. Beneficiaries under this scheme are mostly women who are the most disadvantaged financially and are engaged in small and micro business activities. SMME also provides training for beneficiaries to equip them with basic management skills.

5.2 Encouragement of Public – Private Sector

Partnerships and Stimulating Productive Employment Opportunities

Economic growth and employment creation are the cornerstones of Botswana's development strategy. The broad policy goals of National Development Plan 8 (NDP 8) are: economic diversification, employment creation, poverty reduction, policy reform in the public service sector, provision of infrastructure and cost recovery, human resource development, rural development and environmental conservation and land use planning. Concerted efforts to review existing policies and develop new ones continue in an effort to achieve sustainable economic growth and diversification. The country's development of a new Industrial Development Policy, the Financial Assistance Policy (FAP), the Small Medium and Micro Enterprises (SMME) and the establishment of the Botswana Export Development and Investment Authority (BEDIA) are efforts aimed at sustainable economic diversification and employment creation.

The new Industrial Development Policy embraces the fundamental principles of promoting competitiveness through private sector initiatives, efficiency, human resource development, improving productivity, supporting the SMME sector, as well as recognition of the importance of technological development and foreign direct investment in industrial development.

Economic growth in Botswana over the last three decades has been due mainly to growth in the mining sector, in particular, diamonds. Though the growth achieved over time has been very pleasing, it has at the same time been disappointing because it was due mainly to the mining sector, which is capital intensive. Despite the rapid economic growth rate experienced in the past three decades, unemployment has remained a problem. Agriculture's share in total GDP has declined over the years due to low productivity in the sector because of persistent drought and use of inappropriate technologies. The other reason, which explains the slower growth in employment creation is the employment mix has become continuously more skill intensive in both the private sector and the Government sector. Each year more skilled workforce is required relative to unskilled workers. Unemployment rate currently estimated at 19.6 % is very high and unacceptable, hence government strategy to create jobs through diversification efforts. The strategy is to help create sustainable employment opportunities outside the Government sector, hence the use of financial resources generated from mining sector to assist the growth of the private sector. Emphasis on education and training is meant to address the current lack of skilled labour.

Government continues to create an enabling environment for private sector development and growth through policy

initiatives such as the establishment of the International Financial Services Center, the Privatization Policy for Botswana and the Reform of the Public Procurement System. It is through the successful promotion of the private sector that our development objectives of sustainable diversification and employment creation can be realized.

6.0 GOVERNANCE

6.1 Decentralisation and Strengthening of Local Authorities

National Development Plan (NDP) 7 (1991 – 1997) laid out clear Government commitment to decentralisation as “Delegating greater responsibility for development planning, finance and implementation to the Local Authorities, while increasing their capacity to manage these responsibilities.” Through its comprehensive National Development Plan 8 (1997 – 2003), the Government of Botswana reiterates its commitment to improving responsibility, accountability and capacity of Local Authorities in the areas of development planning, financial controls and effective and efficient project implementation.

During NDP 7, the Government prepared a Policy framework and Action Plan on Decentralisation in October 1993. This policy was prompted by the agreement between the Government of Botswana and Swedish International Development Agency (SIDA) who at the end of District Development Sector Support (DDSS) IV programme opted to shift their cooperative assistance from funding of

infrastructure to capacity building and decentralisation to Local Authorities during DDSS V.

The main projects contained in the Decentralisation Policy Paper and Action Plan include Financial Administration (Revenue, Accounting & Budgeting), Personnel Administration (Finance Management, Personnel Management, Human Resource Development).

Financial Administration

The District Councils, Town/City Councils and Land Boards are wholly dependent on the central government for their development budget, and significantly dependent on the centre for their recurrent budget. The Land Boards and District Councils receive up to 95% of their recurrent requirements from the central government, while the Urban councils look up to the central government for up to 70% of their recurrent income. This absolute dependence on the Central Government has been cited by some quarters as solely responsible for stifling decentralisation to Local Authorities. The Decentralisation Policy Paper and Action Plan suggested some action plans, which may reduce the dependence of Local Authorities on the centre and therefore make Local Authorities more accountable and responsive to the needs of their constituents. These included the Formula Determined Revenue Support Grant and the project on the identification of new revenue sources.

the extension of Property Tax to District Councils; the collection of Retail Turnover Tax, Hotel and Petroleum Fuel Taxes. These are still being considered by Government. Some measures were planned under the Decentralisation Policy Paper and Action Plan to provide a conducive environment where the Local Authorities will be able to raise their revenue. These amongst others include the preparation of model bye-laws.

The component on model bye-laws was intended to review those laws, regulations and rules which may hamper the Councils from collecting revenue and independently setting their own fees. At the moment even with cost differentials in terms of service provision across Councils, they are not allowed to independently set their own tariffs. The revised bye-laws will empower the Local Authorities to revise and set their own fees as they see fit for the services they provide. The Central Government may continue to set fees in the critical areas of health, education etc. This makes them more accountable to their constituents.

Personnel Administration

The organisation, quality and skills of the personnel in the Local Authorities are by far the single most important factor in the process of decentralisation to Local Authorities. Until such time Local Authorities have the skilled manpower and capacity to handle independently and adequately issues of

Shortage of staff in Local Authorities causes grave concern and in a way stifles their capacity to carry out their portfolio functions. Most local authorities struggle very hard to have their accounting books up to date. As a result, the Local Authority Information Technology Strategy was initiated through the Decentralisation Policy Paper and Action Plan. The main projects under the strategy included inter-alia the computerisation of the treasury functions of Local Authorities.

Computerisation started with a pilot project in the four local authorities comprising of Gaborone City Council, Kgatleng and North-West District Councils and Kgatleng Land Board. Having completed a post implementation evaluation at the end of 1999, the project is currently being replicated in the remaining 23 Councils and Land Boards. Eventually the computerisation of Local Authorities will then be extended to other functions. Some work has already started on the computerisation of land management activities and human resource development. These measures are intended to enhance the productivity of Local Authorities.

The Decentralisation Policy and Action Plan also realised the inadequacy of the existing potential sources of revenue for the Local Authorities and suggested new ways of raising revenue for further analysis. These included the examination of the possibility of re-introducing Local Government Tax;

national importance, decentralisation in this area will not be achieved. The Decentralisation Policy and Action Plan provides a focus on some fundamental personnel issues which include human resource development, personnel management and delegation of powers.

There is a justifiable recognition that if all the action plans leading to decentralisation are pursued i.e. user fee manuals, computerisation of treasury functions, Revenue Support Grant formula etc. then there will be strain and work overload on the treasury staff. A plan was therefore hatched within DDSS V to provide preliminary training and prepare a Human Resource Development (HRD) plan.

One of the tenets of the Decentralisation Policy and Action Plan is the transfer of control of personnel matters from the centre to Land Boards and Councils.

The Policy Paper also proposes some measures that will help build the administration, management and personnel capacity of Councils and Land Boards. Some of these include the delegation of powers and responsibilities related to personnel matters to the Local Authorities. In addition there was also a need to train staff to properly administer the delegated powers.

The gradual delegation of powers over personnel matters to Councils and Land Boards will obviously put some strain on

the small personnel units in the Local Authorities. Within DDSS V the current organisational structures of personnel units in Local Authorities were reviewed a Human Resource Development (HRD) plan designed for the personnel units. The expectation is that these would graduate into personnel departments; subject to the on going Organisation and Methods for Local Authorities.

Review of Unified Local Government Service Act

The Decentralisation Policy, paper and Action Plan recommended the revision of ULGS Act should the need arise during the implementation of the plan. The Ministry of Local Government has already initiated the review with a view to proactively facilitate for the implementation of the measures recommended by the policy paper.

Decentralisation as an effort to build and strengthen the capacity of Local Authorities is a welcome policy intervention in Botswana. It is clear from the foregoing discussion that a general framework for decentralisation exists in this country. The structures and institutions are already in place. It is evident that a decentralised administration has the potential to improve efficiency in the use of limited resources – finance and personnel; relevance of programmes, and permit more participation and enable responsive planning and management. Botswana Government is committed to ensuring that efforts towards decentralisation are continued.

6.2 Encourage and Support Participation and Civic Engagement

Botswana has long developed a decentralised local level development planning. Its overriding aim is to provide planning and implementation capability that is sensitive and responsive to the needs, problems and priorities of local communities. The concept is one of 'bottom-up' planning and development that will have critical inputs into firstly the village or ward development plans and secondly into the formation of district and urban development plans and eventually the consolidated national policies and programmes.

6.3 Strengthening Local Government Association

The Botswana Association of Local Authorities (BALA) was established in 1983 with a view to promoting and enhancing the national local government system. The institution provides the opportunity for networking between local authorities as well as a platform for communication with the centre on issues relating to local governance.

Over the years BALA has undertaken some of its activities, such as the training of councillors, through the assistance of the then Ministry of Local Government, Lands and Housing and Donor agencies. The institution has had budgetary constraints to undertake its activities on its own. However,

Government has committed itself to providing some nominal subventions to the institution effective from the 1999/2000 financial year.

BALA approved its Business Plan in early 2000. Its vision and aspiration is "to enhance democracy at all levels of society through the development of strong, efficient and effective democratic local government structures and institutions that are able to pioneer its business and future development". The Association has put in place several strategies for implementing its vision.

7.0 CONCLUSION

In an endeavour to reaffirm commitment to the implementation of the Habitat Agenda, Botswana has executed a number of projects aimed at improving the living conditions of Batswana. The projects are contained in the National Plan of action presented at Habitat II conference. In order to increase their chances of being implemented the projects are also included as part of the National Development Plan 8 which runs up to the year 2003.

Two of the most noteworthy accomplishments by Botswana intended to improve the shelter and human settlement situation in the country are the preparation and finalisation of the National Policy on Housing which was approved in December 1999 and the National Settlement Policy approved in August 1998. The National Housing Policy contains a number of projects which are now at

varying stages of implementation. In this policy Government realises that it cannot continue to be the sole provider of housing. Emphasis is now being placed on facilitation as a major Government role while other stakeholders including the private sector become more involved than ever before in the servicing and development of land for residential purposes. Another new aspect of the policy is the promotion of housing as an instrument for economic empowerment for the poor citizens who do not qualify to benefit from the existing Government assistance schemes. The success of this policy is very important because all income groups i.e from the high income to the unemployed are now assisted in one way or another.

The National Settlement Policy (NSP) aims at promoting geographically balanced and sustainable settlements structure through the provision of services and infrastructure to the various levels of settlements. Currently there are on going projects aimed at the implementation of the NSP which amongst others include the preparation of district settlement strategies and settlement development plans.

Of the three categories of land i.e tribal, state and freehold, the former constitutes the largest part and it caters for the majority of the people in the rural areas. The land under this category is easily accessible to all income groups as it is allocated at no cost to applicants. Plots are allocated on first come first served basis, ensuring that those with no plots at all get priority during allocation. In urban areas where residential plots are sold

Government is introducing direct subsidies for low income households.

Various programmes are in place to provide equal opportunities for a healthy and safe life to all citizens. To this end, public medical service is provided almost free to the people whilst the poor are not required to pay for the service. Furthermore, government is engaged in intensive health care programmes including immunisation of all children below five years of age and the fight against HIV-AIDS scourage.

The question of gender is one of the most important issues addressed in various Government policies. All legislation found to be gender biased are at varying stages of revision. A study by Government to look at various policy documents on gender and development is a clear example of Government intention to design national development programmes that are gender sensitive.

Botswana takes environmental management as one of its top priorities. To this end attempts are being made to promote geographically balanced settlement structures with a good supply of portable water to all citizens. Furthermore, some measures are being taken to amongst others reduce pollution of all kinds, address issues related to natural disasters and encourage the implementation of local environmental plans.

The eradication of poverty and employment creation are part

and parcel of the economic development in the country. Government is making concerted efforts to create jobs for all income groups, strengthen the existing small and micro-enterprises, especially those developed by women.

The above endeavours are being done within the environment of good Governance characterised by gradual decentralization of central Government functions to local authorities. Some of the functions include implementation of the District housing programme and detailed physical planning by District Councils. Despite efforts made by Government it is clear that a lot more contribution from the private sector is needed. It is also clear that Botswana can do with more international cooperation, hence the need to identify programmes which can benefit from that assistance. This will go a long way in reducing implementation problems associated with alleviating the critical shortage of skilled manpower Botswana is now facing.

APPENDIX 1

NATIONAL PLAN OF ACTION FOR HOUSING AND SETTLEMENTS (1996-2002)

PRIORITY	OBJECTIVE	ACTIVITY	TIME SCHEDULE	ACTORS
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.	1997-2000	MLH; 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 - 2001	DH, MLH
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 - 2001	DTRP, District Councils, MLH
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 - 2002	DTR, DH, Computer Bureau.
Land Inventory in all major villages. *	Make an inventory of all plot allocations and land uses.	i) Produce accurate maps, survey and document all the addresses of owners. ii) Carry out public consultations.	1996 - 2001 1996 - 2000	DL, Local Authority.
Upgrading of all major villages:	Improve accessibility and the quality of	i) Prepare upgrading plans.	1996 - 2003	DTRP, Council

	iv) institutional support	produce design manuals.	1996 - 2000 1996 - 2001	NGOs, CBOs. LCHC, DH, NGOs CBOs
Inflexible development codes and building regulations **	<p>i) More realistic planning standards to vary plot sizes, reduce the cost of infrastructure and encourage informal sector.</p> <p>ii) More flexibility in building regulations to allow more affordable and appropriate construction methods.</p>	<p>i) Prototype development to demonstrate alternatives.</p> <p>ii) Develop performance based regulations not prescriptive base</p> <p>iii) Workshops with SHHA</p>	1996 - 2000 1996 - 2000	<p>BTC, LCHC, BHC, MLH</p> <p>BTC, LCHC</p> <p>BTC, LCHC, DH, Councils, SHHA</p>
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, MLH
Environmental sustainability of human settlements	Improve the environmental cost and energy efficiency			

Maun, Serowe, Palapye, Mahalapye, Mochudi, Kanye, Ramotswa, Molepolole **	infrastructure and social services.	ii) Carry out engineering design and construction of roads, drainage channels, sewer systems and landfills. iii) Identify and secure funds for compensation.	1996 - 2003 1996 - 2003	DLD, DTRP, NCS. DLGD
Upgrading of old urban neighbourhood: Gaborone, Lobatse, F/town, S/Phikwe **	Improve accessibility of infrastructure and social services to urban dwellers.	i) Prepare project memo to secure funds for upgrading.	1996 - 2002	DH DLGD
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 - 2001 1996 - 2001	DLGSM Local Authority
Promote urban agriculture	To improve food security among urban household.	i) Reservation of 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 CBOs involved in shelter provision **	Improve NGOs and CBOs access to : i) land ii) finance iii) technical advised.	i) Development guidelines for allocation of parcels of land to NGOs/CBOs. ii) Establish a revolving fund. iii) Organise instructional workshops,	1996 - 2001 1996 - 2001	MLH, Councils, Landboards, DH, LCHC, NGOs, BBS, Banks. DH, LCHC, NGOs DH, BTC, SHHA, LCHC, Councils,