INTEGRATION OF BOTSWANA ASSOCIATION OF LOCAL AUTHORITIES (BOTSWANA) IN THE EUROPEAN COOPERATION PROGRAMMING PROCESS 2021-2027 (AUGUST 2020)

ANALYTICAL REPORT

AUGUST 1, 2020
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Table of Contents

ACRONYMS AND LIST OF ABBREVIATIONS ..................................................................................5

1. INTRODUCTION ................................................................................................................7

2. METHODOLOGY OF THE ASSIGNMENT .........................................................................9

3. LIMITATIONS OF THE ANALYSIS PROCESS ..................................................................9

4. THE NATIONAL DEVELOPMENT POLICIES AND STRATEGIES .....................................9

4.1 BOTSWANA CONSTITUTION .........................................................................................9

4.2 NATIONAL VISION 2036 ............................................................................................11

4.3 NATIONAL DEVELOPMENT PLAN 11 (NDP 11) ..........................................................14

4.4 MINISTRY OF LOCAL GOVERNMENT & RURAL DEVELOPMENT STRATEGY 2018-2023 ..16

4.5 LOCAL GOVERNMENT ACT NO 18 OF 2012 ...............................................................17

5. THE DECENTRALIZATION PROCESS IN BOTSWANA .....................................................18

5.1 CONTEXT ..................................................................................................................18

5.2 THE GOAL AND OBJECTIVES OF THE POLICY .........................................................19

5.3 GAPS AND THOUGHTS IN MOVING THE DECENTRALISATION AGENDA. ..............28

5.4 EMERGING ISSUES, CHALLENGES AND OPPORTUNITIES ..................................29

6. INTERNATIONAL POLICIES AND STRATEGIES ..........................................................31

6.1 INTRODUCTION AND CONTEXT ..............................................................................31

6.2 UN MILLENNIUM DEVELOPMENT GOALS (MDGS) ..................................................31

6.3 UN SUSTAINABLE DEVELOPMENT GOALS (SDGS) OR UN’S AGENDA 2030 ..........32
<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.4</td>
<td>BOTSWANA/UN SUSTAINABLE DEVELOPMENT FRAMEWORK (UNSDF) 2017 – 2021</td>
<td>33</td>
</tr>
<tr>
<td>6.5</td>
<td>BOTSWANA AND THE EUROPEAN UNION COOPERATION</td>
<td>35</td>
</tr>
<tr>
<td>6.6</td>
<td>ANALYSIS</td>
<td>42</td>
</tr>
<tr>
<td>6.7</td>
<td>GAPS</td>
<td>47</td>
</tr>
<tr>
<td>7</td>
<td>BOTSWANA ASSOCIATION OF LOCAL AUTHORITIES</td>
<td>49</td>
</tr>
<tr>
<td>7.1</td>
<td>JUSTIFICATION AND PURPOSE</td>
<td>50</td>
</tr>
<tr>
<td>7.2</td>
<td>SPECIFIC OBJECTIVES OF BALA</td>
<td>50</td>
</tr>
<tr>
<td>7.3</td>
<td>SWOT ANALYSIS</td>
<td>51</td>
</tr>
<tr>
<td></td>
<td>CONCLUSIONS</td>
<td>53</td>
</tr>
<tr>
<td>Acronyms</td>
<td>Full Test</td>
<td></td>
</tr>
<tr>
<td>----------</td>
<td>-----------</td>
<td></td>
</tr>
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<td>AfDB</td>
<td>AfDB African Development Bank (AfDB)</td>
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<td>ACP</td>
<td>African and Caribbean Pacific</td>
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<td>BALA</td>
<td>Botswana Association of Local Authorities</td>
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<td>BIDPA</td>
<td>Botswana Institute of Policy Analysis</td>
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<td>BDP</td>
<td>Botswana Democratic Party</td>
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<td>BMD</td>
<td>Botswana Movement for Democracy</td>
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<td>BPF</td>
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<td>CSO</td>
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<td>DDC</td>
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<td>EDF</td>
<td>European Development Fund</td>
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<td>ERTP</td>
<td>Economic Recovery and Transformation Project</td>
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<td>EU-ACP</td>
<td>European Union African Caribbean Pacific</td>
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<td>EUD</td>
<td>European Union Delegation</td>
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<td>EUR</td>
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<td>ETSSP</td>
<td>Education and Training Strategic Sector Plan</td>
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<td>GIZ</td>
<td>German Development Cooperation</td>
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<td>GNI</td>
<td>Gross National Income</td>
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<td>GoB</td>
<td>Government of Botswana</td>
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<td>LA</td>
<td>Local Authorities</td>
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<td>MDG</td>
<td>Millennium Development Goals</td>
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<td>MHERST</td>
<td>Ministry of Higher Education, Research, Science and Technology</td>
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<td>MFF</td>
<td>Multiannual Financial Framework</td>
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<td>MLGRD</td>
<td>Ministry of Local Government and Rural Development</td>
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<td>MoBE</td>
<td>Ministry of Basic Education</td>
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<td>MTHS</td>
<td>Multi-Topic Household Survey</td>
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<td>NCQF</td>
<td>National Credit Qualification Framework</td>
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<td>Nationally Determined Contributions</td>
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<td>NDP</td>
<td>National Development Plan</td>
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<td>NIP</td>
<td>National Indicative Plan</td>
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<td>NDICI</td>
<td>Neighbourhood, Development &amp; International Cooperation Instrument</td>
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<td>Public Sector Reforms</td>
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<td>SDG</td>
<td>Sustainable Development Goals</td>
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<td>SONA</td>
<td>State of the Nation Address</td>
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<td>TVET</td>
<td>Technical Vocational and Education Training</td>
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<tr>
<td>SWOT</td>
<td>Strengths Weaknesses Opportunities Threats</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>TALD</td>
<td>Territorial Approach to Local Development</td>
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<td>UCLG-A</td>
<td>United Cities and Local Government of Africa</td>
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<td>UN</td>
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<td>UNDS</td>
<td>United Nations Development Systems</td>
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<td>UDC</td>
<td>Urban Development Committee</td>
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<td>VDC</td>
<td>Village Development Committee</td>
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<td>USD</td>
<td>United States Dollar</td>
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<td>WB</td>
<td>World Bank</td>
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<td>WDC</td>
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1. INTRODUCTION

This report is the second and final part of a two pronged study that started with a compendium of key references on Botswana’s National Development Policy and Strategies, National Decentralisation Policy and the European Union National Indicative Programme for the country, informed by the EU-Botswana cooperation as guided by the development policies defined in the European Commission’s Communication on the Agenda for Change (2011). This new agenda for change recognizes the importance of Non State Actors in development as can be seen from the following caption from the said 2011 communication statement;

“There is also scope for the EU to work more closely with the private sector, foundations, civil society and local and regional authorities as their role in development grows.”

EU has adopted a new Agenda for Change in the EU Development policy as well as a new policy for EU budget support bringing together most of its existing instruments into a broad Neighbourhood, Development and International Cooperation Instrument (NDICI) ushering in a new European Development Fund (EDF) 2021-2027, through the new Multiannual Financial Framework (MFF). This process endeavours to put people first by calling for a multi stakeholder approach to planning, implementation and monitoring of development projects, as well as recognising Local Authorities as key players in development. This is attested to in the EU’s “Communication from the Commission to the European Parliament, The Council, the European Economic and Social Committee and the Committee of the Regions – Brussels, 15.5.2013 (Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes).” Therefore, the EDF 2021-2027 programming phase seeks to incorporate Local authorities, through their national associations as an integral part of the programming process alongside the representatives of the national government in the dialogue with the EU delegations.

This Analytical Report is focusing mainly on the implementation of the decentralization process, in the perspective of localization and territorialisation of Plans/Policies/Programmes/Strategies adopted and implemented at the National level or targeting a specific Sector (education, health, employment, environment, family, water, energy). The key outcomes of this process are expected to serve as a background document for the organization of the National Seminar, in order to define the key priority actions identified by the Local Authorities if the Country has committed itself to the Territorialization and Localization of public policies. These will be included in the roadmap of the Local Authorities in their dialogue with the Government and the EU Delegation in the
The National Seminar is expected to also define the advocacy and lobbying strategy and such other interventions that the national association of local authorities should implement in order that its roadmap is positively considered in the programming exercise. According to the terms of reference the report is supposed to focus on the following:

a) A political economy analysis checking the feasibility of the new LA driven political agenda at country level
b) The study is expected to assist with providing answers to the following questions:
   - The extent to which the national government considers and recognizes local authorities and sub-national governments as developmental agents in their own capacity alongside the central government. This is in regards to the territorialisation of development in their localities, given their mandate as legally elected representatives at local level.
   - How involved are local authorities in the definition and implementation of the EU cooperation in the country, including the National Indicative Program (NIP) supported by the European Development Fund (EDF) under the EU-ACP Cotonou Agreement; and are they afforded the space to determine and choose flagship priority sectors considered by the European Union at the NDICI pre-programming phase.
   - A quick SWOT (Strengths, Weakness, Opportunities and Threats) analysis of the national association of local authorities regarding the Territorial Approach to Local Development (TALD), and the role of LAs as important development actors. This SWOT analysis is to be discussed with the Leadership of the association for their understanding and appreciation given the role they have to play in promoting the territorialisation of public policies and in addressing problems identified in the SWOT analysis.
   - A state of the art regarding the territorialisation of national policies and global agendas including SDGs, in terms of both policies and programmes adopted in the framework of the national development plan.

The United Cities and Local Governments of Africa (UCLG-A) is working closely with local authorities through their national associations to assist them in effectively and proactively engaging with the central government. This is meant to collectively determine and agree on priorities and programmes to be considered for the European Development Fund (EDF) 2021 -2027. The two will prepare together for a dialogue with the EU delegation.
2. METHODOLOGY OF THE ASSIGNMENT

This assignment was achieved primarily from the literature accessed during the first part of the assignment, which comprised the Compendium of Literature Reviewed. Materials used were derived from reviewing the following:

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

3. LIMITATIONS OF THE ANALYSIS PROCESS

a) The process involved mainly the review of literature, but there was no opportunity to interview potential stakeholders who would have shared their lived practical experiences.

b) The Decentralization Policy which is a key document in this exercise is still in a draft form. The constraint is that to date government has not adopted the draft policy and therefore it is not yet being implemented.

c) Time frame of the assignment has also been a limiting factor

4. THE NATIONAL DEVELOPMENT POLICIES AND STRATEGIES

4.1 BOTSWANA CONSTITUTION

Botswana is a parliamentary democracy. The Constitution provides for three (3) arms of Government, namely the Legislature, Judiciary and Executive. The Constitution also includes a Bill of Rights, which guarantees certain fundamental rights and freedoms and it affords all persons equal protection of the law. The current government has committed to undertake a comprehensive constitutional review as captured in the ruling Botswana Democratic Party (BDP) Electoral Manifesto of 2019: "Since independence, the Constitution of Botswana has undergone very little review. The BDP therefore commits to a comprehensive review of the Botswana constitution with an aim to aligning it to international standards. As a republic, we need a constitution that guarantees all citizens equality before the law. All discriminatory
provisions will be removed in favour of more inclusive provisions. The BDP will consult widely and open debates on the shape and form of the Botswana constitution.”

a) The Legislature

The National Assembly makes laws for the peace, order and good governance of Botswana. There are 57 members of the National Assembly who are directly elected from the Constituencies, and six (6) specially elected members, bringing the total to 63.

The first national elections were held in 1965, which was one year before the attainment of Independence in 1966. Since then, elections have been held every five years since 1969, all of which were won by the Botswana Democratic Party (BDP). The most recent general election was held in October 2019. Six political parties contested for the 57 constituencies; namely, the Alliance for Progressives, Botswana Democratic Party (BDP), Botswana Patriotic Front (BPF), Botswana Movement for Democracy (BMD), Real Alternative Party (RAP) and the Umbrella for Democratic Change (UDC), and there were 29 independent candidates.

b) The Judiciary

The Judiciary is established under the Constitution of the Republic as an independent arm of Government. The main function of the Judiciary is to interpret the law and to resolve disputes. The Judiciary must also ensure that the other arms of Government act according to the Constitution, through a review process of their decisions. The Court of Appeal is the highest and final Court in the country. The High Court, on the other hand, is a superior court of record and has unlimited jurisdiction to hear all criminal and civil cases that occur in Botswana.

c) The Executive

The President is the head of the Executive arm of Government and presides over Cabinet. The Vice President is nominated by the President, for approval and endorsement by Members of Parliament. The President selects Ministers from among the Members of the National Assembly, who become heads of Ministries. On the administrative side, the Permanent Secretary to the President is the head of the Civil Service, whilst the administrative heads of Ministries are Permanent Secretaries.

The Republic of Botswana Constitution does not recognize the structure and functioning of Local Authorities. The Botswana Constitution was enacted prior to Botswana attaining independence in 1966. Noting that the country has been independent for over 50 years and there have been emerging developmental issues such as the need for enhanced
decentralisation of Local Authorities, it will be prudent to take advantage of the anticipated comprehensive constitutional review alluded to above to include the existence and functions of the Local Authorities in the revised constitution.

4.2 NATIONAL VISION 2036

On the 30th September 2016, Botswana marked her 50th year of independence. This was a significant occasion for both celebration and reflection. An important part of this reflection was focused on Botswana’s transition from National Vision 2016, the blueprint that had guided the country’s development for the past two decades, to National Vision 2036.

For an enhanced and informed transition, the Vision 2016 Council conducted a nation-wide survey to understand and appreciate the successes and challenges experienced during the implementation of Vision 2016. This was important in the formulation of Vision 2036. In evaluating progress toward Vision 2016’s four long-term goals (sustained development, rapid economic growth, economic independence, and social justice) and seven development “pillars,” the Vision 2016 Council relied on a diversity of regional and international indicators of objective data, such as per capita gross national income (GNI) or the Human Development Index (HDI) on the economic front and indicators of governance and democracy from the Mo Ibrahim Foundation and Freedom House on the political front.

Vision 2016 Council, 2016. In addition, the council conducted a public opinion survey in 2010 to gain an understanding of ordinary citizens’ evaluations of the document itself and of the country’s progress on its development indicators.

The analysis applied the Vision 2016 Council survey’s benchmarks to Afro barometer findings to evaluate success or failure on all seven pillars: an educated, informed nation; a prosperous, productive, and innovative nation; a compassionate and caring nation; a safe and secure nation; an open, democratic, and accountable nation; a moral and tolerant nation; and a united and proud nation.

Generally, the results showed that the country has done fairly well in a number of areas, particularly in improving access to education and maintaining social cohesion, but continues to struggle to distribute national wealth among all of its citizens. Consequently, political leaders and ordinary Batswana will continue to face many of the same economic challenges identified in 1997 as the country moves into the next phase of national development. Some of the key findings of the survey are as follows:

- **Education and information**: Seven in 10 Batswana (70%) believe that the government is doing “very well” or “fairly well” on addressing educational needs, and six in 10 regularly get news from either radio (64%) or television (59%). However, more work
is needed to increase access to tertiary education and Internet connectivity. (Source: Afro Barometer)

- **Access to and quality of basic services**: A majority of citizens approve of government efforts to improve basic health services (74%), reduce poverty (66%), provide water and sanitation services (60%), and ensure food security (55%). However, only 45% believe that government is doing “fairly well” or “very well” on reducing inequality. Reported access to basic necessities has improved on most measures. (Source: Afro Barometer)

- **Economic performance and living conditions**: A majority of Batswana believe that the government is doing at least “fairly well” on economic management (63%), electricity provision (61%), and maintaining road infrastructure (54%). Evaluations for job creation and managing inflation are lower, and only 19% report living under “fairly good” or “very good” living conditions. (Source: Afro Barometer)

Based on the summary findings from all reviews of Vision 2016, Botswana is challenged to improve on a number of areas in order to attain the aspirations of the new phase of development: Vision 2036.

Vision 2036, a critical transformational agenda defining long term aspirations and goals of Botswana. It aims amongst others to transform Botswana from an upper middle-income country to a high-income country by 2036 and sets out a compelling vision of what the future of Botswana will look like. It follows, and builds on Vision 2016, Botswana’s first national vision (1996-2016).

The Vision has 4 Pillars:

**Pillar 1: SUSTAINABLE ECONOMIC DEVELOPMENT**

**Pillar 2: HUMAN AND SOCIAL DEVELOPMENT**

**Pillar 3: SUSTAINABLE ENVIRONMENT**

**Pillar 4: GOVERNANCE, PEACE AND SECURITY**

Each of the Pillars has its own tenets which articulate the implementation processes for the pillars to be attained. The current assignment which boarders on decentralization and partnership with the European Union is reflected under Pillar 4, which includes some of the following:

- **Constitution and Human Rights**
- **Separation of Powers & Effective Oversight**
Under Pillar 4; Governance, Peace and Security, decentralisation is identified as a key constituent for better service delivery to the local communities. According to Vision 2036, decentralisation promotes participatory development, and local level institutions are important vehicles of bottom-up development planning and community driven development. Through decentralisation, services are taken closer to the people on one hand, while on the other hand ensuring that their voices are heard through local level political representation.

The decentralisation of power, decision making, resource mobilization and service delivery underpins Botswana’s governance system. As Vision 2036 reflects, the Botswana government is committed to promoting active participation of local authorities in driving development in their respective localities through legal and constitutional reforms. This is with the understanding that for this to materialize, the above cited comprehensive constitutional review will be a welcome development. Once empowered, local authorities will be empowered to make decisions, mobilise own resources, promote local economic development, and partner with other development actors such as the private sector and civil society in delivering quality services to their communities.

The mere mention of decentralization in the national vision gives the impression that decentralization is recognised as one of the long-term aspirations of the country. Similarly while on the one, the vision sees decentralization as one of the strategic goals that will be key in the country’s transformational trajectory from higher middle income country to a high income country. Given the above, the vision attests to the fact that in the distant future the economically successful Botswana will be one that has embraced decentralization.

According to the State of the Nation Address (SONA), the National Transformation Strategy Task team, which provides a key turnaround roadmap of Botswana’s economic fortunes, needs to be aligned with the National Vision 2036 Council for delivering the country’s national objectives. This alignment according to the SONA will encompass the local government structures at various levels including District Development Committees (DDC), Ward Development Committees (WDC) and Village Development Committees (VDCs), thereby enabling ownership and responsibility to deliver the National Vision to Batswana.
In the same address, President Masisi said “Botswana continues to strengthen public sector management through implementation of the National Monitoring and Evaluation System (NMES). The main purpose of the System is to promote the use of performance information for evidence-based policy and decision making to improve public sector performance.” (Republic of Botswana: State of the Nation Address November 2019). It was further highlighted that the ongoing Mid-Term Review of the National Development Plan 11 (NDP 11) provides an opportunity for “The Thematic Working Groups (TWGs)” to use the indicators and their targets, as contained in the NDP 11 Performance Framework, to objectively review the implementation of NDP 11.

4.3 NATIONAL DEVELOPMENT PLAN 11 (NDP 11)

The National Development Plan 11 (April 2017 – March 2023) themed “Inclusive growth for the realisation of sustainable employment creation and poverty eradication” is also relevant for the purposes of this assignment. This theme will be realised through the implementation of six national priorities, namely: developing diversified sources of economic growth; human capital development; social development; sustainable use of national resources; consolidation of good governance and strengthening of national security; and implementation of an effective monitoring and evaluation system.

Consultations on national development processes has always been an important aspect of planning in Botswana. For example, as a form of feeding into National Development Plan, Local Authorities at district and city level periodically develop District Development and Urban Development Plans (DDPs & UDPs). This demonstrates the centrality of the principle of consultation in the national planning and decision making processes. The thrust is to harness and inculcate societal ownership of the development narrative and processes. The bottom-up planning approach comes in handy as a tool in cultivating participation of local communities in determining their destinies. Given the fact that consultation is a national norm, which has its roots in the traditional value system, it is anticipated that consultation around EU Cooperation programming will be a welcomed development by all stakeholders.

According to His Excellency the President’s development roadmap (1st November 2019) as reflected in various policy pronouncements, the process of propelling the country to greater heights requires a national transformation strategy that will serve as a blueprint for Government’s Development Agenda. In the state of the nation address of the same year, he further echoed the same sentiments in the following words: “Our current National Development Plan 11 (2017– 2023) is being reviewed and it is an opportune time for us to accommodate current issues and trends that will address the many challenges that we
continue to face as a developing country.” It is anticipated that this flexibility to relook at priorities during the mid-term review will amongst others accommodate the envisaged EU Cooperation programming where Local Authorities are recognized as Public Actors in the development processes. According to the same SONA (2019), Botswana seems to be committed to rethinking its planning modus operandi to ensure that no one is either left behind or left out.

From the above two statements by The President, there is optimism that there will be political will on the part of government to pursue the objectives of the National Development Plan 11. These will be pursued and achieved through cooperation by all those charged with national responsibilities in the achievement of the said objectives. The role of LAs in this regard cannot be over-emphasized such that ongoing support and capacitation of LAs is paramount in order for them to deliver on this growing mandate.

The Local Authorities are multifunctional in nature. Traditionally they have carried out delegated responsibilities mainly from central government. This perception and function are proving to be inadequate and do not conform to the demands of the transformational agenda given the contemporary challenges facing present day Botswana. It is noteworthy that even prior to the proposed EU collaboration process, the Botswana government in its own stead had given thought to the need for a more decentralized establishment in order to achieve more efficient and cost effective service delivery.

Service delivery in Botswana has always been a collaborative effort amongst the various levels of government, civil society and the private sector. In this regard, the mandate of councils is provision of quality services to the community. To achieve this overall objective the district formulates district policies and strategies aimed at improving service delivery in ways that are inclusive and promote participation and cultural cohesion. A four-pronged local governance structure exists at district level, comprising of District Administration headed by the District Commissioner, District Councils headed by the Council Secretary/Town Clerk, Tribal Administration headed by Kgosi and Land Board headed by Board Secretary. The four local authorities are the backbone of the district and play a pivotal role in the overall execution of the districts harmonized development mission.

In terms of service provision, the District Councils through the District Development Committees (DDCs) in conjunction with other local authorities, and central government Heads of Departments and officers in charge of Parastatals, drive the common objectives and mission of the districts. All Districts accede to the nation’s common endeavour of
achieving Botswana’s long term vision 2036 and meeting the targets of the Sustainable Development Goals (SDGs).

The Districts exhibit a multi-sectoral approach to development as overall human and natural resources developments are addressed holistically to ensure a strong partnership between government and local communities. This partnership is one of the key strategies for development in Botswana. Despite all these noble initiatives at district level, there are still service delivery challenges which continue to hinder sustainable service delivery to the local communities.

The 2020/21 budget speech, elucidates the four policy priorities of the Mid-Term Review of NDP 11 being: promoting export-led growth; improving the efficiency of government spending and financing; developing human capital and investment in infrastructure. Additionally, COVID-19 has necessitated a revision of these priorities in order to introduce **Building Resilience** as a national priority. The emerging assumption seems to be that citizen economic empowerment must run through the pursuit of all these policy priorities.

The Mid-Term Review has made observations to the effect that the pandemic adversely affected economic growth and national income streams, and has worsened the country’s fiscal and balance of payments positions. This has exposed the country’s vulnerabilities due to reliance on a narrow income stream base, calling for the need to give urgent attention to ways of improving resilience.

As a mitigation to the repercussions of COVID-19, the Mid-Term Review points to the need for an updated Economic Recovery and Transformation Project (ERTP), comprised of short, medium and long term elements. The objectives are to support the restoration of economic activity and incomes, facilitate economic growth and further the expansion of productive capacity, accelerate economic transformation and build the resilience of the economy. The aim is to promote implementation of the post-COVID-19 development and transformation agenda, while incorporating the lessons learnt and seizing new opportunities to pursue the path towards high-income status by 2036. LAUs have a fundamental role to play in this process as a tier of government nearest to the communities, and the anticipated tripartite collaboration between LAUs, Central Government and the EU Delegation should factor this opportunity in their processes.

### 4.4 MINISTRY OF LOCAL GOVERNMENT & RURAL DEVELOPMENT STRATEGY 2018–2023

The mandate of the Ministry of Local Government and Rural Development (MLGRD) is to achieve the following;
Develop and monitor applicable policies and legislations aimed at transforming and strengthening Local Government and traditional institutions (Dikgosi le Makgotla a Setswana) to fulfil their statutory obligations.

Develop, promote and monitor mechanisms, systems and structures to enable integrated service delivery at Local Government level; and

Provide requisite professional support and advice to Local Authorities.

It drives its mandate through ministry departments, 16 local authorities and 19 tribal administration offices which are geographically spread across all areas of Botswana. These institutions facilitate development programmes at local level and foster local democracy and governance while also promoting social welfare and economic empowerment of disadvantaged groups. MLGRD ensures efficient operation of these institutions through policy direction, administrative support services, financial resources, capacity building and supervision including provision of basic physical and social infrastructure.

MLGRD developed a strategic plan 2018 to 2023 to guide in the development processes of its mandate. The primary purpose of this strategy is to address gaps in the changing needs of the Ministry clientele in both rural and urban areas. The new plan identified a list of viable, cost-effective programmes/initiatives and projects that will assist the Ministry to meet its short, medium and long term goals.

The Strategic plan (2018-2023) responds to national aspirations of Social Upliftment, Environmental Sustainability, Economy & Employment as well as Improvement in Governance. The strategy alludes to the Ministry having reasonably qualified personnel, structures for ease of decentralization, Research opportunities and that it is fairly financially sound. Improving Local Governance, Strengthening Social Development, Promoting Local Economic Development and improving access to Council’s infrastructure.

4.5 LOCAL GOVERNMENT ACT NO 18 OF 2012

One of the challenges facing LAs is revenue generation for the development needs within their purview. The state of the Nation Address (SONA) to the first session of the 12th Parliament at least partially answers this concern. The implementation of the Local Government Act No 18 of 2012 will introduce the development of Property Valuation and Rating Regulations to ensure the application of property valuation and rates in the rural areas and maximize local levels of economic growth. This development will go a long way in realising the growth of local economic development. However, it is hoped that though the Act is silent on the role of LAs in this enterprise, the draft decentralization policy will provide the needed clarity on this issue.
5. THE DECENTRALIZATION PROCESS IN BOTSWANA

5.1 CONTEXT

Botswana is a unitary state with a two-tier system of government, being central and local governments. Local government administration in Botswana comes from as far as the pre-independence era. Botswana’s Local Government system is to some extent a legacy of the British colonial rule. The local government systems that are currently in Sub-Saharan Africa are largely adopted from developed countries, generally from the former colonial powers (Fjeldstad, et al, 2014 in BIDPA Working Paper no 59).

However, local government structure and objectives are diverse and differ from country to country and from one period to the other within a particular country (Lekorwe, 2000 in BIDPA Working Paper no 59). In Botswana Local Government is usually understood in the context of four major local institutions namely District and Town/City Councils (rural and urban settlements respectively); Land Boards; Tribal Administration and the Office of the District Commissioner (ODC).

These four institutions of Local Government play important complementary roles in the planning and implementing development processes, specifically in contributing towards the realization of the National Development Plans and Vision 2036. The Government of Botswana commits a significant proportion of its national budget to local community development. For instance, the 2019/20 budget allocation for the Ministry of Local Government and Rural Development is P 6.43 billion, in 2018/19 it was P 6.28 billion. Despite the substantial financial resources committed to Local Government, project implementation remains one of the major challenges that hinders service delivery (Lemmenyane, 2015 in BIDPA Working Paper no 59).

According to BIDPA, despite the country’s widely acclaimed impressive economic growth, where Botswana’s economy was among the fastest growing in the world, the country is faced with implementation challenges within the public sector. In an effort to bolster project implementation in the public sector, the Government of Botswana established partnerships with the private sector. The Botswana Government recognizes that the private sector has a significant role to play in ensuring that there is delivery of development programmes, especially through contractors who undertake various government projects and activities. During the 2016/17 national budget speech, private contractors were urged to take ownership of projects in part as a way of demonstrating their corporate social responsibility. (Limi 2006 in BIDPA Working Paper no 59). This points to the need of local...
contractors giving value for money in the way they handle public projects as well as demonstrate a sense of patriotism.

**5.2 THE GOAL AND OBJECTIVES OF THE POLICY**

The overall goal of the National Decentralisation Policy is to promote equitable and sustainable development, and enhance citizens’ participation. This will be achieved through the transferring of decision-making powers and resources to local governments and empowering citizens to actively participate in the planning, financing, implementation and evaluation of all local development and service delivery activities while holding their leaders accountable. Expressed differently, decentralisation seeks to empower local government (as an effective tier of Government at local level), to deliver services more effectively and efficiently, while citizens are supported to have a stronger voice in the public decisions that are made, which affect their livelihoods.

**a) The specific objectives of the National Decentralisation Policy are as follows:**

Empower local governments as the key drivers of good governance, sustainable and responsive service delivery and local development;

Improve the administrative and human resource capacity of local governments, line ministries and other actors at the local level to ensure quality service delivery and local development;

Enhance effective and efficient implementation and monitoring capacity, in service delivery and local development;

Strengthen accountability and transparency of national and local leaders and institutions, including non-state actors to the communities that they serve;

Enhance the responsiveness of planning, financing, management and control of service delivery and local development processes by all sectors to local needs;

Ensure adequate, predictable flow and efficient use of resources in support of inclusive and effective service delivery and sustainable local development;

Define the status, roles, structures and relationships of different levels of government and actors in local governance, service delivery and local development;

Promote and sustain the preservation of national values, identity and unity by re-defining the roles and position of Bogosi and empowering them to function effectively and harmoniously with other institutions in a decentralized governance dispensation; and

Enhance coordination by aligning the activities of different central and local government actors, development partners and other stakeholders in service delivery and local
Sources show that decentralisation and local governance have been integral and key components of Botswana’s ongoing democritisation and economic transformation process right from the start.

The Botswana Country Profile notes that:

“It should be recalled that independent Botswana was formed from tribal territories (reserves) that were self-governing prior to the formation of the British Protectorate (initially named Bechuanaland). These units retained some level of self-administration throughout colonial and post-independence periods although under the Central Government. Botswana has one of the oldest continuous local government systems in Africa in which local councils were established in 1966; District Administration in 1965; Land Boards in 1970; and Tribal Administration - an adaptation of the traditional chieftainship system that predates the colonial era.”


From the above paragraph, it will be noted that the notion of decentralization, characterized by various initiatives, has been in place even before Botswana attained independence from the United Kingdom in 1966. To date however, there is no fully fledged process that shows that the Local Authorities have been fully or adequately decentralized, there has actually been backwards and forwards movements in the decentralization process between the central and local governments over the years. Learning from the above experiences therefore, it will be difficult for the short term implementation activities reflected in the implementation plan to be taken on face value, that they will be implemented as a matter of priority. In other words, there is still some work to be done in terms of engagement and initiation of dialogue between the various partners for the decentralization process to attain the required momentum to move forward.

The National Policy on Decentralisation is still in a draft form (second draft), but it is difficult for one to assign a timeline for it to be adopted and implemented, as the government consultation process can be lengthy and tedious before the desired results can be realised. Coupled with these challenges is the fact that local authorities have been in existence since the early days of independence for the country. Their existence and functioning however, is legally backed by the Local Authorities Act N0 18 of 2012, but not provided for in the country’s constitution, which is the supreme law of the land.
Following on the Second Presidential Commission on Local Government Structure in Botswana (Government Paper No. 1 of 2003), the outcomes of which sought to strengthen Local Government through a number of policy and legal reforms, one of the key recommendations for the Decentralisation Policy is “Inclusion of local governments in the Constitution of Botswana to give them due recognition” (Republic of Botswana: Draft Decentralisation Policy, Second Draft-March 2019).

The Draft Decentralization Policy of the Government of Botswana (2019) alludes to the following points as the rationale for the development of a Decentralization Policy in the country, as well as the motivation behind the policy direction. The Government acknowledges the existence of challenges in a set up where services are not able to reach the intended beneficiaries at local level. As such, the “persistent desire to address the challenges in Botswana’s quest for participatory democratic governance as well as inclusive diversified and equitable economic development” is acknowledged. (Republic of Botswana: Draft Decentralization Policy, March 2019).

\[b\) Piecemeal Decentralization Reforms: \]

In the Decentralization Policy, the Government of Botswana explains that it “has been committed to decentralization since the first attempts at decentralization reforms right after independence, with some powers and service delivery responsibilities shared between the central and local governments”.

These efforts are however being criticized by the Government itself, for having failed to yield the desired outcomes. The Government goes on to note that the “main lesson from the decentralization reforms is that piecemeal, uncoordinated reforms are not effective, and that there is need for holistic ‘all-of-government’ decentralization framework guided by a clear long-term policy, realistic implementation roadmap and effective mechanisms for monitoring and measuring results of the reform process”. (Ibid).

These observations seem to be well intended. There is a great need however for the process to increase the pace towards implementation because the policy (which is still in a draft form, may be delayed to get implemented as the consultation is still on-going). It will be noted further, that the policy comes more than fifty years after independence in 1966.

Decentralisation, once initiated, holds the immense potential of bringing the services and decisions closer to the people. There is also the added dimension of the potential to unlock the resources within the communities where the local authorities deliver services.
Globally, citizens are demanding better and more efficient services from national and local governments to maintain or improve the quality of their lives. Botswana Institute for Development Policy Analysis (BIDPA), observes that:

“Local government has been entrusted with a role of improving community lives by providing basic services such as portable water, waste removal and electricity supply”. Local government is said to be the first contact point between citizens and government. The authors go on to state that “Local government is a sphere of government located within communities to respond appropriately to local needs, expectations and interest of the communities.” (Mthethwa and Jill 2016, in Samboma T.A: Challenges of Project Implementation in Local Government, the Case of Francistown City Council and Kweneng District Council. BIPDA Working Paper N0 59).

From the above observations, there are key issues emerging such as provision of services by local authorities, involvement of local communities in decisions for services to be delivered and improvement of the quality of lives of the recipients of services delivered by the local governments.

c) Unempowered Local Government:

The Government goes on to recognize the vibrant democratically elected Councils reflecting the ideals of Botswana’s multi-party democracy. On the same note, an acknowledgement is made to the effect that:

“Local Councils have insufficient jurisdiction in terms of service delivery and lack capacity to exercise their mandate. Government appreciates that most of sector service delivery responsibilities, which form the core of service delivery, are still under central government and are not efficiently delivered. Government appreciates, from experience and recent studies, that these functions will be more effectively performed by decentralized authorities making decisions closer to the point of service delivery and regularly account to ordinary citizens”.(Republic of Botswana; Draft Decentralisation Policy March 2019).

Botswana Institute for Development policy Analysis (BIDPA) also notes constrained capacity to deliver on the projects, inevitably making the service delivery process to be expensive and in most cases the quality not meeting the expectations of the intended beneficiaries.

In a study of the two local authorities of Kweneng and Francistown, and focussing on issues of service delivery amongst others, BIDPA observed thus:
"Botswana is faced with many challenges of project implementation. Since independence detailed projects and programmes were initiated, with limited and often less developed state capacity to implement them". (Samboma T.A: Challenges of Project Implementation in Local Government, the Case of Francistown City Council and Kweneng District Council. BIPDA Working Paper N0 59). This situation is in no way unique to the two local authorities cited above but cuts across almost all local authorities and other government structures.

This study was focusing on challenges of project implementation in the local government tier of Botswana. The paper outlines project implementation challenges in Local Authorities (LAs) and the study made the following findings:

“lack of capacity, lack of commitment by the District Development Committee (DDC), poor stakeholder engagement and lack of financial autonomy by councils were some of the identified implementation challenges” (Ibid).

As stated above, the paper buttresses that these challenges were not peculiar to the two LAs but cuts across local authorities in Botswana. BIDPA insightfully observes on this important aspect of the national development process that low human capacity in local authorities is a major problem in project implementation.

In addressing the above gaps in project implementation, one is bound to conclude that the transformational agenda on decentralisation is crucial to effect a positive change in areas that include but are not limited to, service delivery, stakeholder engagement and participation by beneficiaries, as well as financial autonomy of the local authorities. A speedy resolution of these challenges by amongst others, the adoption and implementation of the Decentralisation Policy will be helpful in facilitating the delivery of quality services to the intended beneficiaries timeously and with minimal costs.

It is not clear at this stage as to whether the efforts by Government to empower the Local Authorities will be done through enactment of specific legal instruments or through the draft policy, when it is finally adopted and implemented. It will be noted however, that a policy is a persuasive document that, unlike the law, cannot be legally enforced. Equally, the Local Government Act of 2012 is the only legal instrument that recognizes the existence of Local Authorities as well as their functions. It is time that Botswana, being Africa’s oldest multi-party democracy evolves into making the necessary amends to ensure that there are appropriate legal instruments in place that provide for the existence of local authorities. This will augur well with Botswana’s perceived position as a shining example of democracy in Africa.
d) **Weak Coordination Framework at Local Level:**

The Draft Decentralization Policy also identifies the existence of gaps in coordination of public service delivery, even though there are well-structured coordination systems at local level. The policy explains that “Government appreciates that the challenges of weak coordination in service delivery relate, largely to different local institutions (Councils, Land Boards, Tribal Administration, and District Commissioner’s Office) and central government agencies reporting to multiple power centres leading to inadequate accountability mechanisms” (Ibid).

The outcome of this arrangement has been noted to be inefficient utilization of human and financial resources that manifest in unsatisfactory service delivery. As a result, “the Government commits to addressing this by transferring responsibilities for service delivery and accountability to Local Authorities. The coordination of local governance and service delivery functions will be enhanced if a central decision-making authority that is accountable to citizens is established at local level and adequately capacitated. However, the Government recognises that there are specific services that cannot, for strategic reasons, be decentralized to local authorities. For instance, defence, intelligence, mining, national licensing and regulation, specific taxes, and international relations, to name a few”. (Ibid).

There is need to adequately spell out the decentralization model envisaged by the policy, as to whether it will be deconcentration of some authority to the LAs, while the Central Government continues to retain some, or devolution of authority whereby the LAs will have considerable degree of decision-making powers and also be obliged to account to their localities. Also, though the policy ascribes areas like mining to be the prerogative of the Central Government and that the benefits derived thereof should necessarily accrue to the developments at national level across the country, the situation on the ground as well as studies carried out especially in areas where mining takes place shows that the communities surrounding those mining ventures do not adequately benefit from the proceeds accrued from mining activities.

In some areas like mining town of Jwaneng in the Southern part of the country, the communities in the vicinity of the mines have been found to be economically and socially disadvantaged, and have subsequently fallen victims of poverty and social inequality. In many cases these people end up being the responsibility of the local authorities in the given area to be provided for through the social safety nets. One of the measures taken to address this concern is the emergence of the national discourse on mineral beneficiation in the recent past.
The draft decentralization policy document address several measures that must be put in place to mitigate this situation such as transferring responsibilities for service delivery and accountability to local authorities. Equally, the coordination of local governance and service delivery functions will need to be enhanced so as to make the decision-making authority to be accountable to citizens at local level. The local authorities will also need to be adequately capacitated with a view to effectively deliver on their mandate.

e) **Large Country with Sparse Population:**

Given the size of Botswana and the fact that it is sparsely population with difficult terrain to manoeuvre, it is extremely difficult to render effective service delivery under a centralised system or inadequately resourced local authorities. These socio-economic and geographical dynamics reflect the heterogeneous settlements and regions in terms of population distribution, culture and norms.

In this regard the Draft Policy acknowledges that:

“A holistic decentralization policy will empower local authorities to make effective decisions locally, identify the unique needs and address them without waiting for instructions from the Central Government. In turn, citizens will have opportunities to participate in decision-making and hold service providers accountable as decision-making responsibilities are brought to institutions closer to them”. *(Ibid)*

f) **Ineffective Local Planning Frameworks:**

The Draft Policy raises Government concerns that the participatory bottom-up planning processes, involving Village Development Committees (VDCs) and District Development Committees (DDCs), are not effective instruments for identifying citizens’ needs and local development priorities, as well as using these as the basis for public expenditure allocation. The Draft Policy goes on to note that:

“This is because the mandate to plan has not been accompanied by corresponding powers to appropriate resources and account for public expenditure, and that many of these functions remain in various central government ministries. This has rendered local planning processes and structures (such as VDCs and DDCs) ineffective and local leaders often demoralized” *(Republic of Botswana: Draft Decentralization Policy, March 2019)*.

Many times the communities decry the lack of involvement in decision making for the services that are meant for their consumption. Though the argument that is often advanced by the government authorities is that the planning stage involves the communities and is done as a bottom-up approach, the reality on the ground is that in most cases, decisions are
made by the central government and implementation, reflecting the priorities of the central authority is enforced through a budget that is communicated with guidelines on what to spend on. The proposed solution, as articulated by the Draft Policy, is:

“A comprehensive decentralization framework that articulates the linkages between local and national planning, clarifies roles and responsibilities, and provides appropriate instruments and resources for implementing local development plans”. This is needed as part of local empowerment process.

**g) Ineffective and Inefficient Fiscal and Public Financial Management Regime:**

The Draft Decentralization Policy recognizes that Inefficient public financial management framework and lack of capacity continue to contribute significantly to low local revenue generation. These are accompanied by issues of delayed transfer, inefficient utilization of funds and accountability issues leading to ineffective local service delivery. It is the view of the government that:

“Local revenue generation will significantly improve and the local revenue potential expanded if the tax regime is streamlined with clear and expanded taxes devolved to Local Governments. In addition, service delivery and accountability will greatly improve if the fiscal decentralization framework is reviewed with significant resources and corresponding mandate (including discretion) to allocate, spend and account, transferred to Local Governments, within a clear framework of public financial management.”(Ibid).

These are very positive statements towards the decentralization process as contained in the Draft Decentralization Policy. These good attributes by the Government, would indeed augur well with the European Union’s new planning process that recognizes the LAs as state actors in their own right. The gap currently, is for the policy to be adopted and implemented, a move that will greatly give recognition to, and support the development of LAs as empowered entities. So the adoption and implementation of the policy is a crucial step that the Government will need to prioritize henceforth.

**h) Positioning of Bogosi (or chieftainship) (the oldest Local Government institution, and a symbol of social and cultural identity of Batswana):**

At independence in 1966, the institution of Bogosi was retained. Its role being to continue administering the traditional and cultural affairs at their respective communities, as well as being advisors to the Government. The Draft Decentralization Policy notes that:

“... Bogosi is not well placed to effectively function in a democratizing and culturally modernizing Botswana. As a result, there are often overlaps and conflicts with other local
institutions, namely Councils and Land Boards, especially in matters of land administration and community development. The position, institutional structure and functioning of Bogosi have not been effectively addressed in the various local government reforms undertaken over the years yet they remain integral part of local governance and community development in all of Botswana’s communities”. (Republic of Botswana: Draft Decentralization Policy, March 2019).

The envisaged solution to this challenge is that a comprehensive decentralization reform programme that recognizes the continuing role of Bogosi, clarifying of roles that the institution is best placed to play and proper placement and support to effectively contribute to a sustainable democratic culture and equitable socio-economic development is critical. The Draft Policy proposes:

“More particularly, Dikgosi will be capacitated to effectively serve as custodians of the diverse Botswana cultures and national identity, administration of customary law, and as the voice of citizens in promoting equitable service delivery and accountability, among others, within the reformed local governance framework.”(Ibid).

Noting that Dikgosi still wield a lot of influence in matters such as land administration, cultural activities, administration of judicial disputes and resolution of conflict, development of some infrastructural structures as well as having capacity to initiate some agricultural and economic activities, there is an urgent need to prioritize the role of the institution of Bogosi as part of governance at the local level.

i) Effective Management of Diversity:

The Government appreciates the potential of Botswana’s ecological, cultural and social diversity that remain inadequately utilized due to centralization of decision-making. In this regard the Draft Decentralization Policy notes that:

“Decentralization will allow for the peculiarities of the different regions, cultures and diverse ecological heritages to be factored into the development process of the country”. (Republic of Botswana: Draft Decentralization Policy-March 2019).

It will be noted from the above statement that the recognition and promotion of the Local Economic Development (LED) process, that seeks to recognize the unique features of various localities in terms of their comparative advantage, fits into this development approach. If this approach is to be adopted, then the plans to be implemented at Local Level will dovetail into the Local Conditions where they are to be undertaken. In other words,
when the implementation of programmes and projects are initiated, this recognition by the Draft Policy would seek to promote the **Territorial Approach to Local Development (TALD)**.

It will thus be anticipated that the LED tools and guidelines will be designed such that the implementation approach is not a one size fits all. If for example the farmers in one district have small stock as their primary farming activity, or those in the mining areas participate in the value chain beneficiation activities derived from the products in the mines, then the tools will be designed in line with the required activities to be undertaken.

### 5.3 GAPS AND THOUGHTS IN MOVING THE DECENTRALISATION AGENDA.

In the analysis of the Decentralisation process in Botswana, three key questions could be of great assistance:

1. What drives the decentralization reforms in Botswana?
2. What is its potential to improve local governance and promote local development?
3. What is politically feasible to expand and realize such potential?

On the first question, though the Government acknowledges and explains that “it has been committed to decentralization since the first attempts at decentralization reforms right after independence, with some powers and service delivery responsibilities shared between the central and local governments”, it goes on to admit that there are no derived benefits from peace-meal decentralization reforms.

The required approach is therefore a shift from sector-based top-down sector policies to policies that -help localities to be strengthened and capacitated to effectively deliver services to their communities. The target of operation includes both local and global markets. As a result, smaller cities and their rural hinterland will emerge as competitive agents of change capable of entering the global economy and responding to opportunities offered by both domestic and international markets alike. Equally, the legislative framework has to be strengthened to facilitate the envisaged changes.

On the second question, it is essential to clarify that the concern here is about mindset change regarding the perception and function of LAs. The decentralisation discourse envisaged in this context is developmental in its focus such that it concerns itself primarily with unlocking new opportunities. This will project LAs to cease operating as managers of nationally planned and funded investment and welfare programs, but to instead begin to take on entrepreneurial roles that includes identifying and building upon the competitive and comparative advantages of their jurisdictions.

At the level of the consultant, we can think of activities inclusive of amongst others, eco-tourism, cultural tourism, medical tourism, waste management, transport and logistics, harnessing veldt
products, renewable energy, green and clean technologies, and value chain of both the mining and agricultural industries. The specifics of what LAs can do in line with the comparative advantage of resources at their disposal will become clearer as the process unfolds. It is our hope that the national seminar will be able to unravel the details with specific reference to each locality. At this point it suffices that in the case of Botswana the National Vision 2036, the current National Development Plan 11 and draft Decentralization Policy echo these same sentiments. The EU cooperation programming cycle comes in at an opportune time to help aid national aspirations as reflected by the documents alluded to above.

TALD capacitates and enables LAs mobilize the widest possible range of resources, including the local social capital within their localities. The approach further provides opportunities for the LAs to reach out to the local communities and private sector for enhanced prospects of local economic growth as well as unlocking local potential. Invariably this will help initiate, maintain and expand on the social service delivery mechanisms. It will also be noted that once the local authorities are strengthened to pursue this development route and to facilitate the decentralisation discourse, then issues of local governance are expected to be addressed, inevitably positioning the LAs to be more responsive and accountable to their communities and other stakeholders. The Minister of local Government and Rural Development echoed the same sentiments when officiating at the BALA National Conference in March 2020 noting that;

“Government remains committed to facilitating Local Authorities in their work because they are a second tier of Government and the one closest to the people”. (Botswana Association of Local Authorities (BALA) National Conference: March 2020, Draft Report).

Regarding the third question, it is the position of this document that in Botswana, where the concept of decentralisation is not new, but has been in practice since the early days of independence, a full scale decentralisation process is highly feasible. What is required is the political will to drive it to its desired goal. The political will holds the key to making it work in particular by enacting the policy and legal frameworks (approving the current policy which is in draft form, as well as enacting the appropriate legislation that can be realised by including the existence and functioning of LAs in the country’s constitution). Equally appropriate levels of human, technical and financial resources need to be provided to enhance the envisaged transformation agenda.

5.4 EMERGING ISSUES, CHALLENGES AND OPPORTUNITIES

a) Climate Change

Climate change poses a very serious challenge to the already semi-arid Botswana. Concerted efforts are needed to adapt to a hotter and drier future, without which Batswana, the local
ecosystems and economy will be adversely affected leading to their imminent collapse. Different levels of government, communities, civil society, private sector, development partners and other stakeholders need to come together and develop responsive measures and climate smart initiatives in response to climate change challenges facing the country. Sources paint a grim picture of the dendro climatological characteristics of Botswana and the Sub-Saharan region as elucidated below:

“Botswana is likely to get hotter, drier and more water-stressed in future and is also likely to experience greater climate extremes, including more frequent and intense droughts, floods and heat waves. By 2024 Botswana may already be, on average, 2°C hotter than pre-industrial temperatures, which is a substantially more rapid rise in temperature than other regions of the world. The effects of higher temperatures will be felt across all sectors, including those such as agriculture, health and water that are essential to the prosperity of people and the economy. Agriculture is particularly vulnerable to shifts in climate, and farmers are likely to experience reduced crop yields and increased livestock losses.”

(Adapting to Climate Change in Semi-Arid Botswana: ASSAR’s Key Findings - November 2018)

Given the above, it suffices to say that the tier of government closest to communities must be the one best equipped as first responders to the challenges associated with the ever changing climate conditions:

- In upcoming EU cooperation, it is anticipated that LAs factor in emergency planning, preparedness and management (Disaster Management).
- That LAs be capacitated technically, financially and otherwise to respond to emergencies at their level as well as provide support in case of national disasters.
- There is a need to undertake awareness creation of impending and emerging disaster situations for enhanced community response and participation.
- LAs to put in place disaster mitigation and adaptation strategies and programmes

b) Migration

Botswana is at the centre of Southern Africa, bordering South Africa to the South and East, Zimbabwe to the North East, Zambia and Angola to the North West and Namibia to the West. In the period since independence, the country has put in place an extensive road and other communication networks. The country is criss-crossed by road networks to all destinations of the sub region. While this presents an excellent opportunity for business and commerce/trade it also poses a number of challenges. One such is that given the economic
success factor and the ease of travel, the country has become a preferred destination by migrants either as a transition point or a place of extended stay.

Migration presents a challenge not only to Sub-Saharan Africa but globally. The number of people on the move globally has surged to more than 250 million. Africa has a fair share of this global phenomenon. It is a fact that all migrants leave one local authority, say in the country of origin or permanent residence and arrive in another local authority in the country of refuge or temporary or longer term residence. However, LAs are often found to be unprepared and unable to understand, cope with or address challenges related to migration such as inter-group conflicts, competing for limited economic opportunities and access to essential services. LAs seems also to be oblivious of issues of governance with respect to migration. These include the protection of basic human rights, provision of housing and other essential services, and all such others required for a decent human existence. Botswana as a country needs to urgently put in place structures that regulate safe orderly and regular migration of people.

In their dealing with the challenge of migration, LAs in could benefit a great from the insights found in the Charter of Local and Sub-national Governments of Africa on Migration Adopted in Marrakesh Morocco on the 20 - 24 November 2018 at the Africities summit.

6. INTERNATIONAL POLICIES AND STRATEGIES

6.1 INTRODUCTION AND CONTEXT

As a member of the United Nations and the African Union, Botswana is party to various international, continental and regional development frameworks aimed at collective response to global socio economic challenges. As a result, Botswana committed to adopting and aligning the country’s development frameworks, the set goals of the United Nations Millennium Development Goals or MDGs; the United Nations Sustainable Development Goals (SDGs), also known as United Nations Agenda 2030; The Paris Agreement and its Nationally Determined Contributions (NDCs); African Union Agenda 2063 – The Africa We Want and others not mentioned here.

6.2 UN MILLENNIUM DEVELOPMENT GOALS (MDGS)

Adopted in September 2000, The United Nations Millennium Development Goals or MDGs main objective was to call on world leaders to combat poverty, hunger, disease, illiteracy, environmental degradation, and discrimination against women by 2015. The process came
up with Eight Millennium Development Goals, that are inter dependent and cross cutting, with their own specific targets and indicators.

Botswana’s MDG story was lauded as successful, with Botswana achieving five (5) of the eight (8) MDGs. This was attributed to the prudent macroeconomic principles, good governance which stimulated noteworthy economic growth; this was coupled with the fact that the national frameworks of the Vision 2016 and the National Development Plan (NDP) as well as the strong social development programmes put in place, provided the needed guidance towards realizing the country’s set indicators. All of these combined made a positive contribution towards improvement of the quality of life and standard of living for the citizens.

“Through the implementation of her national development frameworks Botswana made big strides in terms of economic growth and at one point was the fastest growing economy in the world” (Botswana HLPF 2017 Voluntary National Review 2017 – United Nations)

In the Botswana: Millennium Development Goals Status Report 2015 “Sustaining progress to 2015 and beyond”, the United Nations Resident Representative to Botswana H E Mr Anders Pederson, noted that “Botswana’s 2014 Millennium Development Goals Report confirms a familiar story, that Botswana in many ways is a development success. Official data show that as early as 2009, Botswana had achieved the MDG target of halving poverty between 1990 and 2015. Furthermore, Botswana reduced extreme poverty by almost 73% between 2002 and 2009 alone! This is reason enough to be optimistic that Botswana could eradicate extreme poverty by 2016.”

However, notwithstanding the foregone, the MDG review highlighted a need for government to put more effort in some sectors in order to get maximum benefits and positive results going forward. The government was called upon to seek ways of providing quality education with skills that match the demands in the job market in an opportunity to end prevailing identified inequalities. Government was urged to increase investment, to provide high quality education and health services in order to produce a healthy and educated workforce likely to drive future economic growth and development as well as eradicate poverty.

### 6.3 UN SUSTAINABLE DEVELOPMENT GOALS (SDGS) OR UN’S AGENDA 2030

The SGDs designed “to finish the unfinished business of the MDGs and transform the economies and societies of all countries.” were negotiated and adopted in September of 2015 by UN Member States, Botswana included. UNDP facilitated UN-led Global Conversations process that involved over 10 million people the world over, including those
from poor and marginalized communities. Participants called for a post MDG development agenda that delivered basic needs in education, health and gender equality, as promised by the MDGs. This time insisting that no one be left behind. They called for the eradication of poverty in all its manifestations and demanded action to address the root causes of injustice and inequity. They wanted better and more responsive government, jobs and safeguards for the planet we all depend on. The process came up with 17 Goals with their 169 Targets to be achieved by 2030.

Botswana embarked on developing a sustainable development framework that would set out how the country seeks to implement all its programmes using a sustainable development approach that links to the country’s national Vision 2036 (2017-2036), National Development Plan - NDP 11 (2017-2023) – and the associated District and Urban Development Plans, ensuring that all these key documents were aligned to the SDGs.

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

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

6.4 BOTSWANA/UN SUSTAINABLE DEVELOPMENT FRAMEWORK (UNSDF) 2017 – 2021

The Botswana government has a bilateral cooperation with the United Nations covered under the United Nations Sustainable Development Framework (UNSDF). The current UNSDF runs over the period 2017-2021. It is developed through a consultative process between the Government, development sector stakeholders including academia, civil society, development partners and the United Nations Development Systems (UNDS). The UNSDF 2017-2021 outlines how the UNDS will provide support to broad-based partnerships towards the realization of the UN Agenda 2030 and the Africa Union’s Agenda 2063.

The 2030 Agenda commits countries and stakeholders to work together to achieve sustained and inclusive economic growth, social development and environmental protection. The Agenda is to be implemented in a manner consistent with existing
obligations of member States under international law, including international human rights law, and in particular the commitment to eradicating poverty, address inequalities, end discrimination, and leave no one behind. The Agenda 2030 and other post-2015 agreements make it clear that inclusive, strategic and mutually beneficial partnerships at global, regional, national and local levels are a prerequisite to achieving the SDGs.

The UNSDF 2017-2021 thus focuses on strengthening coherence between Agencies, and promotes greater, accountability, efficiency, effectiveness and sustainability in Botswana’s pursuit of sustained and inclusive economic growth, social development and environmental protection and it is aligned to Botswana’s NDP11 which in turn sets out the actions for the period 2017–2023 that will help in achieving Botswana’s Vision 2036.

The UNSDF 2017 – 2021 has identified three (3) key priority areas of support for Botswana;

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<thead>
<tr>
<th>STRATEGIC AREA</th>
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<td>Strategic Priority Area 1</td>
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<td>US$13,457,216.00</td>
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<tr>
<td><strong>TOTAL SUPPORT COMMITMENT IN US DOLLARS</strong></td>
<td></td>
<td><strong>US$49,675,102.00</strong></td>
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A quotation from the Government of Botswana and United Nations Sustainable Development Framework (UNSDF) 2017 - 2021

The focus of Strategic Priority Area 1 is on strengthening capacities for policy and programme development in social protection, economic development, environment protection and great democratic governance with a particular focus on access to essential services for population groups that are furthest behind. Increasing the resilience of societies, to withstand shocks and manage risks and uncertainties will also be a focus. Because Botswana has already strong policies in place, the bulk of the UN’s focus will likely be in Strategic Priority areas 2 and 3.

The focus of Strategic Priority Area 2 is on identifying bottlenecks for the effective implementation of existing policies, programmes, and legislation at the national and district level. While Botswana has created strong policies, programmes, and legislation, it is widely acknowledged that Botswana faces many challenges in implementation. Therefore UN support will focus on strengthening capacities of personnel, systems and procedures to address the implementation challenges to allow the priorities in NDP11 be achieved.
The focus of Strategic Priority Area 3 is on the collection of comprehensive data to best identify, prioritize and track progress of the most vulnerable and disadvantaged groups. Support will be provided for the development of a national SDG indicator framework. In addition, government accountability requires robust data and information for policy formulation, programme design and implementation, therefore the UN will support the strengthening of existing demographic and other data sources (censuses, surveys, administrative data, civil registration systems); utilization of new sources of data; big data; and expanding “open data” (access to data). This Priority area will also focus on strengthening impact evaluations and research to help Government ensure that programmes meet their objectives and that policies are developed based on evidence based data.

The UN strives to support the strengthening of national capacity at all levels, support monitoring and evaluation and most importantly implementation of international commitments. These will include the 2030 Agenda, the Paris Agreement on Climate Change, the Sendai Framework on Disaster Risk Reduction, Multilateral Environmental Agreements (MEAs), international/regional human rights treaties and agreed international norms and standards amongst others.

6.5 BOTSWANA AND THE EUROPEAN UNION COOPERATION

I. BACKGROUND AND CONTEXT

On the 13th October 2011, the EU adopted the new Agenda for Change in EU Development policy as well as new policy for EU budget support bringing together most of its existing instruments into a broad Neighbourhood, Development and International Cooperation Instrument (NDICI) with worldwide coverage. The financial architecture will be further simplified via the integration of the European Development Fund (EDF), to date the EU’s main instrument for providing assistance to African, Caribbean and Pacific countries and to overseas. The main aim of NDICI is to ensure development aid provides the maximum impact on poverty reduction and to significantly increase the impact and effectiveness of EU development policy. NDICI was expected to come with a series of key changes in the way assistance is delivered and have been introduced. These key orientations have changed EU development policy significantly and have informed the programming process for the 2014-2020 period and beyond. (Communication from The Commission to the European Parliament, The European Council, The Council, The European Economic and Social Committee and the Committee Of The Regions - a Modern Budget For a Union That
The EU has fully embraced the notion of multi-actor partnerships in the new European Consensus on Development, acknowledging the fact that central governments alone cannot deliver the goods. Effective collaboration with other actors, including civil society, the private sector as well as local authorities, is key to transform economies, galvanise societies and ensure better governance.

In recognition of the importance of Local Authorities and the fact that all development is ultimately local, in 2013, the EU issued a promising Communication on the need to empower local authorities to allow them to become effective development players. Some of the innovative measures taken to operationalize this, the EU went on to sign Framework Partnership Agreements (FPA) with five global local authorities associations back in 2015. Several EU Delegations have also started to incorporate local authorities as distinct actors in several cooperation processes. The main objectives of the FPA are:

- Institutional strengthening of associations representing local authorities as strategic partners of the European Commission.
- The gradual establishment of a political dialogue with the European Commission on the implementation of the 2013 Communication in European Union’s cooperation.

The EU asserted their commitment to embracing the ‘Multi-actor Partnership’ during the ‘Joint statement on the adoption of the new European Consensus on Development’ of 7th June 2017, a quotation from the statement:

“Achieving this ambitious vision for Our World, Our Dignity and Our Future will require multiplying and unifying our efforts. We will work better together by improving coordination to maximise the impact of the EU and the Member States' actions, and by applying the development effectiveness principles. We will reinforce innovative partnerships with all countries, involving civil society, the private sector, local authorities, international organisations and all relevant stakeholders.” This asserted that all local authorities will be fully integrated into the cooperation of the European Union as state actors alongside the central government.

The new Africa-Europe Alliance for Sustainable Investment and Jobs that was announced by European Commission President Jean Claude Juncker, (State of the Union address, 12 September 2018) is aimed at taking EU’s partnership with Africa to the next level, building on the commitments taken at the African Union – European Union Summit in Abidjan in
November 2017. This initiative is expected to boost investment, further attract private investors, support education and skills development for employability, as well as boost trade and improve the business climate. Its main expected results re:

- Investment through the Alliance will create up to 10 million jobs in Africa in the next 5 years.
- **24 million** people will have access to all-season roads through our leveraged investments in transport infrastructure
- **105,000** students and academics will benefit from Erasmus+ by 2027
- **750,000** people will receive vocational training for skills development
- **30 million** people and companies will benefit from access to electricity thanks to the EU’s leveraged investments in renewable energy and a generation capacity boosted by 5 GW

“The EU as a stronger global actor - TOWARDS A MORE UNITED, STRONGER AND MORE DEMOCRATIC UNION (European Commission President Jean Claude Juncker, State of the Union address, 12 September 2018)”.

**II. THE EDF 11 AND ITS SUPPORTING NIP 2014 TO 2020**

Botswana has a long standing bilateral cooperation with the European Union which spans from Botswana’s pre independence days. The EU cooperation comes under a five yearly European Development Fund (EDF) through a National Indicative Programme (NIP) that is informed by and comes to address Botswana’s identified priorities for the period in question.

The current EDF and its supporting NIP, spanning from 2014 to 2020, governs this relationship. The strategic objectives for EU-Botswana cooperation 2014 - 2020 are guided by the development policies defined in the European Commission’s Communication on the Agenda for Change (2011). These objectives are confirmed by Article 1 of the revised ACP-EU Partnership Agreement, signed in Luxembourg on 25th June 2005, and are summarised as giving emphasis to reducing and eventually eradicating poverty within the framework of the development strategies of the individual ACP Member States.

Within this context the specific objective for EU development cooperation in Botswana is sustainable development, taking into account the principle of ownership, as promulgated by the Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008) and
the Outcome Document of the High Level Forum on aid effectiveness in Busan, Korea (2011),

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

**a) The funds earmarked for Botswana over time:**

<table>
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<td>US$13,457,216.00</td>
</tr>
</tbody>
</table>

**TOTAL SUPPORT COMMITMENT IN US DOLLARS**

US$49,675,102.00


**b) NIP 8 and 9 for the period 1999 to 2008 Covered Mainly:**

<table>
<thead>
<tr>
<th>FOCAL SECTOR 1</th>
<th>Human Resource Development</th>
<th>EUR 57.6 M</th>
</tr>
</thead>
<tbody>
<tr>
<td>FOCAL SECTOR 2</td>
<td>Mining &amp; Diversification</td>
<td>EUR 27.5 M</td>
</tr>
<tr>
<td>FOCAL SECTOR 3</td>
<td>National Resource Management</td>
<td>EUR 14.2 M</td>
</tr>
<tr>
<td>FOCAL SECTOR 4</td>
<td>Community Development</td>
<td>EUR 4.4M</td>
</tr>
<tr>
<td>FOCAL SECTOR 5</td>
<td>Water</td>
<td>EUR 1.3M</td>
</tr>
<tr>
<td>FOCAL SECTOR 6</td>
<td>Capacity Drivers</td>
<td>EUR 6.0M</td>
</tr>
<tr>
<td><strong>TOTALLING</strong></td>
<td></td>
<td><strong>EUR 108.8</strong></td>
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c) **The NIP 10 for the period 2008 to 2013:**

EDF 10 for the period 2008 to 2013, the Human Resource Development (HRD) was allocated Euro72.5m out of a total amount to Euro98.1m. The funding was for budget support to the sector. Other areas covered under EDF 10 were, promotion of gender equality; environmental sustainability; fight against HIV/AIDS, entrenching democracy, good governance and human rights, targeting the rights of children. Further EU funding went to support the work of CSOs.

d) **The NIP 11 for the period 2014 to 2020 was expected to cover:**

The A-allocation is expected to cover macroeconomic support, sectoral policies, programmes and projects broken down as follows:

| FOCAL SECTOR 1 | Inclusive and Sustainable Growth – Education sector | EUR 11 M | 33.3% |
| FOCAL SECTOR 2 | Public Sector Reforms | EUR 11 M | 33.3% |
| FOCAL SECTOR 3 | Measures in favour of Civil Society | EUR 6 M | 18.2% |
| CROSS-CUTTING | Support measures and NAO Support | EUR 5 M | 15.2% |
| **TOTALLING** |  | **EUR 33 M** | **100.0%** |

The B-allocation is destined to cover unforeseen needs such as humanitarian, emergency and post emergency assistance, where such support cannot be financed from the EU budget. The B-allocation shall be established according to specific mechanisms and procedures and does therefore not constitute a part of the programming.

e) **In the Inclusive and Sustainable Growth – Education Sector**

The EU’s support will cover the provision of an adequate supply of qualified, productive, healthy and competitive human resources appropriate to the demands of the national labour market. It will contribute to improving education service delivery and to raise levels of quality, equity and access to, and completion of, education, through the implementation of system level reforms as expressed in the **EDUCATION & TRAINING SECTOR STRATEGIC PLAN (ETSSP 2015-2020)**.

ETSSP came as part of other development tools and frameworks that the country uses to address and assist in its pursuit of transforming Botswana into an advanced country able to sustain its development and provide high standards of living for all of its people. It came to
address identified gaps and challenges in an education system seen to lack capacity to provide the kind of quality education with skills that match the demands in the job market in an opportunity to end prevailing identified inequalities. Thus, **ETSSP** was part of reforms put in place for the Ministry of Education and Skills Development focusing on policy, strategic planning and resource allocation, decentralisation, coordination, standards setting, and monitoring and evaluation. “**ETSSP** pays great attention to inclusive and life-long learning goals and in doing so is aligned to international contexts and reflects long-standing commitments to Education for All (EFA) and the Millennium Development Goals (MDGs). Cross cutting issues for example, gender, ICT, HIV and AIDS are, wherever appropriate, mainstreamed across each sub-sector.” (EDUCATION & TRAINING SECTOR STRATEGIC PLAN (ETSSP 2015-2020).

The goal of **ETSSP** is: ‘To provide an overall policy and strategic sector framework for the education sector that will play a pivotal role in the development of a modern, sustainable, knowledge-based economy that supports inclusiveness and diversity’ (EDUCATION & TRAINING SECTOR STRATEGIC PLAN (ETSSP 2015-2020).

**ETSSP** identifies eleven (11) key strategic priorities linked to the policy goals and is supported by eleven (11) programmes (goals, outcomes or targets and activities) that together provide a comprehensive, integrated strategy for the sector, emphasizing the alignment within all education interventions and skills and labour force and employment needs.

<table>
<thead>
<tr>
<th>CRITICAL SECTOR STRATEGIC PRIORITIES IN EDUCATION</th>
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<tbody>
<tr>
<td>1. Improving the Quality &amp; Relevance</td>
</tr>
<tr>
<td>2. Improving Equitable Access</td>
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<tr>
<td>3. Improving Learning Outcomes</td>
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<tr>
<td>4. Focus on Life-long Learning</td>
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<td>5. Strengthening Skills Development</td>
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<td>6. Developing New &amp; Alternative Pathways for Education</td>
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<tr>
<td>7. Improve Management of Education</td>
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<tr>
<td>8. Developing a Responsive Tertiary Education System</td>
</tr>
<tr>
<td>9. Improving Planning &amp; Budgeting of the Sector</td>
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</tbody>
</table>
Each of the Strategic Priorities is addressed more specifically by a set of programmes. The Six Sub-sector programmes:

1) Early Childhood & Pre-Primary Education (ECE & PPE)
2) Primary Education (PE)
3) Secondary Education (SE)
4) Teacher Education and Professional Development (TEPD)
5) Tertiary Education (TE)
6) Technical Vocational and Education and Training (TVET)

The thematic programmes focus on system level reforms deemed necessary to support the sub-sector programmes and implementation of the ETSSP set of policies and strategies.

7) Lifelong Learning (LLL)
8) Information and Communications Technology (ICT)
9) Curriculum Development
10) Human Resource Development (HRD)
11) Education Management and Information System reform (EMIS)

**f) Public Sector Reforms (PSR) –**

The EU support will contribute to the implementation of the NDPs 10 and 11, through improved public management and public service delivery systems, including all aspects of public finance management such as strengthened planning and budgeting set within a multi-year fiscal framework.

There is a strong link between the quality of the public sector, economic growth and poverty reduction. Even with the strong economic growth that Botswana has experienced which resulted in the expansion of the public sector, its management and capacity has not evolved. International indicators put Botswana's performance lower compared to those countries with similar GDP per capita in terms of the government effectiveness, the regulatory environment and competitiveness. The Public Sector Reform was chosen because of a strong link between the quality of the public sector, economic growth and poverty reduction. Botswana’s public sector effectiveness has either remained static or fallen over the past fifteen years.
“How the public sector machinery works determines the extent to which government is able to provide quality services; create productive infrastructure and other capital investments; stimulate private sector development and trade; manage and protect its natural resources; or produce the regulation and policies necessary for sustainable economic growth.” (11th EDF National Indicative Programme (2014 - 2020) for co-operation between the Republic of Botswana and the European Union).

The realization of Botswana’s economic and social aspirations hinges on improved public service delivery. It is hoped that this can be enhanced through public service management reforms supported by the EU.

**g) Regarding the Measures in favour of Civil Society Organization (CSO) –**

The support will be to assist civil society organization with the skills to foster and establish an effective working relationship with Government of Botswana (GoB). The purpose of this engagement will be for CSOs effective contribution through advocacy and for CSOs to play a meaningful watchdog role over GoB policy formulation and implementation. Building on the experiences of 9th and 10th EDF support to Non-State Actors, the 11th EDF programme will focus on continued strengthening of the credibility and competence needed for CSOs to: effectively engage the public sector in structured dialogue; monitor GoB performance on a range of subjects; raise public awareness on development and governance; and facilitate the establishment of sustainable and independent funding sources for CSOs.

### 6.6 ANALYSIS

The European Union has supported Botswana since pre independence. The bulk of the funding per each EDF has always gone to the sector on Education and/or the Human Resource Development (HRD). Out of a total of Euro108.8m for EDF 8 and 9, HRD got the highest at Euro57.6m. EDF 8 funding was for infrastructure, the building of three (3) technical colleges intended to facilitate the introduction of Botswana technical education programme to allow the colleges to host the newly introduced higher level courses.

#### I. THE EDUCATION SYSTEM

EDF 9 saw a switch from EDF 8 funding for infrastructure to sector budget support based on indicators that covered the whole education system with emphasis on primary and secondary education. Two main factors influenced this change which were;

The first challenge identified was with regards to technical colleges, the problem being the industry did not recognize the relevance of Technical & Vocational and Education Training
(TVET), with a perception in Botswana that the TVET pathway is ‘second best’ and therefore less prestigious. Instead, some of the funding went to support resources for the development of the National Credit Qualification Framework (NCQF) and the development of the HRD strategy with the view to increase acceptance and assure the relevance of technical education. This exercise also helped to uncover problems in the areas of access and equity, quality and sector management. All this was done with the sole purpose of increasing the employability of young people, and to use skills acquired at technical colleges to enable them to start their own companies to create employment.

The second change was as a result of Botswana not having fully addressed some major challenges/gaps identified in almost all of the country reviews, both internally and externally. Government was called upon to provide high quality education and health services in order to produce a healthy and educated workforce likely to drive future economic growth, with skills that match the demands in the job market; the need to put more effort in reducing prevailing inequalities as well as reducing poverty were identified in more than one country review. Inadequacies in the education system coupled with challenges in the health system and high inequality gap are seen to be the main contributors to the country’s inability to produce productive human resources needed to meet the challenges of the 21st century and to propel Botswana forward in its aspirations of achieving a high income status by 2036.

One would be justified to argue that some of the challenges with the education system could be attributed to the sector being administered by three different government ministries. The Ministry of Local Government and Rural Development (MLGRD) oversees Early Childhood, Pre-Primary and Primary. The ministry then mandates LAs to provide educational books and other related teaching aids, school feeding programmes and the provision, maintenance and upkeep of the school infrastructure. The Ministry of Basic Education (MoBE) on the other hand oversees the overall school management including teachers payroll, determination and development of school curriculum for the same cohort, being Early Childhood, Pre Primary and Primary.

The Ministry of Higher Education, Research, Science and Technology (MHERST) then oversees the overall management of the educational system for Junior and Senior Secondary and tertiary education, including technical colleges.

Another challenge has been the late introduction of Early Childhood and Pre Primary education at government schools, which reduced the numbers of years a pupil spends in school. This only came with the introduction of the ETSSP policy in 2015.
While Botswana’s economic model has delivered important results, the 2015/16 Multi-Topic Household Survey (MTHS) indicates that poverty and high levels of income inequality persist. As demonstrated from the MDG and SDG reports alluded to earlier on, poverty has come down to approximately 16%, but some 30% of the population still remain just above the poverty line making them vulnerable to a range of shocks. Citation from the Botswana Multi-Topic Household Survey Report 2015/16 – Statistics Botswana

“6.1.2 Poverty Incidence Percentage Shared by Sex and Age Group

The results of the BMTHS show that at national level there are more poor females than males. Within strata analysis shows that at national level poverty is more prevalent among female headed households compared to their male counterparts with 54.2% and 45.8% respectively. The higher prevalence of poverty among females was also recorded in the 2009/10 BCWIS at 55.2% compared to 44.8% males. Across strata data shows that the majority of the poor are in rural areas for both male at 52.4% and female with 51.5%. (Table 6.2T Page 65)”

“6.1.3 Poverty Incidence by Districts and Sub-Districts

The disaggregation of Poverty incidence by district and sub-district level shows that poverty is more prevalent in Kweneng West with 50.6%, Ngwaketse West with 40.3% and Kgalagadi South at 39.5%. The lowest poverty incidence was recorded at Sowa with 5.0% followed by North East with 7.2% (Figure 6.3, 2015/16 Poverty Incidence MAP and Table 6.3T Page 66).”

Another worrying trend is Botswana’s level of income inequality which remains one of the world’s highest with a Gini Coefficient of 0.52, according to a 2018 World Bank report on Botswana. This can also be traced back to Botswana’s economic model which has generated strong state-dependence and limited private sector job creation, explaining why unemployment remains high (approximately 18%) with youth unemployment posing a critical challenge.

While Botswana’s social sector expenditures have been generous, so far they have not yielded the impact one might expect. According to the World Bank report alluded to above, the World Bank scores Botswana’s Human Capital Index (HCI) at 0.42. The purpose of the HCI is to promote attention and action to improving the level and quality of government investments in child health, nutrition, and education given their strong links to labour
productivity and economic competitiveness. Botswana’s HCI score suggests that a Motswana child born today will only be 42% as productive when he/she grows up as he/she could have been if he/she had enjoyed complete education and health. Botswana’s education expenditure is among the highest in the world at around 9% of GDP, availing universal free primary education to all children. Sadly, this has not created a skilled workforce Botswana needs to be competitive. Unemployment remains high at around 18% and, with a Gini coefficient of 0.52, Botswana’s income inequality is one of the highest in the world (2018 World Bank report on Botswana).

Some of the global development frameworks alluded to above, especially the MDGs and SDGs, all put a lot of emphasis on inclusive economic growth that puts communities at the heart of determining their priorities, involving them from development planning to implementation, and to monitoring and evaluation. Some examples worthy of note are:

- The MDGs speak a lot about local champions and campaigners at local level which improved buy-in and adherence to MDG related programs by communities. A major challenge cited with the MDGs was of incidences where local actors and government authorities were unable to mobilize funds and effectively implement MDG related services. An example given here was of Decentralization given Local Authorities, in most countries, where they were given more MDG responsibilities with no matching resources to implement; and the evidenced from a 2016 study that was conducted in 116 countries on how much the MDGs influence their country’s priorities and policies. Policy makers in 48 countries noted a “high” influence whilst only 20 countries reported “low” influence. Those countries with “high” influence generally saw larger increases in spending and more progress to achieve health and education MDGs. Globally, MDGs drove people’s imagination in ways that drove progress.

- Whereas SDGs on the other hand are designed to maximize local ownership by asking each government to set its own national SDG targets, guided by global ambitions and national situations/circumstances. This presents an opportunity for leaders to come up with such SDG targets that they can embed in election platforms, political campaigns and national movements to help drive social change and progressive policies – empowering people to consider the SDGs national and global, not partisan objectives. “SDG information should be tailored to levels of local government where citizens are engaged in selecting and sanctioning leaders, enabling the emergence of legitimate local leaders and facilitating political consensus.”

- AU’s Agenda 2063 also places emphasize on a bottom up approach to development, engagement of communities in identifying their priorities, being involved from development planning, to programme implementation and monitoring and evaluation.
III. SERVICE DELIVERY

Botswana’s commitment to transforming the public sector is reflected by the resources devoted towards the sector, both financial and technical. The weak implementation challenge for Botswana, which impacts on the country’s economic growth and citizens access to basic services, has been acknowledged in both the EU’s EDF 11 and its NIP for the period 2014 to 2020 and the UNSDF 2017 to 2021. Both the EU and the UN are committed to supporting the country through its transformation process with the view to ensuring that services reach all Batswana.

The acceptance and embracing of the EU’s Agenda for Change adopted 13th October 2011 through the Neighbourhood, Development and International Cooperation (NDICI) into Botswana’s development and transformation agendas should assist with the country’s implementation and service delivery challenges that could be a contributor to poverty in a country with a GDP of US$18 690b (Nominal, 2019 est.). The main aim of the NDICI is to ensure development aid provides the maximum impact on poverty reduction and to significantly increase the impact and effectiveness of EU development policy, acknowledges the need to assist central governments in delivering services to the people. The NDICI suggests a multi-stakeholder partnership and acknowledges the key roles played by other stakeholders including civil society, the private sector as well as local authorities in any country’s development and the delivery of service to the people.

Through the NDICI, the EU goes on to emphasise the importance of Local Authorities in the delivery of services to the people, acknowledging that all development is local. This was further acknowledged in the European Commission’s Communication on Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes, adopted in May 2013. This communique identifies a wide range of proposals to implement the decentralisation agenda, including the promotion of local development through a Territorial Approach to Local Development (TALD).

An excerpt from the “Memorandum submitted by leading international/ regional associations of local authorities - (AIMF, CEMR/PLATFORMA, CLGF, UCLG, UCLG-AFRICA)“.

2020 is a transformational year for the EU and requires new ways of working.

If the Union wants to realize its ambitions, both at home and abroad, it should engage much more at the local level and develop a mutually beneficial political partnership with cities and local/regional governments (LRGs). As state actors with a general and democratic mandate to
promote the welfare of their population, sub-national authorities are the “natural allies” of the EU in tackling the core global challenges of our time, such as growing inequalities, the climate crisis, the regression of democracy and migration. For this partnership to yield the expected results, the EU should take bold steps in 2020 to integrate cities, LRGs and their associations in all relevant aspects of its External Action. This includes empowering them to effectively play their role in the 2030 transformative agenda.

The EU’s commitment to TALD is further supported in a paper titled “EU’s New Thinking on Decentralisation and Territorial Development” by Jorge Rodríguez Bilbao. The paper highlights many factors that contribute to the growing attention to territorial development, and those include (i) processes of rapid urbanisation across the globe; (ii) the high social and political costs associated with uneven development (e.g. raising inequalities, conflicts, etc.) as well as (iii) the limits of traditional, top-down and centralised approaches to development.

The United Nations too is committed through the UNDP, to supporting Botswana in its Transformation and Decentralization Agendas to improve service delivery and efficiency. This was confirmed by H.E. Ambassador Jacinta Barrins when addressing a Local Authorities conference organized by BALA held in Gaborone on the 10th March 2020. The Acting UN Resident Representative informed the conference that the UNDP was willing and ready to work with Local Authorities in planning for the upcoming transformational journey of ensuring efficiency by amongst others supporting the reviewing of Local Government systems to improve efficiency by introducing technology for e-procurement, e-governance to minimize corruption, Human Resource (HR) systems and use of ICT to revolutionize efficiency among others.

Botswana should capitalise on the support from the Development Partners and Bilateral Cooperation with the EU and step-up to implement policy frameworks and reforms expected to bring necessary changes that the county needs to embark on in order to realize the aspirations of Vision 2036 and the SDGs.

6.7 GAPS

To address these challenges, key development thinking should focus mostly on sectors likely to create the much needed youth employment and improving the quality of infrastructure, including in the rural areas (water, electricity and Information Technology), as well as accelerating reforms to the business environment and effective support for entrepreneurship. Improving on infrastructure for water, electricity and Information Technology at community level will not only help with job creation for the youth, but will also be availing the much needed basic services to the people, ensuring that no one is left behind. Botswana is already investing very heavily on essential basic services like education,
health, and social safety nets. All that remain in this case is to ensure that anticipated reforms address those challenges already identified within these service sectors.

Three highly noticeable gaps surface regarding identified socio economic challenges that Botswana faces:

As already alluded to in this report, while Botswana’s development framework model premised on a bottom up approach, unfortunately that only seems to be the case at planning stages where communities through their Local Authorities, starting at Village Development Committees (VDCs), decide on what they know to be their priorities, which they in turn would submit to Central Government for financing through a government subvention. Most times the budgeting systems and allocations frustrates these ambitions. Budget allocations from Central to Local Government do not always translate to what communities saw as their priorities and needs. The funding is always according to Central Government priorities translating inevitably though to some extend inadvertently into a ‘top down development approach’. This model also means that support from Development Partners (e.g. the UN) and Bilateral Cooperation (e.g. the EU) are always pegged to and aligned to what has been identified as priorities by Central Government. The EU is committed to supporting a “smarter, more strategic and more locally-responsive use of limited central state resources, thereby bringing a shift from sector-based top-down sector policies to policies that help localities, particularly smaller cities and their rural hinterland, to emerge as competitive nodes of the global economy and respond to opportunities offered by both domestic and global markets.” Quote from: “Understanding the added value of LRGs and theirNALAs in the development and cooperation agenda Of Africa countries by Jorge Rodriguez Bilbao 07 May 2020”

The current funding/financing model renders Local Authorities to be heavily reliant on central government funding with lesser autonomy to fund raise outside the model of Central Government funding allocations. Instead Local Authorities development initiatives remain at the discretion of central government, save for some trivial amounts received as revenue collections for rates, taxes and other small charges. Lessons learnt from the MDGs and emphasis from the SDGs and Agenda 2063 call for some level of transfer of powers to communities through Local Authorities to determine and address their needs and priorities at their geographic localities. They are encouraged to come up with revenue generation mechanisms and systems that use natural resources found in their geographic localities for their sustainable livelihoods, something that the current Botswana’s development and
budgeting models are found to be lacking on. This is also promoted and supported by the EU NDICI and the thinking around TALD.

The slow response in acting to remedy repeated identified challenges, despite good policies put in place to address such, is also a concern. This has been highlighted in some country review reports as alluded to above which articulates that Botswana has good policies but experiences challenges in implementing them. A challenge with Botswana’s education system, poor service delivery and the growing inequality gap are some of the challenges that have been identified for some time, as could be seen from the 2015 Botswana MDGs report quoted earlier. Despite affecting the country’s development progress and impacting adversely on the welfare of Batswana, policy adjustments to address these challenges have not been as responsive as one would have expected.

7. BOTSWANA ASSOCIATION OF LOCAL AUTHORITIES

Botswana Association of Local Authorities (BALA) came to being in 1984, the idea of forming a local government association having been mooted in 1983 after Honourable Councillor Chaa Dijeng of Central District Council who had gone for an international conference organised by Organisation of African Union (OAU), currently African Union (AU). It was at this conference that issues of local governance were discussed at length and that most countries were ahead in terms of organised local government. Upon his arrival, he sold the idea amongst his colleagues in CDC wherein it was adopted in a full council meeting. Thereafter other Local Authorities were lobbied to adopt the same idea and the association was registered with registrar of societies. The main thrust was that local authorities would have a united voice in terms of lobbying on issues that affect local authorities.

The association was established at a time when a number of tasks delegated to Councils saw a rapid growth. As a result of this increase there was greater need for information, exchange of experiences and an organisation that could represent the interests of its members.

At the very first meeting of Botswana Association of Local Authorities, Hon. Cllr. Chaa Dijeng was duly elected, becoming the first President of the Association. Over the years, the organisation operated more on voluntary basis without offices and personnel, the association relied on monthly membership subscriptions from honourable councillors. This monthly subscriptions were insufficient to run the day to day operations of the association.
The local authorities also contributed P1000.00 each towards the association revenue stream. It was this noble gesture that kept the association going over time.

It was until 1997 when the Association started to work in a more professional and systematic way after receiving funding from the European Union which enabled the Association to recruit a programme officer on a fulltime basis. The Gaborone City Council then volunteered to provide office space for the officer.

The organisation has overtime grown in leaps and bounds until it finally established a fully-fledged secretariat in 2008 manned by an Executive Secretary and programme staff. In 2012 the association became fully recognised by section (91) of the local government act no. 18 of 2012. The act further empowered the association to self-regulate and develop a Code of conduct for its members.

7.1 JUSTIFICATION AND PURPOSE

The idea and philosophy of organised local government is not unique to Botswana or BALA, it is an internationally acclaimed practice whose main purpose is to situate local development at the centre of every developmental discourse.

When local government entities or local authorities have one voice it becomes easier for them to address issues of common interest. Therefore the role of a local government association is to bring about a synergy and create a platform wherein local authorities can discuss and agree on issues of common interest. The overriding principle of organised local governance is mainly to promote local governance and strengthen democratic ideals at the local level.

7.2 SPECIFIC OBJECTIVES OF BALA

Complementing these broad overriding principles and purpose the association exists to;

- Provide advice and guidance to local authorities
- Provide capacity building to its members through training and information sharing
- Provide opportunities for discussing issues of common interest
- Formulate common policies on issues affecting local governance
- Build partnership, networks and coalitions with strategic organizations locally, regionally and internationally.
7.3 SWOT ANALYSIS
## BALA SWOT ANALYSIS

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<thead>
<tr>
<th>STRENGTHS</th>
<th>WEAKNESSES</th>
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<tbody>
<tr>
<td>• Political will and recognition</td>
<td>• Established by an Act of Parliament (though no constitutional provision)</td>
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<tr>
<td>• Formal/legal recognition by government through Local Government Act No.18 of 2012</td>
<td>• Dependency on single funding stream/Lack of diverse funding sources</td>
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<tr>
<td>• Constituent Members comprising of Councils</td>
<td>• Constrained human capital to drive BALA mandate</td>
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<td>• No competition for membership</td>
<td>• Frequency in the change of BALA Political Leadership</td>
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<td>• Annual government subvention</td>
<td>• Flaws and gaps in the constitution</td>
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<tr>
<td>• Established Structure</td>
<td>• Weak operational systems/structures</td>
</tr>
<tr>
<td>• Assets both movable and immovable</td>
<td>• Office space not provided for</td>
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<td></td>
<td>• Low uptake of ICT usage by BALA membership</td>
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<td></td>
<td>• Constrained appreciation of global frameworks (e.g. SDGs, AU Agenda2063 and climate change issues)</td>
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<tr>
<th>OPPORTUNITIES</th>
<th>THREATS</th>
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<tr>
<td>• Availability of land resources for development</td>
<td>• Migration/Human trafficking challenges</td>
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<tr>
<td>• Financial support through annual government subvention</td>
<td>• Emergence of political intolerance/culture</td>
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<tr>
<td>• Financial support from other partners/stakeholders</td>
<td>• Drastic reduction/ceasing of main funding source</td>
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<tr>
<td>• Facilitation of economic activities (TALD) for income generation</td>
<td>• Stalling of Decentralization agenda on the part of government</td>
</tr>
<tr>
<td>• Drive the Decentralization Agenda through advocacy and lobbying</td>
<td>• Emerging issues (climate change, disasters, epidemics, economic uncertainties etc.)</td>
</tr>
<tr>
<td>• Initiate empowerment programs for BALA membership</td>
<td></td>
</tr>
<tr>
<td>• Build congenial rapport between LAs and Central Government</td>
<td></td>
</tr>
<tr>
<td>• Collaborations with international and regional local government networks</td>
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CONCLUSIONS

In light of both the overall objective and the specific objectives of this assignment, with particular reference to Botswana, the study realizes that while the country has made great progress in terms of major development indices there are certain developmental challenges that still require attention. One issue that needs urgent attention is the existing legislative frameworks that seem to be at variance with the envisaged developmental agenda. The study has recognised that the establishment of LAs in Botswana is only provided for by an act of parliament (Local Government Act No 18 of 2012). Being essential public authorities it is desirable that LAs be founded by the supreme law of the land. With the current government having committed to a holistic constitutional review, there is need to consider the enactment of constitutional provisions necessary for the existence and functioning of LAs. The above process needs to be considered alongside the ongoing decentralization discourse led by government. The study notes and appreciates that there is political will at levels that matter most to undertake the necessary constitutional alignments for the existence of LAs and the widening of their mandates through the ongoing decentralization process.

With the Decentralization Policy still at a draft stage, it is essential that central government urgently considers expediting the finalization of the decentralization process. The challenge being that failure to adopt and operationalize the policy will impact negatively on the prospects of collaboration with the EU Delegation. Apart from the dimension of EU collaboration, the study has also identified that service delivery under the current centralised system is a cause for concern in terms of its cost, efficiency, quality and that it tends to leave some certain sections of the population out. In some circles it is also believed that the status quo is responsible for the increasing corruption in the public sector.

Further, the study also established the challenge posed by what appears to be a mismatch between what the education system produces vis a viz what the industry requires. It is surmised that this is one of the main factors inversely affecting the quality of services as highlighted above. In view of the fact that Botswana through her national Vision 2036 seeks to adopt a transformational agenda that will help the country to transition from the current upper middle income status to a desired high income economy, the contention of this study is that education will need to play a pivotal role in this process. The national educational processes need to undergo a paradigm shift as espoused by the Education and Training Sector Strategic Plan (ETSSP) approach, to an outcome based one which is under-girded by creativity, innovation and pragmatism. With particular reference to LAs, there is need to give attention to the professionalisation of the local government cadre such that people serving this tier of government have the requisite skills-set to effectively implement the envisaged transformational agenda.
While there are several approaches to development, this study has identified the Territorial Approach to Local Development (TALD) as an approach that holds the potential to unlock the hitherto unexplored opportunities and potentials of localities. This approach puts LAs at a vintage point of exploiting resources in lieu of the comparative advantages at their disposal, and in that process enhancing local potential as well as contributing to the national fiscas. It is again the contention of this study that public authorities at the central and local levels should together seriously consider adopting this approach in their bid to meaningfully engage in the upcoming EU cooperation programming.

The study acknowledges existing congenial rapport, recognition and support that BALA enjoys from the GoB. Similarly, it is noteworthy that the EU Delegation also identifies national associations of local authorities as key role players in the upcoming programming process. With specific reference to BALA, the study has identified its strengths, weaknesses, opportunities and threats.

While some notable strengths of the association are that it is well established and has a stable membership comprising of all the local authorities in the country, from the SWOT analysis it was however established that BALA has serious capacity constraints. The SWOT further established that the association will require serious enhancement in its human, finance, technical and operational capacities in order to effectively play its advocacy and coordination roles in the national development processes.