



**Involving Local Authorities
In the programming process
of EU Cooperation in Botswana**

**LOCAL AUTHORITIES
ROADMAP
FOR THE 2021-2027 CYCLE
OF EU COOPERATION**



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Foreword by the President of BALA

It has been a great privilege for our National Association and its membership to be considered as a credible state actor that will participate alongside the central government in the upcoming European Union cooperation programming cycle for the period 2021 to 2027. The UCLG-AFRICA headquarters has played a critical role in providing financial and technical support to ensure that the National Association and its members are properly positioned to participate in this process. This was done among other things by providing consultancy services for the National Association and their members at the expense of the UCLG-AFRICA to ensure that they clearly understand the national development dynamics. In this regard the Consultancy developed a compendium of literature, an analytical report and this roadmap on the state decentralization in the country as well as the National development discourse in general.

The above cited documents have identified progress that the country has made in the process of effectively and efficiently delivering services to its citizens with the view to improving their livelihoods as well as identifying inherent gaps. The process of decentralization has been identified as an indispensable vehicle in ensuring that essential developmental services are delivered timeously, are of good quality and are within budget. It is our fervent view as local governments that the only way Botswana can meaningfully participate in this cooperation with the chances of success is by ensuring the engagement of local authorities in their own rights in the development process. Such participation must be properly anchored and supported in terms of finance, human resources and technical capacity.

It is noteworthy to underpin the fact that it is our conviction as local authorities that our participation in the envisaged cooperation will assist in a number of ways to unlock the economic potential of the various localities that we serve and represent. Such potential will result in the creation of new job opportunities, economic growth and will even generate new and hitherto unimaginable sources of revenue for the national fiscus .

It is our hope that this roadmap will serve as a prior agreed national negotiating tool in the upcoming cooperation dialogue between the government of Botswana (central/local) and the EU delegation . The roadmap highlights among others the main conclusions of the compendium, main findings of the Analytical report, the context of decentralization in the country, territorial approach to development, the value addition in the EU 2021 to 2027 programming cycle and the action expected from national decision makers and EU delegation to enhance the participation of local authorities in development and cooperation policy, the roadmap also discusses possible financing, human, technical and operational capacitation that will be needed to ensure meaningful and impactful participation of local authorities and their national Associations in this cooperation.

We remain eternally grateful to UCLG-AFRICA for the support we have received in the build-up to the upcoming EU cooperation programming process without which our participation would have been found wanting, for this unique opportunity which is the first of its kind .

Humbly submitted,

Hon Jeffrey Sibisibi
President - BALA

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EXECUTIVE SUMMARY

This roadmap explores ways in which the Local Authorities (LAs) of the Republic of Botswana can be involved in the European Union (EU) programming process of the period of 2021 to 2027 with the best chances of success. In the upcoming programming process, Local Authorities are for the very first time considered as public actors alongside central governments which have hitherto been the only public actors associated with the definition of priorities for EU cooperation. In order for the Regional Governments, Local Authorities and their National Local Government Association to participate meaningfully in this process, the UCLG-AFRICA felt that these institutions need to be capacitated to interact with national governments and the country EU Delegation, with a better understanding of the national development dynamics and the EU Delegation in a given country.

The roadmap has been preceded by two important documents which inform and shape its content. The first was the Compendium which among others provided documentary evidence on the state of decentralization in the country as well as to assess the country's readiness to participate in the upcoming EU programming process. The second was the analytical report which gives a detailed account of the legislative frameworks that are in place in a given country with respect to the decentralization processes and functions by the various levels of government. The analytical report also does a SWOT analysis of the national association, and in this case, the Botswana Association of Local Authorities (BALA). The SWOT analysis identifies the strengths, weaknesses, opportunities and threats facing the National Association. This undertaking seeks to assess the readiness of the NALA to assume its oversight role in the planning and implementation of the EU cooperation.

This roadmap is divided into three main parts. Part 1 assesses the current levels of LAs involvement in the development and cooperation policy. In order to advocate for meaningful improvements of the aforesaid, it is essential to have a full understanding of the current levels and nature of the involvement of LAs in a given country as it pertains on the ground. It is hoped that this will assist a great deal in identifying areas where improvement is needed. In this regard the part 1 of the roadmap will be prominently informed by the analysis report mentioned above.

Part 2 of the roadmap assesses what national governments and the country based EU Delegations can do to create an enabling environment to enhance the participation of NALAs in the definition and implementation of the national development and cooperation policy in the country. **The central aim of this section is to explore the added advantages that the participation of LAs can bring into the efficiency and impact of the upcoming cooperation in the country.** This will be done on the part of LAs at the same time being mindful of the EU priorities for the given country, and with the view to identifying appropriate mechanisms to access funding to improve their service delivery.

Part 3 explores what LAs on their part can do to enhance the participation of NALAs in national development and cooperation policy. These will among others involve addressing structural issues as well as and planning advocacy activities.

PART1

1.1 Main Conclusions resulting from the Compendium

- 1.1.1 The compendium has identified core official reference documents on the National Development Processes and the roles played by Local Authorities and the National Association (BALA) as well as their mandates and status.
- 1.1.2 It also listed other essential reading materials of Botswana's development trajectory since independence.
- 1.1.3 The compendium also captures Botswana government's organogram which outlines the intergovernmental relationships and mandates.
- 1.1.4 The compendium outlines both the constitutional and administrative provisions regulating the existence and functions of LAs.
- 1.1.5 It identifying inherent gaps within governance and policy frameworks.

1.2 Main Findings from the Analytical Report are:

- 1.1.6 In its current status, the existing legal framework seem to be wanting as a tool in facilitating meaningful collaboration of national public actors for development

purposes, and as such need to be aligned in order to achieve desired outcomes. Botswana is however privileged in that the United Nations Development Programme (UNDP) Country Office pledges support to Local Authorities in planning for the upcoming transformational journey of ensuring efficiency. UNDP in this regard commits to support the review of Local Government systems to improve efficiency by introducing technology for e-governance and use of ICT systems to revolutionize efficiency.

- 1.1.7 With respect to the role of LAs in the territorialisation of national policies and global agendas, the UNDP Country Office further offers support to ensure alignment of the National Development Plans (NDP) with Vision 2036 and the Sustainable Development Goals implementation and monitoring. UNDP has been working with the Botswana Government on SDGs planning guidelines with a view to have them rolled out to all District Councils for a structured approach in addressing: relevance to SDGs targets, collecting baseline data, setting annual targets and M & E framework.
- 1.1.8 The Botswana government UNDP collaboration has prioritized five sectors of Botswana's economy (Education; Investment Trade & Industry; Health & Wellness; Agriculture & Food Security and Finance & Economic Development) for territorialisation and challenged LAs to reprioritize their plans to align to this planning guideline. This approach piloted in Botswana envisaged to be rolled out to other countries has potential for economic growth and employment creation.
- 1.1.9 There is an ongoing national discourse on the process of decentralization led by the national government. That as it may, the policy is still at a draft stage such that the report strongly recommends that the adoption and roll out of the policy be expedited. to facilitate partnership for the envisaged EU cooperation.
- 1.1.10 With respect to service delivery, the report establishes that within the existing arrangements this process has become expensive, compromises quality, inefficiency, and that it is not inclusive such that it is not sustainable.
- 1.1.11 Both LAs and their national association will require targeted capacitation in the areas of human capital, financial technical and operational spheres for effective participation and engagement.
- 1.1.12 Botswana's national Vision 2036 reflects national aspirations of transitioning from upper middle income status to higher income economy, and in doing so without

leaving anyone behind. As such, the upcoming EU cooperation and all other development efforts must be designed in such a way that they promote growth, job creation and reduce inequalities.

- 1.1.13 The report shows that in order for the country to realize the above ambitious agenda, core public policies should be territorialized so as to integrate the divergent realities found in the different localities in the country.
- 1.1.14 Localization of the SDGs is also identified as an essential part of this overall transformational agenda and particularly the participation of local and regional governments as partners alongside central government. The envisaged EU cooperation process presents an opportune space for the mainstreaming of the participation of LAs and the National Association.
- 1.1.15 It further advocates for the consideration of the Territorial Approach to Local Development where LAs are major role players in the hope that such engagement has the capacity to unlock additional territorial based potential for the betterment of livelihoods and contribution to the national fiscas. Equally, the participation of LAs at this level of cooperation is envisaged to compliment government efforts and is mutually beneficial.
- 1.1.16 That a good rapport and recognition exist between GoB and national association.
- 1.1.17 The report also establishes that EU desires the participation of LAs and NALAs as public actors as a prerequisite for support in the 2021 to 2027 programming cycle.
- 1.1.18 With specific reference to BALA, the study has identified the organization's strengths, weaknesses, opportunities and threats.
- 1.1.19 The report observes that while BALA has notable strengths and opportunities, the EU support presents a unique opportunity for strengthening operational capacities of the association for effective participation in the development space.
- 1.1.20 The report also establishes that the fragile climate conditions facing Botswana leading to rising temperatures and unreliable rainfall patterns impact negatively on the agricultural sector (food security), development planning and implementation strategies such that climate smart practices are an urgent imperative. Such action is envisaged to address the aspirations SDG dealing hunger, clean water and sanitation, responsible consumption and production as well as climate action.

1.1.21 Given that the challenge of migration is one of the pressing issues facing development and human settlements today, the report urges both LAs and NALAs to familiarise themselves with the Charter of Local and Sub-national Governments of Africa on Migration with a view to ratification, localization and operationalization within their jurisdictions.

1.3 LAs Value Addition in the EU 2021 to 2027 programming Cycle

1.3.1 Climate Agenda

1.3.1.1 Priority action areas for local governments:

- I. Enhanced involvement in the protection of Botswana's delicate biodiversity
- II. Improved protection of heritage sites and species
- III. Harnessing of renewable energy sources
- IV. Promotion of the RRR (Reduce, Reuse and Recycle) with respect to waste management
- V. De-silting and rehabilitation of natural drainage systems
- VI. Coordinated and controlled exploitation of natural resources
- VII. Education and promotion of rain water channelling and harvesting
- VIII. Planning for construction and maintenance of drainage systems
- IX. Formulation and implementation of bye-laws on local environmental protection
- X. Climate smart environmental awareness campaigns
- XI. Capacity building of civic leaders and gate-keepers on climate change and disaster risk management.
- XII. Promotion of climate sensitive methods production, and consumption patterns

1.3.2 Sustainable Development

1.3.2.1 Priority Action areas for local governments (LAs).

- I. Territorialisation of education; investment trade & industry; health & wellness; agriculture & food security and local economic development.
- II. Promote uptake of Self Help and other Housing Programme for habitable housing
- III. L Promote expanded uptake of entrepreneurship and citizen empowerment programmes

- IV. Explore resource endowment and initiate industry and infrastructure development by LAs
- V. Position LAs for development corporation partnerships at all levels

1.3.2.2 Contribution to Local Economic Development

Botswana government in collaboration with the Botswana Association of Local Authorities (BALA) supported by CLGF and UNDP have developed a National Economic Development Framework and Action Plan 2017, to anchor and domesticate the intentions of Agenda 2030 for sustainable development. LED is recognized as a locally driven development approach which seeks to drive inclusive and sustainable national economic growth and diversification, create jobs and incomes, and promote broad-based opportunities for sustainable livelihoods.

The EU programming cycle presents opportunities for:

- I. Coordinated LED planning and implementation
- II. Evaluation of impact and effectiveness of LED processes
- III. Build capacities for achievement of development outcomes
- IV. Empowering people to be 'global citizens' who engage and assume active roles, both locally and globally, to face and to resolve global challenges and ultimately to become proactive contributors to creating a more just, peaceful, tolerant, Inclusive, secure and sustainable world

1.3.3 Economic Recovery and Transformation Plan (ERTP)

- Botswana government and LAs have identified projects for implementation under the **Economic Recovery and Transformation Plan (ERTP)**. The aim is to restore economic activity, incomes and economic growth. This will present opportunities for LAs to identify priority projects that will ensure that ERTP benefits reach the citizenry, especially the vulnerable, across the country and in particular the most remote communities.

- LAs to develop social upliftment programmes aimed at eradicating poverty and providing social protection to the most vulnerable.
- Harmonisation and consolidation of social protection programmes within the public sector.
 - Facilitate coherence between social protection instruments (safety nets) and institutional arrangements for their implementation.
 - Support basic business processes to improved beneficiary selection mechanisms.
 - To establishment a single social register,
 - Strengthening data management systems
 - Ensure monitoring and evaluation for continuous improvement.

Integrate similar programmes, particularly social assistance transfers and exploit synergies between relevant programmes across Government to improve on efficiency and effectiveness.

1.4 Empowering The Local Government Association for the implementation of this Roadmap

The Swot analysis in Analytical has unearthed capacity gaps in terms of human, and financial resources of the Association to effectively execute their mandate.

The EU support will assist in ensuring capacity building programmes for the staff of the Secretariat and the political leadership,

The Association needs to be urgently repositioned as a body charged with implementation as well as monitoring and evaluation of decentralization for development processes,

1.4.1 Main Ideas Deriving form from the First Consultation with National Government and EU Delegation on the Analytical Report (if any)

To be included after the National Seminar

1.5 Conclusion:

Conditions to Fulfil for an enhanced Involvement of LAs in Development and cooperation policy in the Republic of Botswana (opportunities to build on and threats to address).

- Adoption and operationalization of the Decentralisation Policy to widen the governance mandate of LAs.
- Enshrinement of LAs in the constitution so as to ensure legalization of their existence.
- Adopt TALD as a strategy for unlocking the potential of localities to generating additional wealth and income
- Recognition of LAs as public actors in development alongside central government.
- Enhancing the LAs and NALAs technical, financial, human and operational capacities.
- Adopting LED as a catalytic tool for local development to bridge inequalities and unlock local potential for wealth creation and employment opportunities.
- Create an enabling environment to allow for innovation and creativity with respect to the role of LAs in development planning, cooperation and implementation processes.

PART 2

- Enhancing LAs Participation in Development and cooperation policy: Actions Expected from decision makers at national and EU delegation levels.

2.0 Recognizing LAs and LGA as public/state actors:

- Government to demonstrate political will for collaborative engagements between LAs and other stakeholders for meaningful dialogue and partnerships.
- Exploit government's wealth of experience in bilateral collaborations as vintage to guide the negotiation and implementation.
- Ensuring that national interests take precedence over any other considerations in the dialogue and implementation of the upcoming unique collaboration opportunity
- EU Delegation to ensure that LAs and LGA are an integral part of the EU Botswana collaboration.
- EU sensitivity to the fact that LAs are new to this process and should therefore facilitate their meaningful participation in the partnership.
- Need for EU to provide strategic guidance for central and local governments to engage each other and come up with a prior agreed national roadmap as a negotiating tool for their dialogue with the EU Delegation for the 2021 to 2027 programming cycle.

2.1 Implementing LAs and LGA Involvement mechanisms: **Information**, consultation, dialogue and partnership measures.

2.1.1 Mechanisms – Legislative, policy and administrative

2.1.2 Information - Ensure that LAs and LGA have all key documents required for the various stages of the collaboration

2.1.3 Consultations – Be done in good faith to reflect mutual trust between the parties

2.1.4 Dialogues – open, honest, all inclusive within realistic and agreed timelines.

2.2 Funding: (Referred to the National Seminar)

2.2.1 Fiscal decentralization as a way to support the territorialisation of national development policies and global agendas.

2.2.2 Budget support mechanisms as a way to localise sector cooperation programs.

2.2.3 Projects based support to local development initiatives

2.3 Conclusion

Building appropriate institutional frameworks and developing appropriate financial mechanisms and tools in engaging LAs of the Republic of Botswana in policy and decision making processes pertaining to national development and cooperation policy. (Referred to the National Seminar)

- Key ingredients to mobilize
- Key steps to take

PART 3

3.0 Enhancing LAs meaningful involvement in development and cooperation:

Actions expected from Local Authorities (LAs) and the National Association of Local Authorities (NALA)

3.0.1 Organizing a meaningful and competent voice of LAs:

- I. To ensure the convening of the National Consultative Seminar.
- II. Developing LAs and LGA priorities for the cooperation programme and organising and planning advocacy and lobbying activities around those priorities.
- III. Political and institutional role of the association of local authorities in Botswana:
 - a. Drive a decentralization for development agenda
 - b. Provide oversight for the implementation of the cooperation
 - c. Provide linkage between the various stakeholders in the EU cooperation process
 - d. Drive a mind-set change agenda.

3.0.2 Capacity Building

LGA requires advocacy and organizational capacities as well as professional capacities and skills in the following fields:

3.0.2.1 Leadership capacity

- Explore possibilities of establishing a Local Government Institute for purposes of leadership development.
- Benchmark regionally and globally on local government leadership models and leadership capacity building strategies.
- Explore ICT based leadership training opportunities (online training).

- Initiate capacitation in the use of ICT systems.
- Develop relationship building skills among stakeholders.

3.0.2.2 Management capacity –

- Ensure the LGA have requisite management capacity and tools of the trade.

3.1 Transparent guidelines that conform to internationally agreed operational standards

- recruitment processes,
- Administrative Processes
- Governance procedures
- assets procurement processes
- Assets disposal procedures

3.2 Political Vision and Mission for Transparency Public Accountability.

Formulation and propagation of an authentic political vision and mission based on some of the following attributes:

- knowledge informed by expertise
- Extensive engagement and cooperation with membership and stakeholders (national policy makers, CSOs, private sector, development partners, etc.)
- Development of a strong reputation as a reliable and knowledgeable public sector partner.

3.2.1 Management capacity (Refer to the National Seminar)

3.2.2 Support to the LGA governing structures:

- enhancing capacities of LGAs elected officials
- support and develop capacities of LGA frameworks
- developing LGA standards of operation (Defer for discussion with NALAs leadership)

3.2.3 Technical capacity

- Training of LGAs staff on policy and political frameworks.
 - To familiarise with national and local level policy cycles in order to position LGAs for effective and impactful lobby and advocacy activities.
- Strategic partnerships:
 - Stakeholder mapping and ranking
 - know which stakeholders may support (allies) motivate, inspire and stimulate potential allies to support specific advocacy activities (Defer for discussion with NALAs leadership)

3.3 Setting LAs and LGA Objectives.

To obtain results, LAs and LGA need to articulate the outcomes they desire.

Objectives are the specific measurable results of an initiative. Objectives specify how much of what will be accomplished by when.

Objectives of LAs and their LGA shall be SMART+C

- **Specific:** they tell how much of what by when
- **Measurable:** information shall as much as possible be based on data that can be collated, detected or obtained from records.
- **Achievable:** they are possible to achieve AND it's feasible for LAs and LGAs to reach them.
- **Relevant:** there is a clear connection of how they fit with the overall vision and mission of LAs and LGAs.
- **Timed:** timing by which the vision and mission of the LAs and NALAs will be achieved is clear in the objective itself and the overall timeline.
- **Challenging:** they should stretch/bring the best out of LGA in responding to set goals and objectives. Properly setting the objectives of LAs and LGA will be determined by adequately answering the following questions:
 - I. What challenges should be addressed?

- II. What are the areas to target and what are the agents to mobilize to drive the desired change?
- III. What are the potential strategies that align with agreed vision, mission and goals?
- IV. What resources and assets exist that can be used to achieve the vision and mission?
- V. What are the potential obstacles that could negatively affect delivery?

How to build consensus about which strategy/ strategies to focus on for action planning? (Defer for discussion with LGAs leadership)

3.4 Defining LGA Plan of Action

3.4.1 Content of the LGAs plan of action:

- What actions to undertake for change to occur?
- Who will carry them out?
- By when (for how long)?
- What resources are needed?
- How to communicate the Plan of Action (who should know what)?

3.4.2 LGA Plan of Action steps:

- What specific activities and tasks need to be implemented to reach the defined objectives?
- Who will carry out these activities and tasks?
- When will these activities take place and for how long?
- What human and financial resources are needed to carry out the proposed activities?

3.4.3 Defining Risk Mitigation Mechanisms

- What baseline information is needed to monitor progress?

- What follow through mechanisms are put in place to ensure effective implementation (remember the 80-20 rule: successful efforts are 80 are 80% follow through on planned actions and 20% planning for success)
- Which methods and tools will be required to keep track of the action? (Defer for discussion with LGAs leadership)

3.5 Conclusion

Remember and keep track of:

- The vision, mission and objectives pursued within the framework of the Action Plan.
- The areas of intervention selected for the Action Plan.
- The proposed intervention logic.
- Priority actions and their inclusion in the timetable.
- Estimated budget for the actions in the Action Plan. (Awaiting National Seminar)