

Botswana

This report was published on 6 August 2021

National Report on the Implementation of the New Urban Agenda

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Executive Summary

The report was compiled by a team comprising of officials from the Ministry of Infrastructure and Housing Development, Ministry of Land Management, Water and Sanitation Services, Statistics Botswana, Gaborone City Council and City of Francistown Council. It draws from stakeholder submissions on the implementation of respective laws, policies, programmes, strategies and initiatives towards implementation of the New Urban Agenda. It details achievements, challenges and strategies on broad dimensions of the NUA, which include transformative commitments on social inclusion, and ending poverty, sustainable and inclusive urban prosperity, environmental sustainability and resilient urban development, implementation structures and framework as well as and mechanisms for continuous monitoring, follow up and review.

Stakeholders and Partnerships

The Ministry of Infrastructure and Housing Development coordinates the implementation if the New Urban Agenda (NUA) in partnership with Ministry of Land Management, Water and Sanitation Services, Ministry of Local Government and Rural Development. Stakeholders were consulted both prior to compilation of the report for submission of data and statistics on their respective areas, and also after the draft was produced for validation of the content and context. Those consulted include all Government Ministries, Statistics Botswana, Bank of Botswana, Bankers Association of Botswana, Pula Institute of Town Planners, Botswana Council of Non-Governmental Organisations, Business Botswana and Botswana Association of Local Authorities.

Covid-19 Response

It would be remiss of this report not to make mention of Botswana's response to COVID-19 pandemic. The strategies put in place to manage the pandemic include lockdowns, travel restrictions, compulsory masking in public spaces limiting number of people at family, organisations and public gatherings, imposition of heavy fines for non-compliance. Naturally, these measures resulted in both social and economic hardships on the entire nation across the country. The Government was compelled to come up with economic support in the form of financial and material grants to the hard hit businesses and households. A COVID-19 Relief Fund was established to help companies to pay portions of their employees' salaries, households were given food hampers, SMMEs and informal sector were offered interest free loans to revamp their operations. To further consolidate intervention measures, His Excellency the President came up with a five point reset agenda which emphasises commitment to protect the nation against COVID19. The response to COVID-19 has mainly focused on economic recovery and health measures. The health measures include provision of facilities for nursing the hard hit and most importantly, vaccinating the entire eligible nation. The target is to have vaccinated all eligible people by 2022.

Sustainable Development Goals



Goal 11 - Make cities and human settlements inclusive, safe, resilient and sustainable

Part 1: Transformative Commitments for Sustainable Urban Development

1: Transformative Commitments for Sustainable Urban Development

1.1. Sustainable Urban Development for Social Inclusion and Ending Poverty

1.1.1. Social Inclusion and Ending Poverty

• Eradicate poverty in all its forms

Proportion of population below the international poverty line

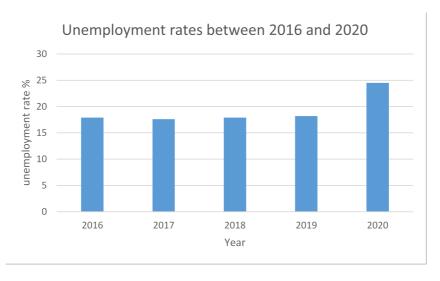
LEVEL OF ACHIEVEMENT (%)						
BY SEX						
	National (%)	Men (%)	Women (%)			
National	16.3	45	55			
Cities	9.4	46	54			
Urban Villages	13.4	42	58			
Rural Area	24.2	46	54			
BY AGE	(%)					
0 -9	21					
10-35	16.4					
35-64	12.2					
65+	15.8					

Image: Table 1.1.1.1: Proportion of population below the international poverty line

The New Urban Agenda seeks to ensure social cohesion and inclusive design of space and eradication of extreme poverty in urban and human settlements, which manifests in the form of slums, inadequate housing, lack of basic services and amenities and food insecurity. The eradication of poverty promotes equally shared opportunities and benefits that urbanization can offer, housing that is safe, affordable and accessible for members of different income groups of society, as well as equitable and affordable access to basic services and social amenities. Poverty Assessment in Botswana was last carried out in 2015/16 and there is no current information on poverty levels. At national level, 16.3% of the population lives below the poverty line of \$1.90 with 45% of these being men while women are the most affected at 55%. The data indicates that poverty is largely concentrated in rural areas affecting 24.2% of the rural populace and relatively high in urban villages affecting 13.4 % of the urbanites while it is relatively lower at 9.45 for city dwellers. This can be attributed to more economic opportunities existent in cities and urban areas as compared to rural areas where most people depend on one economic sector for sustenance. The share of children aged 0-9 among the poor is the highest at 21% followed by the 10-35 cohort at 16.4%. Elderly persons 65+ are a little below the national average at 15.8% while the 35-64 cohort are at the lowest of all the age groups at 12.2%. In an effort to reduce poverty and its undesirous effects, government has over time developed a mature social protection system fully funded by government, which allocates a substantial amount for social assistance and labour intensive programmes. A National Social Protection Framework (NSPF) approved in 2018 serves as an overarching policy document guiding the transition from a fragmented approach to a systems approach to social protection. Strategies that have been developed and implemented to reduce poverty and promote economic empowerment for women, youth and the marginalised communities include the following: • The poverty eradication programme with over 80% of beneficiaries being women and yielding the desired results as women's socio-economic status has significantly improved; • Adoption and implementation of affirmative action through provision of both financial and technical support for empowerment of women and youth; • Disbursement of grants to women's groups to enable them to start income generating projects; • Joint Government and private sector support to women and youth to access markets through the National Women's Expositions, the Youth Expositions as well as the Poverty

Eradication Fairs, Consumer Fairs and the Global Exposition; • Provision of an enabling environment for development of women entrepreneurship through Citizen Empowerment Policy and Government Directives on procurement from women's businesses. • Integrated Poverty Alleviation and Housing Scheme The recent Botswana Multi-Topic Survey: Labour Force Module Report indicates that the unemployment rate has gone up to 24.5% with youth unemployment (32.4%) posing a critical challenge. According to Ministry of Finance and Development Planning, 2013 Botswana faces a challenge of over-reliance on the mining sector, especially diamonds, for revenues to support development projects and poverty alleviation programmes. The national economy's over reliance on the non-renewable minerals, coupled with their susceptibility to the volatile external markets, constrains the government's ability and certainty to sustainably support growth and poverty reduction projects into the future. According to UNICEF, the Government's approach to funding social protection of vulnerable populations is commendable and needs to be continued and considered as investment in the well-being of the population, beginning from early childhood. There is also available evidence suggesting that existing interventions are highly effective to reducing both poverty and inequality. UNICEF, emphasizes that the NSPF should play an essential role in identifying and addressing the current exclusion and inclusion errors, as well as to provide a more comprehensive safety net to vulnerable children and their families.

• Address inequality in urban areas by promoting equally shared opportunities and benefits



Source: Statistics Botswana, 2020

Image: Figure 1.1.1.2: Unemployment rates between 2016 and 2020

In spite of efforts to promote shared prosperity through growing economies and uplifting citizens from poverty, increasing inequality has been observed. Even though sustained high growth was registered over the past five decades, household poverty (9% as of 2017/18) and inequality (Gini-coefficient 0.67%) remain high. According to the World Bank, Botswana is the fifth highest in rank in terms of inequality levels. Botswana's unemployment rate as of 2020 was 24.5% (Continuous Multi Topic Household Survey, Q4, 2020) of which 30.7% accounts for unemployed people living with disability. Evidence on employment trends indicates that national unemployment rates are higher for women than men. Statistics show that 25.8% of women compared to 23.3% of men are unemployed, of which 13.3 % are in urban areas. It further indicates that males account for 49.3% of the labour force while females accounts for 50.7%. There has been an increase of 6.9% on unemployment rate since 2016 where it was recorded at 17.6%. This could be attributed to the outbreak of Covid-19 pandemic which affected most employment opportunities. Hard hit were people who rely on the informal sector, a predominant employment source, particularly for women who account for 67% of the informal sector. The high unemployment rate has also contributed to high income gaps in Botswana. The levels of economic inequality experienced are attributed mainly to high levels of income and expenditure disparities mostly experienced in cities and towns as depicted by the high Gini coefficient of 0.67 in 2016. The 11th National Development Plan (NDP 11) sets out measures to spread the benefits of development as broadly as possible to the population. For the last part of the national development plan, focus will be on economic transformation promoting a knowledge based economy that will facilitate a competitive export led economy. Inclusive economic growth and competitiveness in tourism, agriculture, creative arts, infrastructure, manufacturing, mining and financial services sectors will be promoted to diversify the economy and broaden the employment base. In addition, Government is in the process of developing a National Employment Policy mooted last year to deal with unemployment, which is expected to be finalised in the first half of 2021. This policy initiative seeks to bridge the income disparities that exist amongst Batswana. In addition, a number of strategies and initiatives to reduce unemployment rate and empower vulnerable groups and the youth are being implemented. These include: • Affirmative action through provision of both financial and technical support for women's empowerment; The Citizen Entrepreneurship Development Agency (CEDA) continues to strengthen women micro credit entrepreneurship initiatives to serve micro-entrepreneurs previously excluded by financial institutions due to their informal structure, as well as the strict requirements and complex application processes. Statistics availed in January 2021 indicate that since the implementation of this product in 2016, CEDA funded 3,620 individuals out of which 3,113 (86%) are women. The investment is valued at P35.6 million creating 1,608 new businesses and sustaining 2,412 jobs (Ministry of Trade and Industry, 2021). • Funding of various business ventures in agricultural, commercial, industrial, real estate by the National Development Bank • The disbursement of grants to women's groups to enable them to start income generating projects through different programmes, which are viewed as a more practical solution to poverty reduction, with the potential for addressing longer-term economic needs. These include the Poverty Eradication Programme, women empowerment programmes, Needy Student Programme, Skills Development Programme, Integrated Support Programme for Arable Agriculture Development (ISPAAD), Ipelegeng programme, Livestock Management and Infrastructure Development (LIMID) Programme, youth grants and Remote Area Development programme. Although some of these programmes assist both genders, they tend to attract more women than men. It has however been observed that lack of capacity and business experience constrain optimal benefit from these programmes. • Review of the 1991 National Agriculture Strategy to include gender issues and facilitate mainstreaming of gender issues in the sector; • Improved social welfare programmes and a more effective social safety net that targets the most-needy citizens and operates efficiently; • Ensuring well-being in rural areas, through growth of economically viable agricultural activities, and providing infrastructure on a cost-effective basis to facilitate non-agricultural livelihoods. (Ministry of Finance and Economic Development, 2020) To mitigate the COVID 19 effect, access to funding for the establishment and expansion of business has been provided through adoption of facilitative CEDA funding guidelines. This is expected to cushion both women and men from the aftermath of the COVID 19 pandemic with loans of up to \$500 000 without the need for collateral. In addition, a product called Letlhabile was created solely to respond to the informal sector by providing loans to businesses that were affected by the pandemic. This initiative has benefitted a total of 4,994 female led businesses to the value of P22.2 million and helped sustain 5,494 jobs in the process. CEDA has since April 2014 to end of January 2021 assisted 9,065 female led businesses to the tune of P1.326 billion. This has created employment for 16,160 people.

• Enhance social inclusion of vulnerable groups (women, youth, older persons and persons with disabilities and migrants)

Botswana has constitutional laws that prohibit all forms of discrimination. Social inclusion and equality is at the core of the development agenda as espoused in the Vision 2036 pillar of Human and Social Development. This pillar advocates for equal access to basic services and socio economic opportunities by marginalised and vulnerable groups. As a result, social inclusion is generally mainstreamed into sectoral policies and legislation. The National Policy on Gender and Development (2015) is aligned to the SDGs and prioritises economic development, prosperity and poverty eradication. The policy provides for access to productive resources, as well as protection of wealth acquired though inheritance. It prioritises access to social protection and social services, including safe housing and consideration for addressing issues of energy and climate change for a sustainable environment. One of the guiding principles of the policy is that of affirmative action in line with sector mandates. The Revised National Policy on Agricultural Development (NPAD) of 2014 has fully integrated gender and women's empowerment to address women's needs in areas such as food security and access to productive resources. The country has demonstrable commitment towards reducing gender inequalities and improving the status of women through the development of policy and enactment of laws to ascertain and protect women's rights to property. According to the Land Policy and the Deeds Registry Act, all married or single women have equal right to their male counterparts to acquire and have property rights – i.e. residential, commercial, industrial, agricultural land, registered in their names, and to have mutual spousal consent to disposal of such property. 47.4% of registered rights to immovable property in cities and towns is in the names of women. In tribal land, 51% of all registered properties are owned by women. These rights are in the form of Title Deed, Lease, and/or Certificate of Customary Land Grant. The amended laws and policies have not reached the entire populace and in some instances may be not duly implemented. Further, there are some of the tribal customary practices that still bestow the right to inheritance of the parents' residential property on the last born son upon the death of parents. This has in some instances led to sibling conflicts and animosity that end up in the customary courts and sometimes escalate to the courts of law. There is need for wide and continuous publicity on policy and legal provisions for common appreciation and enforcement. The Courts of law, the Land Tribunal and the Customary Courts mediate on issues of denial of access to or registration of land rights and issues of inheritance. However, affordability for legal representation where necessary is often a challenge for the marginalised women and/or children. This requires legal assistance to help vulnerable women and children to protect their legally recognised rights. To create shared opportunities and benefits that urbanisation can offer, there is need for safe, inclusive, accessible, green and quality public spaces, including streets, sidewalks and cycling lanes, squares, gardens and parks. Urban spaces promote relaxation, physical activity, improved social interaction and community cohesion, and hence contribute to general well being. It is therefore necessary to reserve land for public spaces within reasonable walking distance from homes (400m). 66.5% of the population in Gaborone has open spaces within 400m radius of their homes, while in Francistown this is slightly higher at 74.3%. Furthermore, the green area per capita for Gaborone and Francistown is 109.70m2 and 84.33m2 per inhabitant, which surpass the international benchmark of 15m2. This makes public spaces fairly accessible to all by sex, age and persons with disabilities.

• Ensure equal access to public spaces including streets, sidewalks, and cycling lane

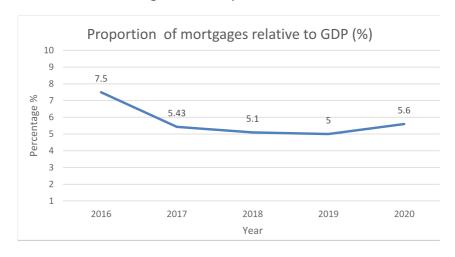
Vibrant and functional public spaces are important in promoting inclusivity, relaxation and improved quality of life. A great deal of social activity happens in public spaces thereby fostering social cohesion The reservation of public spaces (open spaces, sport fields, community halls/daycare centres etc) in the design of neighbourhoods is mandatory. Whilst the provision of open spaces is satisfactory as evidenced by high green area per capita and access (refer to 1.1.1.3), they are mainly undeveloped, and communities are unable to derive optimal benefit from them. The proportion of population with access to public spaces within 400m walking distance is 74.3% and 66.5% for Francistown and Gaborone respectively, which is satisfactory. (Ministry of Infrastructure and Housing Development, 2018). Notwithstanding this, there is no corresponding development of quality public spaces. The Urban Development Standards prescribe provision of public space for every cluster (25 – 40 households), but these spaces remain unmanaged and ill maintained (Ministry of Lands and Housing, 2016). Lack of funding has been highlighted as the main reason for non-development. For example, out of a total of 166 open spaces in Francistown, 17 (23.5%) are developed and functional, 33 (19.9%) are being developed. The remainder are yet to be developed. In an effort to improve public spaces, City of Francistown Council developed the Open Space and Parks Management Guidelines, 2017 to facilitate the development of open spaces by the private sector, especially by the youth. In spite of these interventions, the majority of recreational facilities, particularly in low income areas, remain idle and misused as dumping sites or converted into motor vehicle driving schools (Ministry of Lands and Housing, 2016). The use of streets, sidewalks and cycling tracks is marginal. This is attributed to lack of non-motorised transport infrastructure, rendering cycling and walking unsafe. For example, out of a total tarred road coverage of 305km in Francistown, only 25km contain sidewalks. The Botswana Integrated Transport Project (BITP) being piloted in Gaborone with technical support from the World Bank is expected to improve access to cycling and walking lanes. The project seeks to modernise and improve the country's transport system in order to enhance mobility within the country and the SADC region. In addition, a transport plan to improve mobility and reduce traffic congestion in Gaborone for the next 24 years has been developed. It promotes the design of roads and railways which incorporate cycle paths and walkways to encourage the use of non-motorised transport.

1.1.2. Access to Adequate Housing

Ensure access to adequate and affordable housing

Botswana Vision 2036 commits to sustainable human settlements where "cities, towns and settlements will be safe, clean, providing decent and affordable housing and economic opportunities". The National Policy on Housing of 2000 set the stage for both Government and non-Government initiatives towards provision of adequate shelter. Adequacy of housing is determined not only by the quality and design of the built physical structure but by the environment within which it is located as well. It also includes the important role of basic services and social facilities in the development of sustainable neighbourhoods and communities. The general picture, as projected in the 2018 Botswana Demographic Survey (BDS), is that 39% of households are inadequately housed as they live in one room and shacks, which have insufficient living space and inadequate sanitation. Francistown is hard hit, with 42.5% of households staying in either a room or shack. These deprivations are also prevalent in Gaborone, Lobatse, Selebi Phikwe and other in fast growing urbanised villages countrywide. Since 1973, housing programmes targeting low income households have been implemented in Botswana. These programmes offer interest free and subsidised loans for improvement of existing housing structures or turnkey houses, as well as free housing for those living in extreme poverty. The implementation of these programmes is consistent with the National Policy on Housing objective of channeling more Government Resources and emphasis to low and middle lower income housing in both urban and rural areas. The Government and private sector housing initiatives have improved access to housing in Botswana but falls short of meeting the housing needs of new households formed each year and to absorb the urbanization pressure. Indications are that 17.3% of households in Botswana have over three people occupying a room, 18.4% live in structures that are not durable while 35.1% lack proper sanitation (Government of Botswana, 2019). Although there is bulk water and sewer infrastructure in major villages, towns and cities, individual plot connection still lags behind, resulting in heavy reliance on the use of pit latrines. In addition, the proportion of households with access to regular waste collection and electricity is 50.9% and 65.5% respectively (Statistics Botswana, 2018). These housing deprivations project underlying unaffordability due to poverty, low household incomes in relation to housing costs, shortfalls in Government subsidised financing programmes as well as high unemployment. The main factors are limited Government budget, high construction costs, shortage of serviced land, inadequate use of indigenous building materials, relatively low incomes, especially in female headed households. At 17.6% unemployment rate and low mean household incomes, households are unable to afford decent housing. A basic two-bedroom unit of 45m2 costs around BWP600 000 (US\$52 200). Given the median salary of BWP2,132.00 it is evident that at 25-35% percent affordability level, a sizeable number of households cannot afford decent housing. For a household to afford to buy or rent decent and adequate house in Botswana, it must have a minimum monthly income of BWP14, 000.00 (1, 188.00USD). The age groups 15-19 and 20-24, are hard hit at 40.2% and 37.3% unemployment rates respectively. (Statistics Botswana, 2018). Approximately half of working population is vulnerable to compromising other needs in order to meet their costs of housing. The turnkey scheme offering houses at BWP90,000 payable in interest free monthly instalments over 20 years is the affordable option. However, the funds are overstretched and available to a small number of households, leaving the rest unserved and vulnerable. To tackle these challenges, the National Policy in Housing is being reviewed. The main tenets of the policy include integrated human settlements development, housing finance, land for housing, environmental sustainability, stakeholder participation, proactive planning as well as social housing. It is anticipated that this policy will improve coordination throughout the housing value chain, and hence ensure adequate and affordable housing.

• Ensure access to sustainable housing finance options



Extracted from: Bank of Botswana Annual Report, 2017 & 2020.

Image: Figure 1.1.2.2: Mortgage debt relative to GDP (2016 to 2020)

Affordable housing finance is a key factor determining access to adequate housing. Housing finance is provided mainly by financial institutions, with government catering for low and middle lower income households. Apart from financing low-income households, government provides guarantees to households and public servants wishing to obtain finance from financial institutions. Mortgages for all citizens obtained from Botswana Building Society are guaranteed up to 25%, whereas public officers are entitled to 80% guarantee. The current prime lending rate is 5.25% which is a great improvement from 6.25% in 2019 (Bank of Botswana, 2020) At this low interest rate, the uptake of mortgage finance should be at an all-time high. However, there is still preference for unsecured lending, which is not as affordable. The proportion of commercial bank mortgage loans to GDP was 5.6 percent in 2020, up from 5.43 percent in 2017. Although this moderate mortgage uptake is favorable for financial stability, it is low when compared to other middle income countries and falls short of meeting the much-needed developments to satisfy the need for housing. There is a steady decline in the proportion of mortgages in total bank credit since 2016. This low uptake of mortgages can be attributed to 10% deposit requirement, low incomes coupled with high property prices, poorly informed financial decisions and the stringent mortgage requirements and processes. In 2020, 71.5% of household credit consisted of unsecured lending which was an increase from 66.1% in 2016 (Bank of Botswana, 2020). The high prevalence of personal loans has been highlighted as a cause for concern, particularly in the use for housing development. Such high levels of unsecured lending is too expensive, and has potential to cause financial distress. The Botswana Land Policy revised in 2019 provides for the use of the Certificate of Customary Land Grant, acquired under tribal land as collateral without the requirement to first convert it to common law. This will reduce the time and financial expenditure resultant from the conversion process. Although this has not yet been implemented, it is envisaged to increase the uptake of mortgage loans, which offer more value. According to the Botswana Multi Topic Household Survey, 2019, the median income is BWP2,132, whereas in towns and cities it is BWP3,190. Using an affordability benchmark of 30%, half of households in Botswana can only qualify for housing provided under the Low-Income Housing programme, commonly known as Self Help Housing scheme. This programme is oversubscribed and only available to a small proportion of eligible households. A household must earn a monthly income of BWP17,000 and BWP12,000 respectively to afford a basic, low cost house whose average price in Botswana is BWP650,000 in urban areas and BWP450, 000 in urban villages. Going forward, there is need to increase the size of mortgages in relation to GDP to exploit full real estate potential. Some quick wins may be achieved through public awareness and education to ensure consumers make informed choices in spending patterns and also in the choice of housing finance. Furthermore, the use of cooperatives and community savings schemes are a potential source of funding that can serve a variety of community needs, including housing. In recent years, this form of finance has gained popularity and is being used to provide infrastructure, which is predominantly a public sector responsibility in Botswana. The Botswana Homeless and Poor People's Federation utilises such community savings to improve

housing and living conditions of members. The ongoing housing policy review is also expected to improve access to housing finance through the proposed alternative housing finance initiatives, targeted subsidies and incentives and measures to improve the repayment of loans advanced under the low-income housing programme.

• Establish security of tenure

In recognition of the important role security of tenure in poverty eradication, economic empowerment and sustainable communities, Botswana has improved land administration to make it more efficient and inclusive. Since 2009, government has embarked on building capacity in Land Administration and improving efficiency in land management processes. This includes cadastral survey and registration of all land parcels in Botswana and issuance of title to all land holders under Customary Land Grant Certificate, Memorandum of Lease Agreement or Title Deed and digitisation of processes and records. The security features on the land registration documents and the process will improve public confidence in the land management system and processes and most importantly the issued land title documents. The ultimate outcome and benefit of all this is improved security of tenure. The Botswana Land Policy 2019 and the land legislation require that all land titles be registered. 63% of household heads hold land with formal documents while 37% do not (Statistics Botswana, 2018). It is expected that with the ongoing land registration process, the proportion of landholders without recognized documentation will decrease. There is relative parity in land ownership between men and women. This is demonstrated in table below. Male Female State land 52.6% 47.4% Tribal land 49% 51% (Extracted from Land Registration Database, 2021) What needs to be improved is security with respect to rented residential properties. Neither landlords nor tenants are protected especially in the informal rental market as it does not have structured or documented agreements on terms and conditions of the tenancy. This posed a major challenge in the advent of COVID19 where the informal sector was adversely affected by lock downs, loss of employment. This issue is being attended to in the ongoing review of the housing policy.

Establish slum upgrading programmes

The Participatory Slum Upgrading Programme (PSUP) was introduced in 2013. Prior to that, government embarked on various housing programmes which were instrumental in the prevention as well as upgrading of slums way before then. These programmes contributed immensely in keeping full blown and conspicuous slums at bay. In the 1970s, government embarked on upgrading of slums in Gaborone, Francistown, Lobatse and Selebi Phikwe and regularisation of squatters countrywide. A basic in situ upgrading approach was undertaken which included the provision of earth roads, stand pipes and pit latrines. Plots were regularised, titles issued and some households were relocated to newly planned areas. These services were gradually improved over the years to include tarred roads, bulk infrastructure (water and sewer), parks and other social amenities. Households were only required to shoulder the responsibility of onsite water and sewer connections at subsidised rates. A decision has since been made to phase out pit latrines gradually. As a result of these initiatives, 48% of households in cities and towns have indoor piped water, while 47% use outdoor piped water. The remainder either use wells, boreholes or bowsers. Sanitation however needs to be improved as 84.3% of urban households have access to improved sanitation facilities . Government has stringent measures to prevent the formation of new slums. Since 1973, there is consistent annual budgeting for housing programmes. Since 2016, the low income housing programme budgets approximately BWP130,000,000 (approximately USD11,800,000) each year for improvement of homes as well as the construction of new units countrywide, which translates to 680 new houses constructed and 750 improved. The loans are interest free, and payable over a twenty year period. In addition, an annual budget of BWP97, 600,000 is reserved for construction of 913 housing units for allocation at no cost to destitute persons and remote area dwellers countrywide. Since the PSUP was introduced in Botswana, an annual budget for the programme has been set aside. Concrete actions being implemented include the numbering of plots, issuance of waste bins and painting of houses to improve their appearance. Annual budgetary provisions increased slightly from BWP1,337,129.31 in 2016 to BWP1,500,000 in 2020. The funds are for PSUP activities in all participating cities and towns, hence they are spread so thin they have minimal impact. Whilst the budget was sufficient at the beginning during the profiling and action planning stage, more funds are required for the implementation of concrete projects.

1.1.3. Access to Basic Services

Provide access to safe drinking water, sanitation and solid waste disposal

Population with access to basic services in Botswana

INDICATORS	LEVEL OF ACHIEVEMENT			
Proportion of population using safely managed drinking water services	National (%)	Cities and Towns (%)	Urban villages (%)	Rural (%)
	95	96.5	98.2	91
Proportion of population using safely managed sanitation services	64.9	84.3	72.5	40.8
Proportion of municipal solid waste collected and managed in controlled facilities out of the total municipal solid waste generated by cities, towns and districts	50.9	96.6	48.3	22.1

Source: Ministry of Infrastructure and Housing Development, 2019

Image: Table 1.1.3.1: Proportion of population with access to basic services

Access to basic services is an integral part of adequate housing. Basic services are not only considered accessible if they are within reasonable distance from a household, but also reasonably priced and affordable. All cities and towns in Botswana have installed bulk water, sewer and road infrastructure in all neighbourhoods. Government allocates serviced residential plots both in urban or rural areas either as fully serviced which encompasses provision of water connection point in the yard, or a minimal servicing which encompasses provision of public water standpipe that services plots within a radius of at most 400m. All the water provided meet the mandatory Drinking Water Specifications or Standard BOS 32:2015. 95% of the population has access to safe water. 48.4% of households in cities and towns use piped indoor taps, while 45.7% use outdoor piped water. The remainder use store bought water, bowsers or wells. Even though Botswana has done well in ensuring access to safe drinking water, climate change has adverse impact on water resources, threatening consistent supply of water. The North to South carrier ferrying raw water from the northern part of the country has alleviated this challenge, albeit at a high cost of bulk water transfer infrastructure development. Furthermore, the high non-revenue water is a cause for concern. To alleviate these challenges, National Water Security Strategy (2020-2040) is being developed. This strategy covers water and sanitation infrastructure development, water conservation and water demand management measures, reliability of supply for all sectors of the economy as well as water financing models. 89% of the population in Botswana has access to at least basic sanitation services, while 11% have no access at all. 64.9% of the national population has access to improved sanitation (flush toilets, Ventilated Improved and enviro-loo) while in cities and towns it is considerably higher at 84.3% (Ministry of Infrastructure and Housing Development, 2019). The major challenge is the failure by some urban households to connect to reticulated water and sewer. This has been attributed to socioeconomic constraints. The persistent use pit latrines contravenes urban development standards, and has adverse health and environmental effects, particularly where there are shared facilities. (Ministry of Infrastructure and Housing Development, 2019). To tackle this challenge, Government developed a Botswana Sanitation Roadmap in 2019 to improve the quality of sanitation services in the country. One of the focus areas is setting up a Sanitation Resources Management Division for Sanitation Sector Coordination and Policy Development. Government has also set aside a budget of BWP1.5m for construction of environmentally friendly onsite sanitation facilities for the people living in vulnerable situations. Other initiatives are also being undertaken at municipal level. For example, the Francistown Mayor's Fund established in 2016 seeks to improve sanitation through the conversion of pit latrines to

flush toilets. This fund is dependent on pledges by the business community and individuals and has raised BWP337,000. Although it has improved access to safe sanitation for 40 households, it falls short of meeting the ever increasing need for improved sanitation. Waste is being managed fairly well as evidenced by 96.6% of households in cities and towns who have regular waste collection. There is no data as prescribed by the indicator, hence a proxy on regular waste collection has been used. In urban villages and rural areas, waste is not managed that well, and there is need to improve. The Integrated Waste Management Act that has been drafted and awaits presentation to parliament is anticipated to improve waste management.

• Ensure access to safe and efficient public transport system

Efficient and reliable public transport not only provides convenience for commuters but only reduces carbon footprint, road accidents and transportation costs. The more efficient the transport system, the less time taken travelling, with notable impact on quality of life and economic production. In recent years, the call for sustainable transportation systems has been intensified, and some changes, though modest, are being done to improve the public transport in Botswana. Local public transport mainly consists of combis, taxis and mini-buses, which are largely not regulated apart from the issuance of operating licenses and occasional road worthiness tests. They are mainly operated on a demand basis, and provide a much needed service particularly to low income households. On the other hand, long distance buses are more regulated and operate on a schedule. Generally, public transportation is fairly reliable as all neighbourhoods in towns, cities, and urban villages are covered. Be that as it may, the reliance on cars is a cause for concern and suggests that public transport is not as efficient as it could be. As a result, there is a lot of traffic congestion, and impaired mobility. The National Spatial Plan (NSP) notes that Botswana has largely supported car dependency, investing in roads and flyovers at the expense of public and non-motorized transport. This has resulted in adverse impact on the environment, which is exacerbated by the import of reconditioned cars from Asia. Authorities have contemplated imposing a ban on the import of reconditioned vehicles. A more sustainable solution would be the implementation of the National Multi Modal Transport Master Plan which seeks to improve mobility through the implementation of Transport Demand Management as opposed to infrastructural investment. Interventions are being piloted in Gaborone, and there is need to upscale to other cities and towns. The NSP further proposes the development of inter and intra-regional public transportation systems creating the much needed linkage between urban centres. Designated stops, integrated and schedules routes should be central to this system. Data on the percentage of commuters using public transport is only available for Gaborone based on the Study for the Implementation of an Improved Metropolitan Public Transport System for the Greater Gaborone Area conducted by the Ministry of Transport and Communications in 2016. The same study provided an estimated daily travel time of 23 minutes, which is satisfactory.

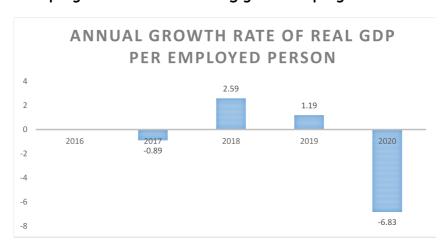
Provide access to modern renewable energy

Botswana has abundant solar and biogas resources that it can harness to increase access to affordable, sustainable energy alternatives both in urban and rural populations while providing opportunities to grow local economies and jobs through investments in solar plants and biogas digesters. The country has abundant solar energy resources, receiving over 3,200 hours of sunshine per year, with an average insolation on a flat surface of 21MJ/m2. Leveraging natural resources such as these could alleviate Botswana's reliance on more expensive imported petroleum sources and centralized electric grids. Current investment levels do not fully exploit the potential of Botswana's renewable energy options. To fully benefit from these resources Botswana in 2016/17, through the Department of Energy in conjunction with the World Bank developed the Renewable Energy Strategy and the Off-Grid Solar Action Plan for the uptake for Solar PV which sets out the framework for a new programme to promote off-grid solar systems for households. This comprehensive strategy has informed interventions in the use of renewable energy in Botswana, and is anticipated to attract investors in the wind, solar and biogas renewable energy industries. To meet the local energy demand and be able to export excess electricity, government developed an Integrated Resource Plan (IRP) which was launched in December, 2020. An IRP is a 20 year roadmap for power generation that takes on board different technologies for power generation. The IRP has identified the following projects for implementation in partnership, with the private sector over the period 2020 to 2040: a) 2x50 MW Solar Photovoltaic projects located in Selibe Phikwe and Jwaneng which will be implemented by the private sector. Both sites are expected to be in commercial operation by December, 2022. b) 12 grid-tied small scale Solar PV projects with a combined capacity of 35 MW in Shakawe, Bobonong, Lobatse, Molepolole, Maun and Gantsi Kang, Tsabong, Tutume, Serowe, Charleshill and Kasane. All twelve (12) sites are expected to be in commercial operation by December 2022. c) 100 MW Coal Bed Methane (CBM) project d) 200MW Concentrated Solar Project (CSP) which will commence in 2022; e) 100 MW Solar Photovoltaic which will be implemented in NDP 12 (2024-2030) and; f) 50 MW Wind Power Project which will be implemented in NDP 12; According to NDP 11 Midterm Review report, ongoing and planned projects are anticipated to reduce an equivalent of 192.7 Gg of CO2. The target is to have 15% contribution of the renewable energy to the electricity mix and 100 percent electricity availability by 2030. Currently, the contribution of solar photovoltaic is estimated at only less than 2%. Other small scale programmes and activities being implemented by government to reduce carbon emissions and increase the uptake of green energy such include: i) Roof top Solar PV Programme for Residential (maximum of 35kW per household), Commercial and Industrial (maximum of 1 MW per installation) with an annual target of 10MW. ii) Installation of smart metres to enable adaptation of smart grid technology, which is required to support a number of developments like Roof Top Solar Programme and controlled electricity demand side management. iii) The development of the off-grid electrification to cover 145,000 households that live in remote locations that are inaccessible to the grid. The project is still at planning stage. iv) The biogas project being implemented by government, in collaboration with the United Nations Development Programme (UNDP) in southeastern Botswana.

1.2. Sustainable and Inclusive Urban Prosperity and Opportunities for All

1.2.1. Inclusive Urban Economy

• Achieve productive employment for all including youth employment

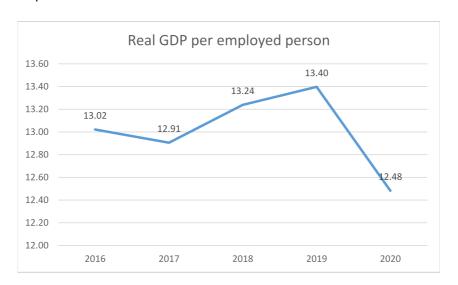


Source: Statistics Botswana, 2018

Image: Figure 1.2.1.1a: Annual growth rate of real GDP per employed person

Productive employment and decent work for all is a logical means to reduce poverty and inequality that is increasingly being embraced by policy-makers at the international, regional and country levels, Botswana being no exception. Developing an all-inclusive and sustainable economic growth strategy is paramount to having an inclusive urban economy (NUA Monitoring Framework and Related Indicators, 2020). According to various Statistics Botswana GDP quarterly reports, Labour quarterly reports and the Botswana Multi Topic Household Survey of 2018, Botswana's annual growth rate of real GDP per employed person has dropped significantly from the year 2017 where it was -0.89 to -6.83 in 2020 as shown in figure 1.2.1.1a below. Economic growth in a country can be attributed either to increased employment or to more effective work by those who are employed. It is imperative for a country to have a skilled, educated labor force that will contribute to an innovative and competitive urban economy. Over and above that, harnessing the urban demographic dividend and promoting access for youth to education, skills development and employment achieves increased productivity and shared prosperity in cities (NUA Monitoring Framework and related Indicators, 2020). Botswana has a youthful population with 42% aged 15-34 years. However the proportion of youth who are not in education, employment or training is 36.5% which calls for interventions to promote youth access into education, skills development and employment. Refer to table below. Over and above that, youth unemployment rate has been observed to be raising with 32.2% recorded for the year 2020. High youth unemployment in Botswana is mainly due to a labour force that does not have correct skills for the job market, a lack of proper work experience and jobless growth (whereby GDP continues to grow without resultant growth in jobs). Jobless growth arises because economic growth has been spearheaded by the mineral sector, which is capital intensive and hence does not create enough jobs (Nthomang and Diraditsile, 2016). The Government of Botswana has developed and implements several policies, programmes and initiatives to reduce unemployment and to also balance the economic growth with the creation of sufficient jobs in the country. Some of these policies include the i) 1996 National Youth Policy revised in 2010 whose aim is to create youth employment in order to achieve sustainable livelihoods, ii) the Youth Development Fund of 2009, which is aimed at empowering youth through promoting participation in the socio-economic development of the nation. iii) the National Internship Program also implemented in 2009, which assists in placing graduates in organizations (both public and private) in order for them to gain the required labour market skills, iv) Youth Empowerment Scheme of 2012, an initiative that promotes change of behavior, poverty eradication, youth empowerment and skills development. Moreover, to develop a "ready-to-work manpower", upon absorption into permanent jobs/employment the government introduced the Botswana National Service Programme in 2014 and the Graduate Volunteer Programme in 2015 to transfer and develop skills of youth

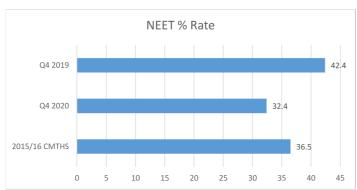
by placing them in the necessary organisations. Despite implementation of the above initiatives, very little impact has been realised in terms of job creation and self employment. To further tackle the issue of unemployment, the National Employment Policy is being developed to achieve productive, gainful and decent employment for all, contribute to the reduction of income inequality and as well as to support Government's poverty eradication efforts. Other improvements include the development of the Internship and Apprenticeship Framework as a way of aligning skills with the job market. To facilitate private sector participation in job creation, government also developed the Private Sector Development Strategy . The strategy looks into reducing the cost of doing business and facilitating access to markets by the private companies.



Source: Statistics Botswana, 2018

Image: Figure 1.2.1.1 b: Real GDP per employed person

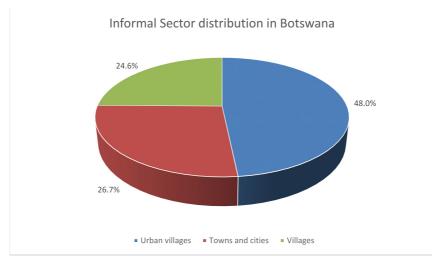
Figure 3: Proportion of Youth (aged 15-24 years) not in education, employment or training



Source: Statistics Botswana,2020

Image: Figure 1.2.1.1c: Proportion of youth (aged 15-24 years) not in education, employment or training

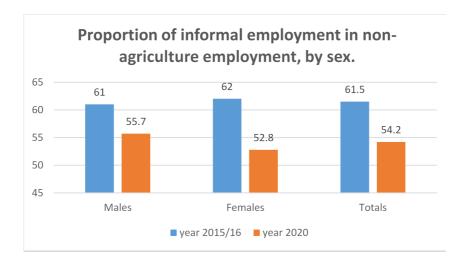
· Strengthen the informal economy



Source: Statistics Botswana, 2018

Image: Figure 1.2.1.2a: Informal sector distribution in Botswana

The informal sector is a key part of Botswana's economy with 105,445 (17.8%) households engaged in the sector. Most of registered informal businesses are female owned, with an average income of BWP2, 000 per month (Statistics Botswana, 2018). The majority of informal businesses are involved in trading, manufacturing as well as construction. The growth of the informal sector can be attributed to high levels of unemployment, and the need to supplement income generated from mainstream economy. The contribution of the informal sector to the Gross Domestic Product is 5.3%, as per the 2015 Informal Sector Study for Botswana cited in Botswana National Informal Sector Recovery Plan, 2020. The prevalence of the informal sector is depicted in the graph below The policies supporting the growth of the informal economy include the National Policy on Small, Medium and Micro-enterprises (SMME) of 1998 and the National Entrepreneurship Policy (NEP), 2019. The SMME policy encourages citizen entrepreneurship, economic diversification, promotion of exports, and creation of employment opportunities. It exempts hawkers, vendors and manufacturing enterprises employing less than 10 people from obtaining business licenses. (Ministry of Lands and Housing, 2015). The NEP support transcends 'innovative, opportunity-driven entrepreneurs' to focus on 'necessity-driven entrepreneurs, who have no choice but to engage in the informal economy. (Government of Botswana, 2020). A decline in the participation of both sexes in informal non-agriculture employment over the past 5 years has been noted. In 2016, 61% of males were employed in non-agricultural informal employment and this figure gradually declined to 55.7 % in 2020. Similarly, the proportion of females in non-formal employment reduced from 62 % to 54.2 during the same period. This decline may be attributed to the effects of the Covid19 outbreak such as lockdowns and restrictions in movements. To ensure the development of targeted, and evidence based interventions, an online registration system for formal and informal SMMEs has been developed by the Local Enterprise Authority (LEA). Furthermore, in 2020, the Botswana National Informal Sector Recovery Plan was developed with support of the UNDP to improve the resilience of the sector in the face of uncertainties and pandemics. The implementation of the recommendations of this plan and other policy instruments is anticipated to support the growth of the informal sector, and its progression to the formal economy.



Source: Statistics Botswana, 2020

Image: Figure 1.2.1.2b: Proportion of informal employment in non agriculture employment, by sex

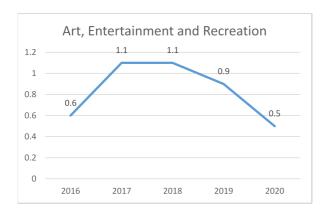
Strengthen the informal economy

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1.2.2. Sustainable Prosperity for All

• Diversify of the urban economy and promote cultural and creative industries

Employment in cultural and creative industries as proportion of total employment



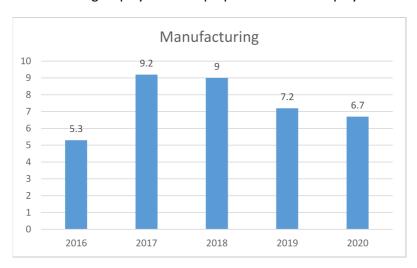
Source: Statistics Botswana, 2020

Image: Figure 1.2.2.1a: Employment in cultural and creative industries as a proportion of total employment

Sustainable urban prosperity calls for diversification of the urban economy concentrating mostly on manufacturing. creative and cultural industries. The creative economy if well nurtured, can be a source of socio-economic growth, jobs, innovation and trade, while at the same time contributing to social inclusion, cultural diversity, and sustainable human development. Creative Industries definition are varied depending on their significance to a particular organization or country. In the case of Botswana, the Creative Industries Human Resource Development Committee define creative industries as "those activities which have their origin in individual creativity, skill and talent and which have the potential for wealth and job creation through the generation and exploitation of intellectual property." (Adapted from British Council (2010) - Mapping the Creative Industries: A Toolkit, Creative and Cultural Economy series/2, p.16). Botswana has a diverse, interesting, vibrant and economically viable culture and history. This sector has proved to be very attractive to the youthful population and if promoted it could help in reducing the high unemployment rates experienced by the youth in Botswana. Efforts to vigorously package, brand and promote activities in line with this industry needs to be intensified to exploit the opportunities available. Cultural and creative industries have emerged as major contributors to the economies of nations by providing job opportunities and contributing to the GDP. Botswana's creative industries accounts for 5.46% of the country's GDP, and 0.5% as a proportion of the total employment in 2020 (Botswana Institute for Development Policy Analysis, 2020). The country's flagship events include Gaborone International Music and Culture Week (GIMC), Botswana Craft, Dithubaruba, Maun Arts Festival, Domboshaba, Toropo Ya Muka, Kuru and Khawa cultural festivals, as well as government programmes such as the Presidents Day Art Competitions. These events signify culture and creative industries' strength as an economic driver in communities, which if fully harnessed, could create jobs, be a cornerstone of tourism and hence contribute to government revenue. The Business and the arts programme, which was successfully launched in October 2011, acts as a very key organ for the creative industry as it provides mentorship programmes, and helps in getting perfect knowledge about the needs from business to artists. Reviews and considerations are currently being made to include the creative industries as an official sector of Botswana Economy through the National Human Resource Development Strategy that is being developed. In addition, the Creative Industries Strategy is being formulated to develop the Arts and Culture sector, which has great potential for diversifying the economy. Proposed policy reforms and programmes for the remainder of NDP 11 include greater use of the purchasing power of Botswana Television and Radio Botswana to support local content providers through advance payments for commissioned content and possible establishment of a National Arts Council and State Theatre (Ministry of Finance and Economic Development, 2020). On the other hand investment in the manufacturing sector has proved to be a critical component for economic diversification in cities. The manufacturing industries in Botswana have been observed to contribute 6.7% employment as a proportion of the total employment as of 2020. This increased from

5.3% recorded in 2016. The 11th National Development Plan Review identified manufacturing as one sector that can promote inclusive economic growth and transformative economy particularly after the aftermath of the Covid- 19 pandemic. The manufacturing sector development is driven through the 2014 Industrial Development Policy, whose major objective is to expand the country's industrial base through the development of diversified, sustainable and globally competitive industries. The policy emphasises export-led growth, while simultaneously exploring other sectors with potential to drive industrial growth. This is done through implementation of strategic policy thrusts covered under six major headings under the 11th National Development Plan Midterm Review report, namely, Industry Creation and Development; Industry Promotion and Facilitation; Industrialization and Citizen Economic Empowerment; Development of Infrastructure and Industry Relevant Skills; Private Sector Capacity Development and other Policy Fundamentals. Botswana has also established eight special economic zones in a quest to support domestic and foreign direct investment in manufacturing and these initiatives are implemented by the Botswana Investment and Trade Centre (BITC) and Special Economic Zones Authority (SEZA) agencies. The aim is to attract foreign investment through provision of targeted fiscal incentives to major manufacturing projects to enhance value addition and competitiveness of their products . Figures 1.2.1.1a and 1.2.1.1b show employment in both cultural and creative industries and manufacturing sectors as a proportion of the total employment since 2016.

Manufacturing employment as a proportion of total employment

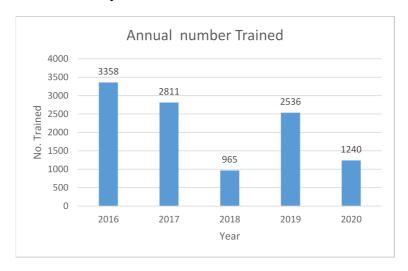


Source: Statistics Botswana, 2020

Image: Figure 1.2.2.1 b: Manufacturing employment as a proportion of total employment

• Develop technical and entrepreneurial skills to thrive in a modern urban economy

Annual number of vocational and technical education individuals trained



Source: Statistics Botswana 2020

Image: Figure 1.2.2.2: Annual number of vocational and technical education individuals trained

For an economy to thrive, it requires adequate supply of technical and entrepreneurial skills. However it has been observed that countries have been focusing only on producing university graduates at the expense of vocational and entrepreneurial skills, and Botswana is no exception. Challenges identified in Botswana relating to this training were in the production of graduates who had skills that were not relevant to the country's economic and social development and who were not able to compete in global labour markets. The mismatch between opportunities in the labour market and graduates contributed significantly to youth unemployment. Lack of opportunities for youth poses a serious challenge to the nation as it increases unemployment and dependency on government assistance programmes (NDP 10, pg.107/8). In addressing the above challenges, the National Human Resource Development Strategy was developed in the year 2019/2020 focusing on "the quality, productivity, and motivation of its people as the country's single greatest and valuable resource". NHRDS aims to transform the country's economy into one that benefits from "value-added" processes contributed by a highly skilled workforce. The transformation of the vocational and technical education which included transition into new programmes that are aligned to the needs of the work force/economy and phasing out of some courses as per the new enrollment policy and curriculum contributed to lower enrollment in 2020. To further facilitate enrollment in technical and vocational colleges in Botswana, Government sponsors students (at the diploma level or higher) and pays their tuition and living expenses through the Grant Loans Sponsorship Program. Government is also developing an Internship and Apprenticeship Framework.

Develop urban-rural linkages to maximize productivity

The linkages between rural and urban areas in Botswana is very strong partly due to strong social ties of people working in urban areas with their homes of origin, and chiefly due to their economic interdependency. The urban areas largely provide work, education, health, leisure and accommodation while the rural areas provide agricultural produce and labour. The relationship between urban areas and rural areas, particularly within their hinterlands is reflected in the National Spatial Plan (NSP), 2018, which identifies sub regions based on commuting distance from the main centres. Although the plan is still at initial stages of implementation, the classification of regions according to this model and the resultant mobility within and between regions through transport corridors and transit systems is anticipated to further strengthen interdependency. These connections have become even more pronounced with the increase in property prices in main cities and towns which has pushed people to the surrounding villages for more affordable housing. In cities like Gaborone, commuting zones extend to distances over 50kms (Ministry of Lands and Housing, 2015). Although there is no urbanization policy in Botswana, the NSP provides an integrated framework for national spatial development. It guides the distribution of people and activities in order to promote equitable social development and strengthen linkages between rural and urban areas, as well as regions. This plan meets the criteria of an urban plan, namely responding to population dynamics, ensuring balanced territorial development, and increase in local fiscal space. It proposes a network of regional centres that provide more equitable access to services, culture and linkages to the rural economy.

1.3.1. Resilience, Mitigation and Adaptation of Cities and Human Settlements

• Minimize urban sprawl and loss of biodiversity resulting from it

Protected areas in Botswana

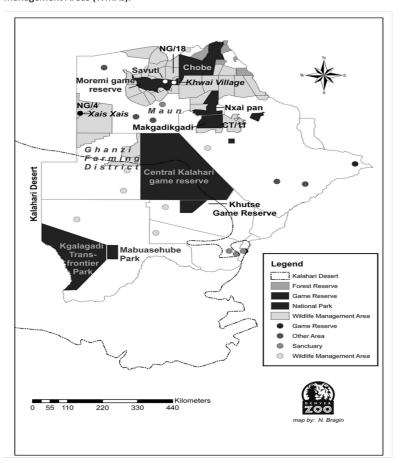
Type of area	Area(Km2)	% of total land areas	Legal constitution
National Parks	44,420	8	Wildlife Conservation and national Parks Act 28 of 1992
Game Reserves	59,590	10	Wildlife Conservation and national Parks Act 28 of 1992
Wildlife Management Areas(WMA)	75,160	24	Wildlife Conservation and national Parks Act 28 of 1992
Forest reserves	4,191	1	Forest Act 1968
World Heritage Sites	48 +buffer zone 704	<1	Monuments and Relics Act 2001
Ramsar Sites	55,374	9.53	Aquatic Weeds Control Act Cap 34:04

Source: Botswana's Third National Communication to the United Nations Framework Convention on Climate Change, 2019

Image: 1.3.1.1a: Extent and legal framework of protected areas in Botswana

In Botswana land use is guided by development plans which drive the strategic spatial planning vision at local level. These plans guide decisions on land development, orderly growth and optimal land utilisation in cities, towns and villages over a 20 year plan period. The plans present spatial growth management strategies aimed at balancing future growth and unavailability of land for expansion. Cities are challenged in terms of accommodating the ever increasing population and providing for the needs for various land use categories as they are surrounded by tribal and freehold land. The urban cluster as defined by the urban extent city definition has expanded well outside the cities' administrative boundaries. The City of Francistown's land use efficiency ratio stands at 1.19, while the capital city of Gaborone has a land consumption efficiency ratio of 1.88, which is not optimal. Urban sprawl puts enormous pressure on land servicing and consistent expansion into other land uses like agriculture likely has negative impact on food security, raising the need for controlled efficient and compact land use. (Ministry of Infrastructure and Housing Development, 2019). It is therefore necessary to put in place planning reforms that will encourage both horizontal and vertical mixing of land uses. The Gaborone, Francistown and Maun development plans are being reviewed to come up with innovative urban growth management strategies for the city and alternative ways of accommodating the present and future populations, while providing for other land uses. Forest cover in Botswana is about 28% of other wooded land (basically rangelands), which constitute 60% of the country (FCB forest strategy 2013-2020). Forests are classified according to the type of land tenure system in which they are located, hence there are forests in State land / protected areas, which include most Forest Reserves, National Parks, Game Reserves and Wildlife Management Areas, communal/tribal land, and freehold/private land. Botswana has six (6) gazetted Forest Reserves (FRs), namely Kasane, Kasane Extension, Chobe, Kazuma, Maikaelelo and Sibuyu. These FRs make about 1% of the total land area of the country (Central Statistics Office, 2004); they were created primarily to safeguard valuable timber resources. 42% of the country is dedicated to wildlife conservation, (refer to table below). There are three game reserves in the country—Moremi, Central Kalahari, and Khutse—and four national parks—Chobe, Makgadikgadi and Nxai Pan, Mabuasehube, and the Kalahari Transfrontier Park (Refer to picture below). The reserves were formed for different reasons and gazetted during the 1950s to 1960s with further extensions in the 1970s and 1980s. Private reserves constituting less than 1% also play an important role in wildlife conservation.

Protected areas and zones in Botswana given over for wildlife use and designated as Wildlife Management Areas (WMAs).

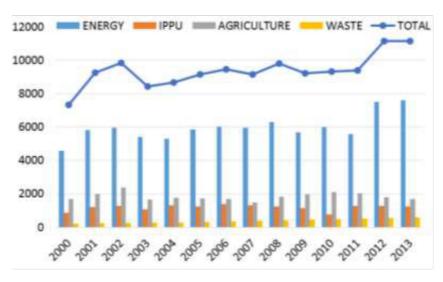


Map by N. Bragin, based on UNEP-WCMC "World Data on Protected Areas," 2009, and WWF "Terrestrial Eco regions of the World," 2004.

Image: Figure 1.3.1.1b: Protected areas and zones

• Implement climate change mitigation and adaptation actions

Frend of Botswana's GHG Emissions (without LULUCF) by sector: 2000–2013



Source, Ministry of Environment, 2015

Image: Figure 1.3.1.2a: Trend of Botswana's GHG Emissions (without LULUCF) by sector: 2000–2013

Over the past few years, Botswana has intensified climate change adaptation and resilience. While the importance of climate change action was highlighted in National Development Plans and Vision 2036, it is only on 8th April 2021 that Botswana Climate Change Policy was approved. This was against the backdrop of vulnerability to the impact of climate change worsened by reliance on rain-fed agriculture, poverty and limited preparedness, prevention and response capacity. The effects have manifested in the form of persistent droughts, heavy rainfall, floods and heat waves which have negatively impacted food insecurity, water sources, natural resources as well as human health. This has potentially crippling effects on livelihoods and incomes of households depending on farming and also on the contribution of the agricultural and tourism sector to the GDP. The Botswana Climate Change Policy was therefore developed to mainstream climate change in planning process. The National Climate Change Strategy and Action Plan were developed in 2018 to support policy implementation. The Policy also integrates climate change into national macro-economic and sectoral policies. It is planned that a roll-out of the policy to districts and local authorities will be done in 2021/2022. Furthermore, sectoral policies being developed on Integrated Waste Management, Energy, Integrated Transport, Housing and Disaster Management will go a long way in mitigating climate change. There is however need to improve the coordination and coherence of all policies and plans that have a bearing on climate change as the battle cannot be won by a single organisation. There is also an urgent need to intensify monitoring and evaluation efforts so that data on climate change is readily available. Botswana has also made a commitment to the Paris Agreement through her Nationally Determined Contribution (NDC) to reduce greenhouse gas emissions by 15% by 2030 taking 2010 as the base year. The NDC is under review and Botswana will submit an updated NDC by the end of 2021. The total greenhouse gas emissions (without LULUCF) for 2014 and 2015 were registered at 11876.38 Gg CO2eg and 12622.10 Gg CO2eg respectively. The energy sector is the major source of greenhouse gas emissions accounted for 9310.72 Gg CO2eq (83%) of 2015 emissions. Mainstreaming of climate change into national, sectoral, district, local and plans is to be prioritised through budgetary provisions. Currently there is no dedicated budget for climate change. Climate change activities rely on donor funding and fragmented budget from the Treasury and at times loans for implementing various programmes under various sectors. Various interventions in energy, water, transport and agricultural sectors have contributed to climate change adaptation and mitigation. These include climate smart agriculture programmes, water efficiency and transfer schemes, ecosystem-based adaptation programmes, disaster risk reduction and land-use management initiatives. In addition to the above-mentioned policy and strategies other instruments used to combat climate change include inter alia the Renewable Energy Strategy, 2017; National Policy of Disaster Management, 1996, National Disaster Risk

Management Plan (NDRMP, 2009). The abundance of irradiance and notably about 3,200 hours of sunshine each year suggests that solar energy has potential to improve the use of renewable energy in Botswana. This inevitably informed the Renewable Energy Strategy and the Off-Grid Solar Action Plan of the uptake of Solar PV which sets out the framework for a new programme to promote off-grid solar systems for households. Therefore the Renewable Energy Strategy proposes the uptake of the renewable to the energy mix from the current 2% to 15% by 2030. On the other hand, the NDRMP seeks to achieve sustainable developments through the localization of Disaster Risk Reduction (DRR). The plan provides a framework which guides all sectors and stakeholders in preparing their own DRR and Emergency Management (EM) plans. It also addresses issues related to natural and man-made hazards and vulnerabilities. In an effort to implement the plan, all the 32 Districts have been trained to develop Disaster Risk Reduction (DRR) plans to mitigate against disasters in their Towns and Districts. Not all have managed to fully complete their initial DRR plans into complete documents for use before, during and after a disaster. In 2020, a National Adaptation Plan (NAP) Framework was developed as a foundational document to give strategic guidance to the design and implementation of the national adaptation planning process in Botswana. The institutional structure for climate change in Botswana includes the coordination entity as the Ministry of Environment, Natural Resources Conservation and Tourism. The National Committee on Climate Change comprising of representatives from government departments, Non-Governmental Organisations and the private sector is an advisory body to government on implementation of climate change convention. The Parliamentary Portfolio Committee on Wildlife, Tourism, Natural Resources and Climate Change provides oversight role for realization of the Botswana Climate Change policy and takes the lead in promoting establishment of enabling environment that facilitate its implementation. District Committees support the implementation of sustainable climate change response measures at village, sub district, urban and district levels. Research institutions such as the Botswana Institute for Technology Research and Innovation (BITRI) climate change division contributes to knowledge on the impact of climate change in agriculture, water resources, energy and health. Their areas of specialisation include integration of climate change into development plans and policies, climate change projections at both national and local levels, monitoring the effects of climate change and socio economic impact of climate change. In 2019, BITRI developed the Smart Agriculture Manual. Strengthened collaboration between BITRI and the Ministry of Environment, Natural Resources Conservation and Tourism and the Ministry of Mineral Resources Green Technology and Energy Security would go a long way in coordinated climate change action. Botswana's Green House Gas emissions constitute 5% of Africa's 3.8% of global emissions (Ministry of Environment, Natural Resources Conservation and Tourism, 2019). The main contributors include transport, residential areas, commercial areas, mining and agriculture. The air quality monitoring programme in Botswana started in 1973 targeting pollution from the BCL copper mine and it has since been expanded to cover other urban and rural settlements in the country. An air quality management framework was developed in 2017 to guide the implementation of the National Air Quality Management Programme. In addition, air quality monitoring network expansion is ongoing since 2018. Todate, there is a total of 24 ambient air monitoring stations spread across the country and 1 mobile laboratory vehicle. However, only four (4) stations are equipped to capture Particulate Matter which give a proxy indicator of the exposure to pollutants which significantly contribute to respiratory illnesses in the population. In 2019, the air emission standard from stationery sources was developed for implementation. (BOS 807: 2019). The table below shows the annual mean levels of particulate matter in various cities and villages. The main challenges constraining effective air quality monitoring include delays in delivery of procured air quality equipment and spares from overseas manufacturers, data gaps, knowledge gaps on the acquired technology. Consultation with suppliers is being done on a continuous basis to address procurement challenges as well as capacity building on the use of new technology.

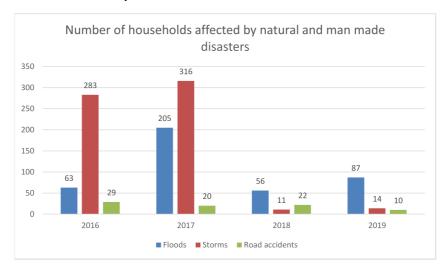
Annual particulate matter, 2021

Cities/Districts	PM10 (μg/m³)	PM2.5 (μg/m³)
Gaborone	10.46	2.62
Francistown	9.42	1.48
KGDC (Tsabong)	75.14	9.29
CDC (Tamasane)	9.57	1.36

Image: Table 1.3.1.2b: Annual particulate matter, 2021 Source: Department of Waste Management and Pollution Control, 2021

• Develop systems to reduce the impact of natural and human-made disasters

Households affected by disasters since 2016



Source: Statistics Botswana, 2020

Image: Figure 1.3.1.3: Households affected by disasters since 2016

The most common types of disasters in Botswana include drought, floods, epidemics, animal diseases, veld fires, pest infestation and hailstorms. Floods and hailstorms have been identified as the leading disasters in terms of the impact on households. In 2017/18, 62% of impacted households were affected by hailstorms, followed by floods at 37% and Earthquakes at 1%. Flooding affects areas that are located in flood prone areas as well as in built-up areas that lack proper storm water management systems. Since 2015, a total of 1,378 households were directly affected by disasters (Statistics Botswana, 2019). Central and Ghanzi Districts are more prone to floods. Disasters in Botswana are however not as severe as other country experiences, even though this is gradually changing with the advent of climate change. The regular occurrence of wild land fires affects biodiversity. Wild land fires cause loss of feed and habitant with negative effects on wildlife and tourism, livestock, land degradation, loss of veld products, negatively affecting rural livelihoods, loss of property, crops, wildlife and human lives. The estimated that total burnt area over the whole country between 2016 and 2018 is as follows:- Area affected by veldt fires since 2016 YEAR LAND AFFECTED (HECTARES) 2016 339,236 2017 2,208,735 2018 735,254 Source: Statistics Botswana, 2019 Although a multi-hazard plan was developed, there is no multi-hazard monitoring and forecasting systems. An SMS alert system done in cooperation with mobile services providers is mainly used for early warning. The entire country, is covered by SMS warning alerts hence coverage is for people with mobile phones. The telecasting warning systems is being explored to send alerts real time to households through television. In addition, all districts are required to put some measures in place prepare, mitigate and respond to the disasters effectively. These measures include local disaster risk reduction strategies, contingency planning, simulations exercise, public awareness, clearance of water storm drainage systems and district meetings. However, only 50% 0f the districts have disaster reduction strategies. Although all districts are required to conduct simulation exercise, only 10% complied. The lack of funds is a major factor impeding simulation. (National Disaster Management Office, 2018) The following challenges constraining efforts to reduce the impact of disasters include the following:- i. High prevalence of non-durable traditional and modern houses that are vulnerable to storms and heavy rains. ii. Delays in rebuilding infrastructure and houses. iii. Lack of funds to carry out drills and other preparedness measures in the district iv. Lack of standardized data collection or assessment tools that capture all the indicators that are critical on disaster assessment. v. Lack of proper storm water drainage To address these challenges, the following interventions are being implemented:- • Development of disaster assessment guidelines based on physical damage of the structures and livelihoods, economic loss and emotional impacts. • A comprehensive district Risk and Vulnerability Assessment should be undertaken at drought prone areas. • Decentralisation of disaster relief funds to districts for ease of preparedness and

improve response time. • Reconstruction of damaged houses due to disaster for affected people • Relocation of households from flood prone areas • Construction of the water drainage systems and culverts in main centres • Firebreaks maintenance and prescribed burning

• Build urban resilience through quality infrastructure and spatial planning

A tarred road at Zoroga, Central District washed away by floods, 2018



Source, National Disaster Management Office (NDMO) report, 2018

Image: Figure 1.3.1.4: A tarred road at Zoroga, Central District washed away by floods, 2018

Infrastructure and Housing tends to be most affected during floods. Therefore, quality infrastructure and building back better is central to urban resilience. Furthermore, urban planning plays an essential role in urban design practices that adopt "green" concepts, good drainage and steer developments from areas that are vulnerable to disaster. Infrastructure such as roads and schools are mostly vulnerable to floods and heavy rains due to lack of maintenance. Furthermore, the low quality of house structures in some low income and rural areas exacerbate vulnerability to flooding. Since 2016/17, heavy rains have been experienced across the country with some areas losing bridges, culverts and roads. The main cause of flooding is the non-availability and low quality of storm water drainage systems. Where water drainage systems are present, they are prone to siltation or lack of maintenance. This is exacerbated by the typical, torrential rainfall for very short periods, which put pressure on the already struggling storm water drainage systems characteristic of all cities, towns and other human settlements. Tutume, a sub-district on the north western part of Botswana is prone to floods, resulting in exceptional damage of roads, bridges and culverts such that some villages and settlements are not accessible during rainy season. This disrupts access to services, which are mainly located across Sepako River. More than not, communities stay for a period of a week or more without accessing critical services like health, school and shopping. It is crucial that bridges be built along major rivers to prevent instances where villages are cut off from the rest of the country, rendering aid inaccessible. Even though the development standards provide guidance on plot sizes, and infrastructure which facilitate a guality living environment, most neighborhoods, particularly low income areas continue to experience poor storm-water drainage which ultimately leads to flooding. Some of the access roads have no provision for drainage, which shows a poor application of the standards and neglect of storm-water management. (Ministry of Land Housing, 2016). Gaborone and Francistown have storm water drainage master plans, which are not being fully implemented due to lack of funds. The proper maintenance of existing drainages is a major challenge. Going forward, there is a need for more aggressive interventions for example limiting developments in high risk areas, restricting developments in already developed areas, comprehensive poor storm water drainage system plan for all roads, construction of bridges and relocation of people and infrastructure in low lying areas. There is also need for improved multi hazard monitoring systems.

1.3.2. Sustainable Management and Use of Natural Resources

• Strengthen the sustainable management of natural resources in urban areas

Natural resources play a very important role in the development and diversification of the economy of Botswana from diamonds. Botswana has a network of green areas which extends from the cities open spaces into the national protected areas such as forests, game parks, agricultural and undeveloped lands. Some of these open public spaces are protected and regulated by Forest Act and Monuments and Relics Act No. 12 of 2001. Spatial plans and such policies as the National Conservation Strategy and National Policy on Natural Resource Conservation and Development also play an important role in the management of natural resources. Vision 2036 recognizes the crucial role of spatial planning in sustainable ecosystems and natural resources. Planning instruments advocate for densification and compact developments that not only control the sprawl of towns and cities but also foster environmental, social, economic sustainability. The National Spatial Plan (NSP) provides for prudent use of resources through the creation of eco regions, for example, Maun, located in the north western part of Botswana has been zoned a "world class, green city" (Ministry of Land Management, Water and Sanitation Services, 2018). This will be achieved through the promotion of eco-tourism, green vegetation, vibrant public spaces, leisure parks, use of renewable energy, mixed use and non-motorised transport. Furthermore, Urban Development Standards prescribe provision of public space in the design of neighbourhoods to protect vegetation and biodiversity. The green area per capita in Botswana is very high at 84.33m2 per inhabitant in Francistown and Gaborone at 109.70m2 per inhabitant. which surpasses the City Prosperity Index threshold of 15m2/inhabitants. The Notwithstanding this, there is no corresponding development of vibrant, green public spaces due to budgetary constraints. Apart from the use of spatial planning in the management of resources, various natural resource management policies and strategies have been formulated. The National Conservation Strategy and the National Policy on Natural Resource Conservation and Development provide for sustainable management of natural resources integrate the activities of all players in environmental conservation to minimize negative impact on the environment . These policies make it compulsory for all major projects to be preceded by Environmental Impact Assessment (EIA) to minimize the negative impact on the environment. A two thronged approach is undertaken; the use of natural resources without sacrificing the needs of future generations, and the sustainable management of waste generated by production. Furthermore, to promote sustainable use of resources and create ownership, accountability and empowerment of communities, the Community Based Natural Resource Management model is used. Communities are encouraged to form trusts, and manage resources jointly. The CBNRM programme is not functioning optimally; hence the need to review it so that it achieves more sustainable livelihoods and contributes to anti-poaching efforts.

• Drive resource conservation and waste reduction, reuse, and recycling

Quantities of waste reclaimed from 2018-2020

YEAR	Waste streams and quantities in kg		
	Scrap metal	Paper/plastic/glass	Used oil
2018/2019	20,908,155.89	3,112,505.9	3,950,703.00
2019/2020	8,565,848.94	5,900,491.86	1,994,443.18
2020/2021	4,895,924.35	995,406.00	142,794.00
TOTAL	34,369,929.18	10,008,403.76	6,087,940.18

Source: Licensed waste reclamation facilities returns, 2021

Image: Table 1.3.2.2: Quantities of waste reclaimed from 2018-2020

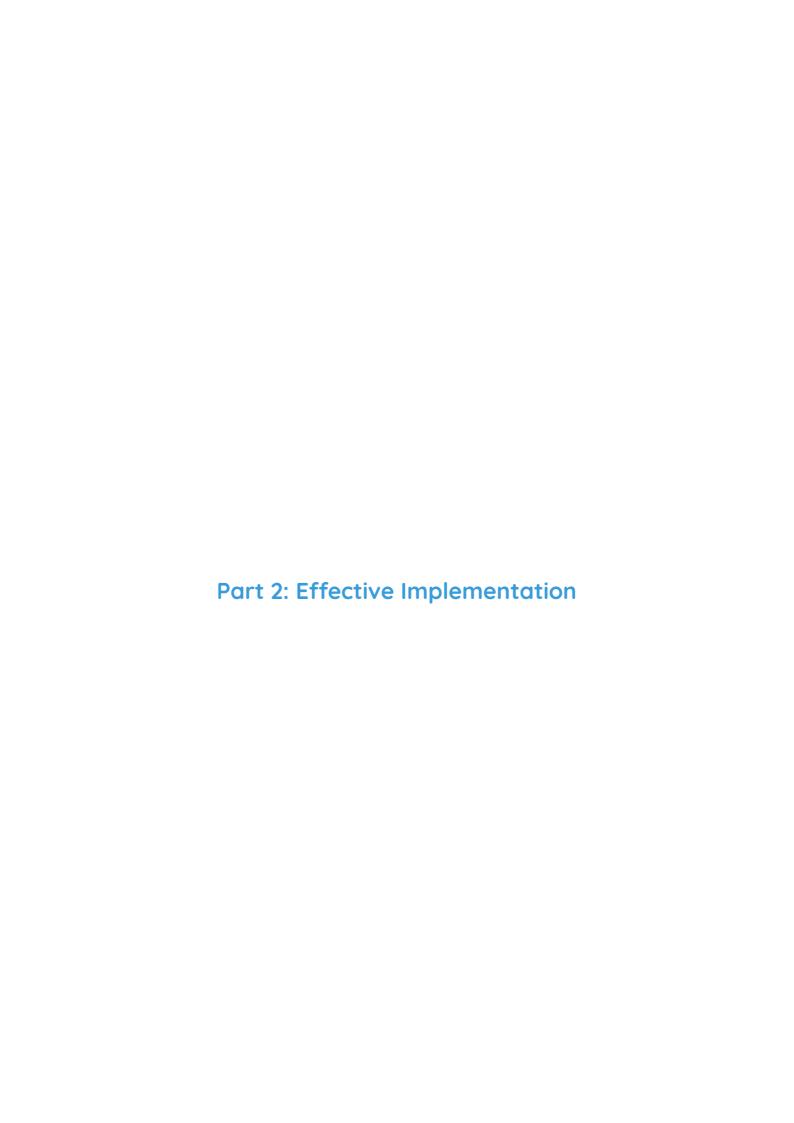
Good integrated and sustainable solid waste management involves maintaining healthy conditions for residents in cities through good waste collection and disposal services, protection of the environment throughout the waste chain; and proper resources management basing on the 3RS (Reduce, Reuse and recycle). The Waste Management Strategy adopted in 1998 promotes the adoption of conventional waste management hierarchy of Reduction, Reuse and Recycling. However, there are no specific targets set for waste recovery or recycling since generally there is very little of separation of waste at source in our communities. This is also compounded by the fact that the recycling industry in Botswana is at infancy stage and mainly characterized by small initiatives by some retail outlets separating bottles, paper, cans and plastic to supply the well-established recycling industries across the border in South Africa. The Integrated Waste Management Policy approved by Cabinet and due for presentation at next siting of Parliament, has identified this shortcoming and places a strong emphasis on deriving economic value from waste as a resource to sustain livelihoods. The table below shows waste recovered for recycling by licensed enterprises but this data may not reflect an accurate picture on the ground as some entities are not reporting. Waste management practices in Botswana are affected by the following:- i. lack of effective implementation of national waste policy ii. fragmented tasks and overlapping mandates among relevant institutions iii. lack of clear guidelines on the responsibilities of the generators and public authorities and on the associated economic incentives; iv. lack of consistent and comprehensive solid waste management policies; v. lack of intent by decision-makers to prepare national waste management plans and systems, and design and implement an integrated sustainable municipal solid waste management system. The new Policy that is pending consideration by Parliament is envisaged to address some of the above challenges. Over and above that, local authorities in cities are exploring the possibility of utilising private sector in waste management through the Public Private Partnership model.

• Implement environmentally sound management of water resources and urban coastal areas

Botswana is a semi-arid country that experiences low rainfall resulting in scarce water resources. Water resources consist primarily of surface water (in rivers, pans and dams of various sizes) and underground water in aquifers some of which are of a fossil nature with no recharge. All of Botswana's perennial rivers are shared with neighbouring countries. The shared river-basins are Okavango, Zambezi, Orange-Senqu and Shashe-Limpopo. Botswana's storage capacity is one of the lowest in the region, owing to its flat topography. Before the water sector reforms of 2008 to 2015 in Botswana, a lot of emphasis was on water infrastructure development; construction of dams and transfer pipelines to secure water to meet the demand. The National Water Master Plan (NWMP) Review of 2006 recommended the intensification of water resources management to ensure sustainability and water use efficiency. National Water Master Plans are traditionally the main planning tools for the water sector as they give a holistic analysis of the national water situation and give recommendations towards meeting demand and amending policies to better run the water sector. The National Water Policy (2016) facilitates access to water of acceptable standard and provides a foundation for sustainable development of water resources. On the other hand, the Integrated Water Resources Management and Water Efficiency Plan of 2013 emphasise a holistic and inclusive approach towards water management. The Botswana Emergency Water Security and Efficiency Project has resulted in the implementation of catalytic projects such as the review of the Water Act and its related pieces of legislation. Due to the nature of shared water resources in the form of river basins, Botswana and its counterparts entered into International Agreements for joint management of these resources. The Agreements were guided by several international and regional legislation amongst which is the UN Convention on the law of Non-navigational Uses of International Watercourses. This legislation have several principles that guide protection and conservation of water courses which includes among others Article 20, which calls for the protection and preservation of ecosystems of international watercourses. Botswana is signatory to four major River Basin Organisations being; the Okavango-Cubango River Basin Commission (OKACOM); The Zambezi Watercourse Commission (ZAMCOM); The Limpopo Watercourse Commission (LIMCOM) and the Orange-Sengu River Basin Commission (ORASECOM). The main aim of these commissions is a trans-boundary cooperation and sustainable management and utilisation of the shared river basins. Botswana also has bilateral agreement in the form of an MOU with Namibia on cross border water cooperation and the Bi-national cooperation with Zimbabwe on Water Management. Furthermore, the Department of Water Affairs (DWA)) which is mandated to assess, plan, develop and maintain water resources for domestic, agricultural, commercial, industrial and other uses in the whole country. It also assists in the formulation of water resources development and management policies and legislation.

• Adopt a smart-city approach that leverages digitization, clean energy and technologies

Although Botswana has not transitioned to a fully-fledged smart city, there is considerable progress towards that goal. This is mainly through the SmartBots initiative, installation of CCTV cameras in street intersections and installation of centrally controlled traffic lights. In addition, there is a move towards the use of renewable energy as envisaged in the Renewable Energy Strategy of 2017. The CCTV cameras were first installed in Gaborone and Francistown in 2017 as part of the Safer Cities Project to improve safety and security. These cameras have red light violation as well as incident detection, which have improved response systems and quality of investigations. So far, 500 security cameras have been installed, which have resulted in safer urban spaces. In addition, the installation of centrally controlled traffic lights is being piloted in Gaborone under the Gaborone Transport Master Plan. The conversion of traffic lights to centrally controlled smart traffic lights is ongoing. So far, 85% of traffic lights in Greater Gaborone have been converted. The central control systems are being installed and the traffic management system is anticipated to be fully operational in 2022. The Botswana Power Corporation (BPC) is currently implementing installation of smart metres to enable adaptation of smart grid technology, which is required to enable a number of developments including implementation of the Roof Top Solar Programme and controlled electricity demand side management. The roof top solar programme was launched in November 2020 and so far 141.4kW has been approved by BPC for domestic (18) and small consumers (2). In addition, 12 Grid-tied Solar PV Mini Power Plants to deliver a total capacity of 35MW are being developed. SmartBots is one of the initiatives that have been adopted to deliver smart and sustainable solutions to Batswana. This initiative takes advantage of opportunities presented by the fourth industrial revolution to improve service delivery. A key component of this project is government-online, which seeks to digitize all government services. The initiative is fairly new, and so far only application forms have been uploaded in the government website. Although this has improved convenience, there is still need to go to government offices to submit forms and complete transactions. The SmartBots benefits will be fully realised when all transaction can be done online. In 2020, Gaborone City Council introduced the Gabs City Free Wi Fi hotspots in selected public spaces in the city to improve access to internet. This initiative provides free and daily wi-fi for one (1) hour per user. The first phase of this project involved the installation of wi-fi hotspots in ten public spaces in the city of Gaborone. This initiative is expected to be a spring board to the delivery of online services by the city. Internet coverage and low broadband are key issues that should be improved if smart cities are to be realised in Botswana. At 50% internet access at an average speed of 256kilo bytes per second (kbps), major investment in ICT need to be made to support the national vision of a knowledge based economy. The implementation of the National Broadband Strategy is expected to improve broadband coverage and connectivity. The overall vision of the strategy is to connect businesses and communities to a high-speed broadband infrastructure at appropriate quality and affordable prices. As at 2020, 10,600km national fibre connecting 51.6% of cities, towns and villages to high speed open access network infrastructure (BOFINET annual report, 2020). This was achieved through the Fibre to the Business (BTTB) and the Fibre to the Home (FTTH) initiatives.



2: Effective Implementation

2.1. Building the Urban Governance Structure: Establishing a Supportive Framework

 Decentralize to enable Subnational and local governments undertake their assigned responsibilities

Botswana is a democratic republic with a two-tier system of government: national government headed by the president and local government headed by a mayor in towns/cities and a council chairperson in rural districts. There is no constitutional provision for local government in Botswana, and the main legislation is the Local Government Act No. 18 of 2012. The Ministry of Local Government and Rural Development is charged with providing policy direction and guidance. Local government comprises 16 administrative districts (ten rural and six urban), (Country profile 2017-18, The Local Government System in Botswana). Under these, there are 23 sub-districts including four (4) administrative authorities and the Ministry discharges its mandate at the local level through these structures. Governance at the local level is also based on traditional tribal leadership system in villages headed by Dikgosi (Chiefs). This traditional system works cooperatively with other district institutions. Following the 2019 local elections, 19.1% of councilors were women, and in 2019/2020 local government expenditure was 13.7% of total government expenditure. Although councils have legal powers to collect certain taxes, levies and fees, national government provides 80% - 90% of their total recurrent revenue. The budget has been observed to not adhere to the 70:30 apportionment rule between development and recurrent budget as most of the budget goes towards administration at the expense of capital projects (Government of Botswana, 2015a). Statutory council functions include provision of primary infrastructure, tertiary and access roads, health and sanitation, economic and physical development, collection and management of waste, and general maintenance of law and order. To augment the recurrent budget, local governments (cities, town and districts) are expected to raise their own revenue through own revenue sources. As of 2017/2018 the City of Francistown raised 15.5 % of its expenditure from its own sources of revenue whereas the City of Gaborone raised 36.06%. The local governments have the ability to utilize 20% of the capital receipts and general fund without seeking any authorization from the national government, (local government budget with discretion). The main challenge here is that local governments do not have the autonomy which could contribute in improving the city's ability to have financial muscle/independence (municipal finance) and institutional capacity. To address the above, the Government of Botswana has drafted the National Decentralization Policy which is undergoing consultation process. The overall goal of the National Decentralisation Policy is to promote equitable and sustainable development, and enhance citizens' participation by transferring 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. Thus, decentralisation aims to reorganise and empower local government (as an effective tier of Government) to deliver services more effectively and efficiently, and for citizens to have a stronger voice in the public decisions made, (National Draft Decentralization Policy, 2020).

Link urban policies to finance mechanisms and budgets

The overarching policy for financial management at the local level is the Local Government Act of 2012, which promotes collection of revenue form own revenue streams and prudent financial management. This Act is complimented by the Public Finance Management Act and the Accounting and Financial Instructions manual. Local authorities in Botswana are not autonomous and largely rely on Central Government for both recurrent and development budgets. For example, in 2017/2018 the City of Francistown collected 15.5 % of its expenditure from its own sources of revenue whereas the City of Gaborone raised 36.06% (Ministry of Infrastructure and Housing Development, 2018). The National Development and Urban/District Development Plans detail government priorities and budgets over a period of six (6) years. Due to competing needs at national and local levels, these plans rarely cater for all urban development policies, resulting in non-implementation of most strategies in the development plans and policies. There is an urgent need to widen the revenue base at local levels to improve implementation of urban plans. The draft National Decentralization Policy 2020 is anticipated to result in more autonomy of local governments which will improve their financial independence. One of the objectives of this policy is to promote fiscal decentralisation. It is recognised that inadequacies in the Public Financial Management (PFM) systems and intergovernmental fiscal relations have not only been a key hindrance to decentralisation initiatives but also perpetuate dependency. Sub-national entities face financial constraints in delivering the limited range of services they are presently responsible for. In addition to ensuring adequate and predictable flow of funding for decentralised entities to deliver services, there is need for stronger PFM safeguards in functions such as public procurement, budgeting and accounting/financial reporting, to foster prudent, transparent and accountable fiscal management, even as local fiscal autonomy is enhanced. Action is also required to realise long-term fiscal empowerment of local governments especially in areas of local own source revenue generation as well as good PFM practices. Fiscal decentralisation will be anchored on the following pillars- assignment of expenditure responsibilities, allocating revenue sources, designing intergovernmental transfers; and structuring sub-national borrowing or debt. Some of the proposed strategic actions proposed in the draft decentralisation policy, which when implemented will improve linkage of urban policies to finance mechanisms and budgets are as stated below: i) Review the legal framework for fiscal decentralisation to enable predictable and reliable funding to local governments and protection of financial allocations to local governments; ii) Review the Public Finance Management Act in order to design a regulatory framework under which local government borrowing powers will be decentralised; iii) Development of objective, transparent and equitable mechanisms for determining inter-governmental fiscal transfers and put in place sufficient safeguards to ensure prudent and accountable flow, utilisation and accountability for the financial resources allocated to local governments; iv) Allocation of revenue sources to councils to promote their autonomy, accountability and ownership, as well as realise decentralisation efficiency gains and facilitate cash flow management; v) Develop an institutional framework for broad based consultation and participation; vi) Establish appropriate mechanisms for determining and progressively increasing local Government revenue sources for example progressively decentralise retail sales tax; motor vehicle licences; motor fuel tax and user charges to local governments; in addition to the already decentralised property tax vii) Strengthen the capacity for e-government applications in financial management in all decentralised entities, and promote the use of e-government systems to improve PFM efficiency and transparency in local governments; (Draft National Decentralization Policy, 2020).

• Develop legal and policy frameworks to enhance the ability of governments to implement urban policies

Urban planning is governed by the Town and Country Planning Act revised in 2013. This Act makes provision for orderly and progressive development of land in both urban and rural areas, regulates registration of physical/town planners and addresses all matters incidental or connected to spatial planning in Botswana. The revision of the Act in 2013 decentralised some planning functions to local authorities, which shortened the planning permission application process. Its related instrument, the Development Control Code, makes provision for densification and mixed land use development. The code also makes provision for the development of area specific standards, taking cognisance of differences between regions and localities. The National Spatial Plan (NSP), 2018 is the overall planning policy for Botswana. The NSP presents a spatial vision that is founded on Botswana Vision 2036 pillars being; Sustainable Economic Development; Human and Social Development; Sustainable Environment and Governance; and Peace and Security. NSP further promotes sustainable urban planning through establishment of stronger regional and international connections and improvement of spatial governance structures and processes to ensure spatial planning is an essential part of national development planning. The main characteristics of this plan include the following:- i. delineation of Botswana into six spatial regions with unique characteristics and economic potential; ii. strategies to manage urbanisation iii. sustainable use of water, energy and sanitation; iv. improved access and mobility between and within planning regions; v. Inclusive access to housing, ICT, health The most notable feature of this plan is the trans-disciplinary approach to urban development. Other urban development policies/ strategies include settlement development plans which basically guide sustainable urban development in specific cities, towns and villages and the Botswana Land Policy, 2018 which guides land management and administration. Various other policies are being reviewed to make them more responsive and transformational, for example the National Policy of Housing of 2000, National Policy on Disaster, Integrated Waste Management Policy and development plans for targeted locations. The regular development and review of urban policies is anticipated to align interventions to national, regional and global aspirations and foster sustainable urban development. On the other hand, Government through the National Development Plans (NDPs) starting with Botswana's Transitional Plan for Social and Economic Development prepared in 1995 to the current NDP 11, provides funding for planned projects. The NDPs are guided by the long term vision for Botswana: Vision 2036, Sustainable Development Goals (SDGs) and Africa's Agenda 2063. At sub national level, District/Urban Development Plans guide developments to ensure sustained and inclusive economic growth, social development and environmental protection. NDP process is a bottom up approach intended to ensure that financial, manpower and natural resources are used efficiently, effectively and in accordance with national priorities. Implementation is done through the Annual budgets/ Budgets Speech. Thematic Working Groups (TWGs) were established during NDP 10 to bridge the gap between planning and implementation. They are mandated to assess the impact of programmes and review strategic thrust given prevailing economic environment. Apart from prioritising impactful projects and evaluating progress, TWGs have been instrumental in breaking down silos as they bring together all stakeholders that contribute to NDP thematic areas. TWGs report directly to National Strategy Office (NSO), which was established in 2010 to offer strategic guidance to the government and strengthen implementation of policies at national level. It is mandated to coordinate the development and implementation of national strategies through research, monitoring and evaluation of sectoral strategies. This was necessitated by the development of sectoral policies, which did not always complement one another nor translate into transformative programmes. Since its establishment, the NSO formulated the Performance, Monitoring and Evaluation Policy which integrates performance Monitoring and Evaluation into the core public sector management systems (Botswana Performance Monitoring and Evaluation Manual, 2020). It also developed the National Monitoring and Evaluation System (NMES), a depository of all national development indicators. This marked the shift from traditional progress monitoring to results oriented approach. These systems are crucial in ensuring integrated implementation, monitoring and evaluation of urban development policies. They are anticipated to improve performance, accountability and coordination; and hence minimize duplication and wastage of resources. The backbone for development of all these urban statues/policies is to ensure controlled urbanization premised on Agenda 2030 for sustainable development and the New Urban Agenda.

• Build the capacity of local and Subnational governments to implement local and metropolitan multilevel governance

Performance benchmarking and periodic monitoring is central to improving performance. Local governments can be held accountable for their performance (NUA Monitoring Framework and related indicators, 2020). In adopting the New Urban Agenda, member states (including Botswana) committed to review subnational and national performance and compliance in order to ensure responsiveness to needs of all at local and national levels. Performance of local authorities is enshrined in the Local Government Act 2012, the Public Service Act and Public Service charter. Several initiatives developed from the above statutes have been put in place to drive performance basing on agreed service standards which act as indicators of performance. Monthly service standards reports, Mayors' Dash board reports, service standards matrixes which measure efficiency and effectiveness on services delivery are produced and submitted to the Ministry of Local Government and Rural Development (MLGRD). However, publication of such reports on website is not yet done. The service standards are publicized on Councils Facebook pages, notice boards located on strategic areas that are highly accessible. Progress updates presented to local legislators (councilors) at monthly meetings to promote accountability. Performance at local level is guided by the following principles: 1. regard for public interest 2. Neutrality 3. Accountability 4. Transparency 5. Freedom from Corruption 6. Continuity 7. The duty to be informed and 8. Due diligence. Monitoring of the service standards is further done through conducting Customer Satisfaction Surveys on monthly basis at local level and undertaking of Internal and external process audits guarterly by Ministries. Over and above that, there is a number of independent scrutiny mechanisms to ensure the accountability of local authorities in general and these include the Auditor General's Department which is a statutory authority responsible for auditing the accounts of all councils annually, the Local Authorities Public Accounts Committee, appointed by MLGRD which examines the accounts of local authorities periodically, the Ombudsman which deals with complaints of maladministration and the Directorate on Economic Crime and Corruption which investigates alleged cases of corruption in local authorities. These organizations derive their authority from the constitution and from acts of parliament such as the Ombudsman Act, the Corruption and Economic Crime Act, the Accounts and Audit Act and the Local Authority Procurement and Asset Disposal Act (Country Profile 2017-18, The Local Government system in Botswana).

• Implement participatory, age- and gender-responsive approaches to urban policy and planning

In Botswana community involvement in development planning is a legal requirement supported by the Constitution and different Acts. Botswana's vision 2036 through its pillar of Governance, Peace and Security identifies participation by all as a necessity. It takes cognisance of the role played by civil society organisations in reaching the grassroots. The bottom-up planning approach whereby communities are consulted is the backbone of civil society engagement during the drafting of district/urban development plans and spatial settlement plans. The district/urban development plans are economic plans with a lifespan of five to six years, while spatial ones (which defines the physical development of our cities/districts) are valid for up to 25 year. For production of economic development plans, consultations are done with the participation of all institutions operating at the district level, coordinated by the Office of the District Commissioner, whereas spatial plans are coordinated by spatial planners. Village and Ward Development Committees established at village and ward levels through the Local Government Act, 2012, play a major role in coordinating developments at the local level in line with Botswana's principle of bottom-up planning, where developments are to be discussed with communities before implementation. The village/ward development committees are used to reach the community. Dikgosi (traditional leaders) play a critical role in mobilising communities for consultation on all government policies and programmes at the local level. This system is adopted throughout the country and applies both to district and urban/cities setup. Although these methods worked in the past, a marked decline in the participation of communities has been observed in recent years. There is a call for online consultation platforms to cater for the urbanites and the youth, who constitute the majority of the population in Botswana. A mix of consultation channels should be used to allow for engagement and involvement of diverse members of the community in urban planning, implementation and monitoring of development.

Achieve women's full participation in all fields and all levels of decision-making

Women Councilors and Mayors in the last three elections

	2009		2014		2019	
Councilors	#	%	#	%	#	%
Female Councilors	139	23.1%	110	18.1%	116	19.1%
Male councilors	464	76.9%	499	81.9%	489	80.8%
Total Councilors	603	100%	609	100%	605	100%
Chairpersons						
Female	1	6.3%	3	18.8%	2	12.5%
Male	15	93.7%	13	81.2%	14	87.5%
Total	16	100%	16	100%	16	100%

Source: Ministry of Local Government & Rural Development Administrative data,2020

Image: Figure 2.1.6: Women Councilors and Mayors in the last three elections

Botswana has purposed to ensure equal access and promotion of women participation in all levels of development. In its Vision 2036, Botswana commits to be a society where all men and women have equal opportunity to actively participate in the economic, social, cultural and political development. Emphasis is on ensuring equal women participation and representation in politics and domesticating human rights treaties that aim to promote gender equality, empower women and make deliberate efforts to end gender discrimination and gender-based violence. Following the 2019 election, 19.1% local government councilors were women. Even though this is a 1% improvement compared to the 2014 election where women representation was 18.1%, it is too still low. Out of the elected, 9.5% are within the youth bracket as defined by the Youth Policy in Botswana (that is between ages 16 to 35 years). It is observed that there has been a drop in terms of women representation with regard to mayors/chairpersons, in the year 2014 the representation stood at 18.8% whereas in 2019 it dropped to 12.5%, showing a decline of 6.3%. Refer to table below. The number of female legislators at national level is 9%, following the 2019 elections (IFES Election Guide October, 2019). Furthermore Botswana has 49% females in the judiciary and 44% in public service. Indicator 19: Percentage of women in leadership and decision-making positions in: a) Politics Parliament = 9% (6 Female, 59 Male) Local Government = 18% (110 Female, 499 Male) b) Public sector = 44% c) Judiciary 49% (37 Female, 38 Male) d) Private sector = 21.6%

Implement integrated and balanced territorial development polices

Botswana has a tiered system of spatial planning extending to all levels of government, that is, national, regional and local levels, comprising a large variety of instruments. At the apex of the hierarchy is the National Spatial Plan (NSP), which came as a recommendation of the National Settlement Policy (2004). The National Settlement Policy provides a comprehensive set of guidelines for national physical planning, guides the distribution of investment according to settlement hierarchy and encourages equitable distribution of investment in order to achieve spatially balanced development. Next in the hierarchy of plans is the regional plans. A regional approach to development planning is relevant in the management of land-use conflicts or the evolution of urban settlements in their relationship to one another and in the delivery of programmes at regional level. At the bottom of the hierarchy is the development plans, which guide developments in settlements. In Botswana, all settlements are expected to have a development plan. Although there is no urbanisation policy in Botswana, the National Spatial Plan is considered as one as it coordinates spatial and economic development countrywide. NSP which is a long-term, 20-year strategy seeks to influence spatial development in order to promote equitable social development, promote vibrant economic growth, and maintain a sustainable environment. It meets the key components of an urban policy as discussed below:- a) Responds to population dynamics NSP presents the vision to concentrate Botswana's future population in three polycentric urban clusters and 8 selected regional centres and to densify urban centres, following a compact, smart growth model. It reviews Botswana's population growth trends and discusses where future growth will be encouraged. It sets the direction for future population growth, which includes designating preferred growth areas and designating a green preserve for wildlife and tourism where growth will be discouraged. b) Ensures balanced regional and territorial development The NSP identifies new planning regions and highlights initiatives that affect each region along broad themes of economy, mobility, environment, governance and social development. The initiatives provide a framework and strategic guidance from a national planning perspective to guide lower level regional and settlement development plans. c) Increases local fiscal space The NSP integrates spatial planning and economic planning by aligning to the National Transformation Strategy and the National Development Planning (NDP) and budgeting cycles. This is to ensure spatial cohesion of the NDPs and adequate budgetary support for implementation of spatial policies and initiatives. As a framework for national development planning, subnational spatial planning and sectoral planning, NSP will largely be implemented by means of adherence by all sectors. Over the next twenty years of the plan, the Government will prepare three sets of national development plans (NDP-12, NDP-13 and NDP-14); their corresponding set of district development and urban development plans, and revisions or updates of almost all settlement development plans. All these plans are expected to align and consider the spatial-development aspects of their proposals and ensure that they are in line with NSP. In light of the above assessment, Botswana falls in category 5, which corresponds to 75 percentage points, and hence considered as a developing and implementing a national urban policy that contribute to the achievement of Target 11.a. Number of cities / districts in which plans and designs are publicly accessible to residents (on-line) and can be consulted at all times Development plans are prepared through comprehensive consultation, which promotes age- and gender-responsive participatory approaches at all stages, from conceptualization to design, budgeting, implementation, evaluation and review. Traditionally plans in Botswana undertake consultations in the form of meetings and workshops with relevant stakeholders throughout the planning stage. 100% of cities and towns have development plans that have gone through this participatory process. Currently all development plans are not available online but they are available in strategic places to ensure access to all and ensure transparency and accountability. The government is currently developing online platforms for cooperation and consultation.

• Integrate housing into urban development plans

Spatial planning plays a key role in ensuring sustainable urbanization. It not only provides a framework for the distribution of land for various uses but also drives socio-economic, cultural and environmental visions from both national and subnational levels. When done in a proactive and people centred approach, planning fosters adequate housing and prevents slums. Spatial development in Botswana is guided by the Town and Country Planning Act, 2013, the National Spatial Plan (NSP), local development plans and the Urban Development Standards (UDS). The National Spatial Plan, 2019 recognizes the need for more integration of sectors in the use of land for various purposes including housing delivery. It proposes a two thronged approach to housing- the elimination of existing housing deprivations and the need for new, diversified housing to meet emerging needs and tastes particularly in high demand areas like cities, towns and urban villages. It goes further to map housing deprivation hotspots, and identifies overcrowding, sanitation, substandard structures and low densities as key challenges. It also provides a high impact, overarching framework which advocates for slum upgrading programmes, targeted planning of housing in high demand areas, densification and mixed use in urban centres, delivery of houses as opposed to allocation of plots and development of a standard set of housing definitions for uniform interpretation of housing adequacy. The revised Town and Country Planning Act (TCPA) of 2013 and the Development Control Code (DCC), 2013 and the development plans play a key role in housing delivery. This Act is only applicable to planning areas, which consist of cities, towns and major villages. The TCPA makes it mandatory to prepare development plans and detailed layout plans for these areas within two years of declaration, ensuring orderly development. The DCC advocates for mixeduse concept that facilitates the integration of diverse but compatible uses into a single development. Deliberate action has been taken to promote densification within urban centres to meet the ever increasing housing demand. At neighborhood design level, the UDS guides the design of detailed layout plans. All neighbourhoods are designed in such a way that they include housing for low, medium and high income households. This development model has been instrumental in ensuring equitable service distribution. In addition, the UDS ensures appropriate levels of services for social facilities, public spaces and road networks. In addition to planning interventions, consistent annual budgeting for low income and social housing programmes has been instrumental in preventing fully fledged slums in Botswana. The National Policy on Housing of 2000, directs subsidies to low and lower middle income households, who are more in need of financial support. An annual budget is availed to all cities, towns, and districts for the implementation of the low income housing programmes as well as the provision of housing to destitute persons and remote area dwellers. It is the mandate of all Local Authorities to determine housing needs in their localities, request for funding and oversee construction of units. Low income households are subsidised in the form of interest free loans payable over 20 years, whereas destitute households are provided with housing for free. Since 2016, an amount of BWPP229, 100,000 is paid out in the form of housing subsidies for approximately 2,500 households each year, with the exception of 2019/2020 and 2020/21 which had massive budget cuts due to COVID19. This constitutes approximately 1.6% of the total capital budget. A major limitation of these programmes is that they only offer finance to households that have land. As a result, most urban households who have no plots are not able to benefit from the programme. More often than not, funds that are earmarked for urban areas are ultimately diverted to rural areas where land is in more abundant supply. This has negatively affected urban households, who are in even greater need for affordable housing. It is apparent that affordable housing is an integral part of land policy, and cannot be achieved unless transformative commitments are made in delivery of land for housing in urban areas. In particular, there is need for a policy shift from individual plot allocation to mass housing delivery, particularly in cities and towns. 14% of Botswana's households live in slum conditions, with Gaborone and Francistown having incidences of 10.3% and 9.2% respectively. The most notable deprivations include inadequate sanitation, which affects 35.1% of households and overcrowding which affects 13.7% households. Furthermore, 18.4% of households live in structures that are not durable, rendering them unsuitable for protection against weather elements. According to the NSP, a total of twenty one thousand (21,000) new housing units are required each year to meet the growing demand. This need for housing keeps growing each year, and cannot be met by government alone. The housing policy currently under review advocates for private sector and community self-help housing initiatives. This is anticipated to not only strengthen stakeholder participation in housing delivery but also ensure accountability and ownership, which reduces the burden on government. The National Policy on Housing is being reviewed to improve access to adequate housing. One of

the proposals of the policy is a low housing programme specifically targeting urban households that have no plots. Under this programme, multi residential developments will be constructed and allocated to qualifying low income urban households. In addition to the review of the housing policy, there is need for more aggressive interventions addressing slum conditions. The implementation of the PSUP needs to undertake concrete action addressing key deprivations and improving living conditions of the urban poor.

Include culture as a priority component of urban planning

As the cities expand, urban heritage conservation policies are increasingly challenged by urban pressures. Critical conservation issues which include unplanned infrastructure, uncontrolled tourists development, urban densification, urban sprawl have been observed to impact the physical integrity of monuments, archaeological sites or historic landscapes and the authenticity of the urban layout, through demolition or alterations. Urbanization therefore affects the cities' identities, physical testimony of their multifaceted history and cultural values they embody. This calls for urban planning policies that protects the cultural and natural heritage. Urban planning in Botswana is governed by the Town and Country Planning Act of 2013. The Act advocates for protection, preservation and conservation of cultural landscape and cultural heritage at all levels of planning. Whenever development plans are produced at district/city/town level, existing historic and cultural heritage sites are taken cognisance of. The urban image and building heritage of urban areas are mainly protected by the planning regulation. Final protection is done during implementation of detailed design plans. The design proposals are guided through the design pallets contained within the development plans to promote and conserve the cultural heritage of settlements. Furthermore, the Ministry of Environmental, Conservation and National Parks through the Monument and Relics Act, 2001 developed guidelines to guide planners and developers in envisaged projects both at the rural and urban areas. Section 19 of the Act stipulates the need for pre-development archeological and environmental impact assessment. Pre-development Archaeological Impact Assessment (AIA) and Archaeological Mitigation is the application of archaeological/historical research to an area earmarked for development prior to commencement. This includes architectural history assessment and inventory of archaeological and historical resources in the project area. The importance of these resources and the likely impact by the proposed project is assessed, and recommendations on preservation and mitigation options suggested (). All these processes are required to be undertaken prior project implementation in line with Section Part VIII of the Town And Country Planning Act 2013 which is the overall Act guiding Urban planning in Botswana. The Act protects all archaeological and historical monuments, sites, buildings, relics and artefacts dating before 1902, and gazettes recent historical buildings and natural monuments. These may not be damaged, removed or destroyed without the minister's permission. The newly adopted urban planning strategies on urban renewal and revitalization have given culture an important role in the planning, design and development of our cities. Innovative culturally inspired zones and building designs have been introduced to promote the uniqueness of each city or town. For example, the Kasane Township which is a tourist destination promotes the use of traditional and culturally used material in building construction. It has also deliberately proposed building designs that resemble the cultural or traditional tools that are used with such specific town, e.g. sisigo (silo). This will create a unique town that has a sense of belonging as residents will be able to relate easily with it; promoting freedom, vitality, meaning, identity and innovation.

• Implement planned urban extensions and infill, urban renewal and regeneration of urban areas

Land use is guided by the development plan documents which are valid for up to 20 years. This plan is a land utilization framework which indicates how scarce land resources can be equitably distributed to cater for competing uses. The plan also outlines a spatial growth management strategy aimed at accommodating future growth and development of the city. Cities in Botswana are challenged in terms of accommodating the ever increasing population and providing for the needs for various land use categories. The Development plans envisaged that the city's population growth would be accommodated in freehold and tribal land adjacent to the cities. The freehold land available is of high cost making it difficult to acquire such land for the expansionary needs of the city. For the same reasons, it is even more difficult for majority of individuals to access such land. The land use mix is very low at 0.49 in Gaborone and 0.51 in Francistown which indicates that the use of land is not optimal (Ministry of Infrastructure and Housing Development, 2018). It is therefore necessary to put in place planning reforms that will encourage both horizontal and vertical mixing of land uses.

 Improve capacity for urban planning and design, and training for urban planners at all levels of government

The Town and Country Planning Act (TCPA, 2013) makes it mandatory for every urban planner who wishes to practice in Botswana to register with the Director of Town and Country Planning to ensure adherence to planning standards and principles. This is anticipated to build human capital, improve planning and service delivery. The Act further empowers the Director to gazette the names of all registered urban planners every year, a process that has been in force since 2015. To this end, 243 planners have been registered, of which 179 are males while 64 are females. 81% of urban planners are in public sector while the remainder are in private sector. According to the 2011 population and housing census, Botswana has a total population of 2 024 904, which means each urban planner serves 8,334 persons. This translates to 12 urban planners per 100,000 persons. Although urban planners have basic skills, they operate below capacity and are unable to tackle contemporary challenges. The capacity gap is not only a result of limited skills transfer but also institutional framework. The role of planners at local level has been reduced to development control at the expense of more proactive and transformational roles like facilitating economic growth, urban resilience, sustainable urban development and inclusivity. The unclear roles and overlapping functions between the Ministry of Land Management, Water and Sanitation Services (MLWS) and the Ministry of Local Government and Rural Development (MLGRD) have resulted in lack of planning oversight and coordination of urban planning across local authorities, leaving the urban planners at sub national level without the requisite guidance on complex planning matters. This reactive planning has resulted in focus on burning issues, and the role of planning in creating a conducive environment for business and thriving human settlements has been neglected. There is an urgent need to introduce specialised services in order to solve complex urban development issues. The key competencies captured in the position paper by the Pula Institute of Town Planners in 2019 include the following:- i. Settlement planning & urban design ii. Research & capacity development in GIS and Geomatics and urban Demography iii. Environmental planning particularly climate change, urban resilience planning, and transport planning iv. Community Planning (Housing & Slum upgrading) v. Urban Economics, for example municipal infrastructure financing vi. Planning legislation (Strategic planning, and urban policy development) The development of these competencies should be against the backdrop of institutional reforms and role clarity between national level planners at MLWS and local planners at MLGRD and a paradigm shift from the traditional, rigid planning to a facilitatory and transformational role.

Strengthen the role of small and intermediate cities and towns

64% of the population in Botswana lives in urban areas, a figure expected to rise to 84% in 2050 (UN-DESA, 2018). The high urbanization rates are fueled by rural urban migration, settlement reclassification and natural growth (Ministry of Lands and Housing, 2015). Unlike in other countries where urbanisation has resulted in primacy of major centres, in Botswana development has been relatively balanced and population evenly distributed. The largest population is in urban villages (43%), followed by villages at 36.1% and cities and towns at 20.9%. (Statistics Botswana, 2018). 10.9% of the population resides in Gaborone, the capital city. This could be attributed to policies to reduce primacy and ensure balanced development. The National Settlement Policy 1998 has been instrumental in achieving relatively balanced territorial development in Botswana. Its main objective is to curtail the development bias of investment in towns particularly the capital city, Gaborone. It details the hierarchy of settlements in Botswana and guides the distribution of resources to reflect the population, economic potential and level of infrastructure for each settlement category. This has gone a long way in developing small and intermediary towns, thereby retaining and attracting population. Molepolole, Serowe and Palapye are some of the localities that have experienced unprecedented population growth. On the other hand, outmigration has been experienced from the cities with Gaborone experiencing an immigration of -12,220, Selebi Phikwe -7,602 and Francistown -5,853 (Statistics Botswana, 2017) This could be attributed to migration to the hinterlands, which offer cheaper accommodation; and growth of secondary cities like Palapye, Maun, Kasane and Molepolole. The National Spatial Plan, 2019 contains value propositions that have been identified looking at the comparative advantage and key economic opportunities of different regions over the main towns and cities. It details how urban and rural clusters should be planned so that they are environmentally sustainable, socially equitable and economically vibrant (Ministry of Land Management, Water and Sanitation Services, 2018). Eleven planning regions with distinctive characteristics like beef and leather industries, tourism, mining and farming have been identified. Although this plan is still new and yet to be fully implemented, it is anticipated that this growth model will promote balanced, well connected territorial development. Furthermore, the various regional and development plans have contributed immensely to equitable and orderly development in secondary cities and towns. Inspite of plans to promote equitable development, some towns are experiencing a decline. Lobatse and Selebi Phikwe have been experiencing consistent decline over the past decade due to decreased economic activity. To strengthen the role of these towns, the Lobatse Revitalisation and the Selebi Phikwe Economic Diversification plans were formulated. Interventions are in the form of investment incentives and capital injections for the implementation of diversified economic activities. The impact of these initiatives are yet to be realised.

• Implement sustainable multimodal public transport systems including non-motorized options

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2.3. Means of Implementation

• Develop financing frameworks for implementing the NUA at all levels of government

The New Urban Agenda was adopted after the approval of the National Development Plan 11, as well as the Urban and District Development Plans in 2016; hence some initiatives were not sufficiently integrated. However, most priorities that were identified during the preparation of Habitat III country report were incorporated. The mid-term review of NDP11 and the DDP/ UDPs also presented an opportunity to realign priorities to the New Urban Agenda and the Sustainable Development Goals. The Ministry of Infrastructure and Housing Development coordinates the monitoring and reporting of the NUA. It mainly plays a co-ordinatory, advocacy and mobilisation role to ensure stakeholder participation. This role is crucial since the NUA cannot be achieved by a single entity but requires active engagement and integration of all organisations, communities, civil societies involved in urban development. The NUA is assigned to officers who assume NUA duties as an added responsibility. The National Habitat Committee (NHC) provides oversight role on the implementation of the NUA. The lack of an office specifically driving the NUA constrains effective integration, implementation, monitoring and evaluation of initiatives. This is exacerbated by the largely inactive NHC since 2016. The NUA does not have a specific budget. However, different sectors at all levels of government are required to integrate it in their plans and budgets. This requires active engagement and awareness on the NUA, and buy in of the different sectors, which is an ongoing and progressive process. The effective integration of efforts is constrained by the persistence of silos. Furthermore, the mandates of organisations that drive the different NUA initiatives are not aligned to the NUA commitments and indicators, hence their tracking is not consistent. Going forward, it is crucial that the National Habitat Committee be resuscitated to promote integrated planning and development. Furthermore, the engagement of stakeholders and different constituencies should be strengthened to ensure alignment of sector plans to the New Urban Agenda. This engagement is particularly necessary at decision and policy making decision to improve political will.

 Mobilize endogenous (internal) sources of finance and expand the revenue base of Subnational and local governments

The overarching policy for financial management at the local level is the Local Government Act of 2012, which promotes collection of revenue from own revenue streams and prudent financial management. This Act is complimented by the Public Finance Management Act and the Accounting and Financial Instructions manual. It is imperative that local governments harness the resources they have to come up with own revenue sources and strategies to maximise collection. The National government only assists the local governments with approximately 80 -90% of revenue budget and the local authorities are to raise the remaining in order to ensure efficient service delivery at the local level. The local governments more especially cities have developed Revenue Collection Strategies and inventories of sources of revenue which guides their budgeting and collection of revenue from own sources. The local governments have the ability to utilize 20% of the capital receipts and general fund budget without seeking any authorization from the national government, (local government budget with discretion). Even though local governments have that ability to use certain budget percentages, the challenge has been that the local authorities have to stick to approved budgets by National/Central Government. As for 2017/ 2018 the City of Francistown collected 15.5 % of its expenditure from its own sources of revenue whereas the City of Gaborone raised 36.06% (Assessment Progress Towards Urban Prosperity Francistown and Gaborone, 2017/18). The low financial capacity not only affects service delivery but also perpetuates reliance on central government. The implementation of the Draft National Decentralization Policy 2020 whose objectives include fiscal decentralisation is anticipated to result in more autonomy of local governments.

• Formulate sound systems of financial transfers from national to Subnational and local governments based on needs, priorities and functions

The state funds local governments at a percentage ranging between 80-90% for recurrent expenditure through the Revenue State Grant and 100% for the development budget. The local governments are expected to raise the remaining percentage from their own sources of revenue to achieve the 100% budget required. The funds differ from one municipality to the other depending on their size, economic activity and population. The development budget is based on project prioritization and more often than not, the allocated budget does not meet local needs. The proportion of the Ministry of Local Government and Rural Development recurrent budget was 13.9% (P7.15 billion) of the total Ministerial Recurrent expenditure of P51.37 billion. The bulk of funds goes towards recurrent expenses as opposed to the capital budget. For example, transfers and grants as revenue support grants to local authorities constituted 60.5% of the total Ministry of Local Government and Rural Development budget (BWP3.8 billion out of 6.28billion) for financial year 2018/2019. This does not adhere to the universal norm of 70:30 apportionment rule between the recurrent and development budgets, indicating that a large portion of the budget goes towards administration and salaries at the expense of capital projects (Ministry of Land and Housing, 2015).

• Expand opportunities for city-to-city cooperation and fostering exchanges of urban solutions and mutual learning

International city-to-city (C2C) partnerships, also known as twinning or sister cities, have evolved from their beginnings as a facilitating instrument of international friendship and cultural exchange at the local level, to a powerful tool for capacity building, learning, and economic and social development in developing countries. Cities in Botswana also enjoy these partnerships, which are mostly based on Memorandum of Understandings signed. The City of Francistown, which is the second city of Botswana, so far has signed Memorandum of Understanding (MoU) with the following cities; City of Genk, Belgium, Livingstone City Council, Zambia, City of Tai'an, China and City of Davenport, United States of America. Most of these twinning arrangements provide opportunities for cities to learn from each other, receive expert support and to exchange ideas on their cultural and urbanisation challenges. Partnerships with the city of Genk, Belgium dates back as far as 2003 and areas of cooperation include promotion of dialogue and cooperation in matters relating to youth and entrepreneurship, sharing of knowledge and resource mobilisation to facilitate teaching, learning and multi-language in the education sector, to address matters arising from Gender Based Violence and strategy development. The cooperation also covers waste diversion and recovery, climate change, strengthening resilience and cultural exchanges. Over and above that, the City of Francistown was assisted financially by the City of Genk to implement community based projects. The relations between City of Francistown and Livingstone focused more on issues of local democracy, governance, municipal co-operations; and with the City of Tai'an it focused in the fields of environmental protection, education, culture, community service, social administration and city planning, so as to promote the mutual prosperity. Cooperation with the City of Davenport focused on Community and economic development, culture, education, environmental and public education. The major challenge is that most of these twinning arrangements are dormant and need to be resuscitated.

• Implement capacity development as an effective, multifaceted approach to formulate, implement, manage, monitor and evaluate urban development policies

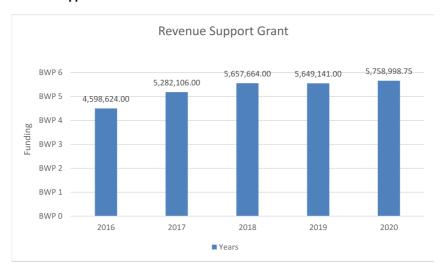
The role of proactive, transformational policies in promoting economic growth, environmental sustainability cannot be over emphasised. As engines of economic growth, the prosperity of cities depends on how well they are planned and designed. This calls for efficient development plans that are implemented, monitored and evaluated regularly for continuous improvement. In recognition of the importance of capacity to develop and implement plans in achieving sustainable urban development, urban planners, economists, and other built environment practitioners are continually being trained in urban development. Each year, a budget that is set aside for capacity building on identified skills gaps to ensure that planners possess the requisite urban development skills. All two (2) cities, four (4) towns and ten (10) districts in Botswana have trained staff in sustainable development policies. Monitoring and Evaluation is however still to be improved. 84.7% of planners are at district level whose main responsibility is implementation. (MLWS, 2021). As a result, their focus is on implementation without the requisite policy analysis and evaluation skills. Furthermore, there are concerns that the focus is on development control as opposed to creating a conducive environment for investment. Monitoring tends to be output based and lacks analysis of impact of planning decisions on economic growth, urban development and livability. Similarly, planners based at ministry/national level, focus on policy making, monitoring and evaluation and can confidently formulate policies and analyse them. Upon approval, the district planners are expected to run with implementation. Although this approach develops specialization in terms of competencies, the major downside is that it constrains the versatility of planners to deal with a wide array of complex urban development issues. Rarely do planners possess both formulation, implementation, monitoring and evaluation skills. More often than not, focus is on pressing issues as opposed to the development of long term visions for the cities, towns and the districts. Going forward, it would be necessary for planners to be regularly trained on urban development, particularly the role of urban planning and design in stimulating investment and promoting livelihoods. Furthermore, there is need for comprehensive training on monitoring and evaluation and distribution of the National Performance Monitoring and Evaluation Manual to all planners and built environment professionals countrywide.

 Build the capacity of all levels of government to work with vulnerable groups to participate effectively in decision-making about urban and territorial development

In Botswana, community involvement in development planning is key and a legal requirement stipulated in the Constitution and different Acts. Botswana's vision 2036 through its pillar of Governance, Peace and Security identifies participation by all as a necessity. It takes cognisance of the role played by civil society organisations in civic participation, particularly at the grassroots. Urban planning and management in Botswana is characterized of bottomup planning whereby communities are consulted during the drafting of the spatial and economic development plans. Village and Ward Development Committees established at ward and village levels through the Local Government Act, 2012, play a major role as coordinators of developments at the local level in line with Botswana's principle of bottomup planning, where developments are to be discussed with communities before implementation. The role civil society, trade unions and faith based organizations play as the piece-mouth of the communities in identifying development gaps and advising government on the best solutions on socio-economic issues is actively harnessed. This allows for engagement and involvement of the local communities in urban planning, budgeting, implementation and monitoring of developments earmarked/planned for their communities hence promoting the spirit of democracy. To further ensure involvement of the grassroots, Botswana has active civil society organization which bridges the gap between government and the vulnerable groups. The Botswana Homeless and Poor People's Federation is one of the active organization that has contributed tremendously in terms of ensuring the needs of the vulnerable groups are known and addressed by government. Their involvement is instrumental in the upgrading the slum conditions in Gaborone, Francistown and Lobatse. There is however need to improve the participation so that communities and vulnerable groups are more involved in their development. This requires deliberate measures to unlearn some approaches like consulting just to tick the boxes, and involving communities at advanced stages of planning. There is need for community based participatory approaches to planning which involve communities from inception of projects. There is also need to use social media and other e-platforms to effectively engage the youth.

• Engage local government associations as promoters and providers of capacity development

Revenue Support Grant allocated to BALA since 2016



Source: Botswana Association of Local Authorities, 2021

Image: Figure 2.3.2.4 a: Revenue Support Grant allocated to BALA since 2016

Local government associations in Botswana include Botswana Association of Local Authorities (BALA) and Botswana Association of Tribal Land Authorities (BATLA). These associations provide a key service in promoting local governance and advisory services pertaining to land management respectively. Both associations receive subventions from government, with BALA receiving a fixed percentage whereas BATLA receives funds at the discretion of government. Botswana Association of Local Authorities (BALA) was established in 1983 to promote unity, solidarity, cohesion and cooperation among Local Authorities in Botswana. The Association consists of Councilors and Chief Executives of Councils, as well as Councils themselves as Corporate Members. The over-riding objective of BALA's establishment is to contribute towards a strong, democratic and developmental local government in Botswana. The association also engages and collaborates with government on matters that affect its members. The association is enshrined in the Local Government Act No. 18 of 2012 and its objectives are to: provide and strengthen local governance; provide opportunities for members to discuss issues of common interest; collaborate and engage with national government on matters of mutual interest; and build partnerships, networks and coalitions with strategic organisations. Similarly, BATLA is a non-governmental, non-partisan and non-profit making organisation registered with the Botswana Registrar of Societies in 1991. The association has also recently been recognized under the Tribal Land Act of 2018. Its main role is to advise government on key land management issues and advocate for the conditions of service and welfare of Land Board members. Other duties include undertaking studies on land management, environmental policy and development planning, technical input during negotiation for international agreements, and fostering exchange of information and networking between BATLA and other at local and international levels. BALA has played a pivotal role in developing the capacity of both the national and local leaders. It has been instrumental in ensuring success of decentralised cooperation between cities. The association supports municipalities and cities in implementing the SDGs, in close cooperation with other partners, such as United Cities and Local Governments –Africa (UCLGA), city to city partnerships, Commonwealth Local Government Forum (CLGF) and also through capacitation of the local legislatures and players on implementation of SDGs at local level. Its main funding is from national government, which ensures that 0.015% of Revenue Support Grant for all Councils is allocated to run the office of BALA. Some donor agencies have also provided modest support The amount allocated to BALA by government since 2016 is indicated in figure 2.3.2.4a below. BATLA relies on members BWP100 joining fees and BWP100 monthly subscriptions for its daily operations. MLWS also provides an annual subvention of which there is no committed amount. Due to the low funding, the association is not able to fully discharge its mandate. For example, it has not managed to undertake research on key land management issues. It heavily relies on the various forms of operational assistance by the Land Boards through the Board Secretaries. This comes in the form of human

resources, travel and accommodation and hosting of meetings. The funds transferred to BATLA by local government are as shown in the table 2.3.2.4b below.

Government Subvention to BATLA

YEAR	AMOUNT
2015	P100,000.00
2016	P100,000.00
2017	P100,000.00
2018	P2,016,811.00
2019	P456,000.00
2020	P0.00
2021	P0.00

Source: Botswana Association of Tribal Land Authorities, 2021

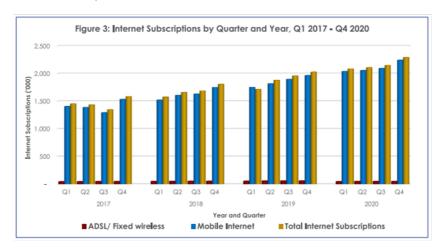
Image: Figure 2.3.2.4 b: Government subvention to BATLA since 2015

 Implement capacity development programmes on the use of legal land-based revenue, financing, and other tools

Land management is guided by the Botswana Land Policy revised in 2019. This policy provides a comprehensive approach to land management that seeks to balance competing land uses, and promote economic competitiveness, diversification, food security and adequate housing. Land management is plagued by acute land shortages (serviced land) for residential purposes and the resultant distortions of the market caused by allocation of free plots in tribal areas due to the prevailing land tenure systems. There Is an urgent need for land in urban areas which are hemmed in by tribal land, and have no room for expansion. This requires improved capacity and innovation to manage and administer land within the context of the existing arrangements so that optimal value of land can be realized through land based revenue and other financing tools. Generally, land officers are competent in valuation of land, levying of land tax, transfer duties. There is however need for further training on more land based revenue and financing tools, and so far, none of the land officers in Botswana has received such training from the UNHABITAT and other institutions. Plans for this training are at infancy stage, being part of the cooperation framework with UNHABITAT signed in December 2020. Material on land value capture have been shared with land administration staff, and training sessions will be organized throughout the duration of the cooperation. This engagement is expected to result in improved capacity on land based revenue and financing. The implementation of the Land Administration Procedures, Capacity and Systems (LAPCAS) influenced the curriculum at two universities to introduce courses on land management, valuation and estate management. This is expected to build capacity on land management as well as land based financing.

• Develop user-friendly, participatory data and digital platforms through e-governance and citizen-centric digital governance tools

Internet subscriptions between 2017 and 2020



Source: Statistics Botswana, 2020

Image: Figure 2.3.3.1: Internet Subscriptions between 2017 and 2020

In an effort to leverage the fourth industrial revolution and transform Botswana to a knowledge based economy by 2036, the SmartBots strategy was developed in 2020. Its main themes include digitisation and innovation, knowledge workforce and global competitiveness and leaving no one behind. One of the key components of SmartBots is government online, which seeks to digitize all public services so that Batswana can access services efficiently from the comfort of their homes. This has been given urgency by the COVID19 pandemic, which necessitated working from home, and limited the movement of people. Government online targets the whole government with the intention to develop a 1-government approach and one window to government through the government website www.gov.bw. It involves the automation and integration of processes for improved service delivery. The website provides information on all services offered by government ministries and contains application forms for various services offered by government. However, there is need for regular update of information that is of interest to the public for example policy documents, guidelines, decisions on tenders, service standards etc. In addition, there is need to go beyond the availing of documents to make provision for complete online transactions. This requires huge investments in ICT equipment, systems and internet, particularly at household level. A steady rise in internet subscriptions has been noted since 2017 as depicted in figure 2.3.3.1. Access is however concentrated on the middle and high income households, and there is need for measures to improve connectivity to low income groups. Furthermore, the average broadband speed is 256 kbps, which is too low for meaningful e-governance. The investment in ICT is being done progressively, with the anticipation that by the end of 2016, a knowledge based, citizen eccentric society would be achieved.

 Implement digital tools, including geospatial information systems to improve urban and territorial planning, land administration and and access to urban services

The establishment of the then Department of Town and Regional Planning (now Department of Town and Country Planning (DTCP)) in 1972 facilitated the enactment of the Town and Country Planning Act of 1977. Since its inception in Botswana, spatial planning was done at two levels, the central and local level. At central government, DTCP did policies, development plans and standards on the use of land to guide planning in the country and this involved the use of GIS. Cities and district councils mainly enforced the development plans and standards formulated by DTCP and they did not use GIS in carrying out their mandate. There are 2 cities and 16 district councils and these relied on DTCP for any GIS work needed. The Town and Country Planning Act revised in 2013 delegated some planning functions to the cities and district councils. Although some planning functions have been delegated to the councils, this was not followed by corresponding resources and capacitation. Councils are required to prepare settlement plans using GIS but this has not been practical. However, the restructuring of planning departments at Councils is being considered to establish GIS units. Furthermore, government has made it a priority to capacitate Urban Planners on GIS. Digital tools are also being used in the administration of land. All records were digitised through the Land Administration Procedures, Capacity and Systems (LAPCAS). This project has various components utilising digital tools which include national land registration, updating of cadastral information system, National Spatial Data Infrastructure, and the Land Information System. Capacity is being developed at district level to ensure implementation of tools at local levels.

• Build capacities at all levels of government to effectively monitor the implementation of urban development policies

Following the adoption of the NUA, an implementation framework containing key local interventions was developed. The drafting was spearheaded by a multi stakeholder technical team which followed a participatory and inclusive process. After approval of the framework, presentations on the NUA were done in various forums including National Planners Seminar, World Town planning Day, World Habitat Day. The presentations were on the key urban issues, key interventions and the need for monitoring and reporting on the NUA framework. At these workshops, physical and economic planners from all cities, towns and districts (2 cities, 4 towns and 10 districts) were consulted. The focus on the technocrats however means that the policy makers and political leaders were not consulted as adequately. Furthermore, the change of leadership during the 2019 elections requires that more consultations to be made, particularly at local levels. The Sustainable Development Goal 11 Monitoring and Reporting Project that was implemented in partnership with UNHABITAT and UNECA in 2017/2018 through the City Prosperity Initiative provided an opportunity to improve capacity of national and selected local governments on the generation of data on key human settlement indicators. The project was piloted in Francistown and Gaborone, which constitute a third (33%) of towns and cities in Botswana. Through this project, various structures were trained on computation of indicators using globally adopted metadata. These include the SDG11 Steering Committee comprised of decision makers from civil society, academia, UN agencies, and ministries; the Technical Working Group comprising of technocrats from organisations contributing to the SDG11 as well as local project teams comprising of officers from the local governments. This project was instrumental in building capacity to generate and update data on key NUA indicators at both national and city levels. For more impact, it is necessary that the CPI be rolled out to other towns and districts to ensure that all local governments can measure and monitor urban indicators. Every other year, two town/ urban villages will be profiled. It is expected that by the next quadrennial reporting, capacity would have been improved in four towns/urban villages. To sustain the momentum, every effort will be done to ensure that all where capacity has been built, frameworks for regular monitoring and reporting are put in place. The establishment of National and Local urban observatories have been identified as priorities, and are expected to be implemented by 2025.

• Strengthen all levels of government and the civil society in the collection, disaggregation, and analysis of data

To institutionalize evidence based policy making, there is need for frameworks on data collection, analysis, storage and sharing. Just after the adoption of Agenda 2030, the baseline indicator framework was developed, detailing baseline data for indicators that were domesticated in Botswana. This framework is invaluable as a reference point to gauge progress and effectiveness of urban policies. The framework however has glaring data gaps, which raises the need to improve data collection efforts. The SDG 11 monitoring and reporting project referred to in 2.3.3.3 played a great role in supporting collection, disaggregation and analysis of data. Cities of Gaborone and Francistown (33%) were capacitated in computation, interpretation of data. The City Prosperity Index (CPI) reports that were produced by this project contain disaggregated data and actions that are required if sustainable development is to be achieved at local level. Moving forward, the CPI will be upscaled to other towns and urban villages to build their capacity to monitor and report on urban indicators. In addition, Government has strengthened efforts to establish policy and research departments in all ministries to improve collection and analysis of data. Although these departments are yet to be fully resourced and capacitated, they demonstrate a commitment to develop evidence based policies. There is however need to develop these departments at sub national level to strengthen collection of disaggregated data.

Part 3: Follow-up and Review

3. Follow-up and Review

As part of efforts to improve the implementation of the New Urban Agenda in Botswana, efforts are being made to integrate the monitoring of the NUA with existing systems and data collection frameworks, particularly the National Monitoring and Evaluation System. In the interim, sectors will be required to submit data on indicators on an annual basis. Ultimately, the National Urban Observatory will be established to facilitate regular update and sharing of urban data in Botswana.

Additional Information

1. Website: https://gov.bw

2. Social Media





Ministry of Infrastructure and Housing Development

Report

