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FINAL REPORT:

TECHNICAL ASSISTANCE FOR
SELEBI-PHIKWE TOWN COUNCIL'S
SELF-HELP HOUSING AGENCY

This report was prepared by J. Ronald Campbell, Low-Income Housing Advisor of the Cooperative Housing Foundation, as part of the USAID OPG No. 690-0092, which provided twenty-six months of technical assistance to the Selebi-Phikwe Town Council's Self-Help Housing Agency. This OPG was in support of the World Bank funded Urban II Project, which also provided funding for a six-month extension of the technical assistance.

December, 1982

TABLE OF CONTENTS

| | |
|--|----|
| PREFACE..... | i |
| I. INTRODUCTION..... | 1 |
| A. Background..... | 1 |
| B. Terms of Reference | 1 |
| II. FRAMEWORK AND SYSTEM..... | 2 |
| A. Staff Analysis..... | 2 |
| Recommendations..... | 4 |
| B. Training needs..... | 5 |
| Recommendations..... | 5 |
| C. SHHA Sections..... | 6 |
| Recommendations..... | 8 |
| D. Accounting System..... | 9 |
| Recommendations..... | 10 |
| E. Stores..... | 11 |
| Recommendations..... | 13 |
| F. Debt Management..... | 13 |
| Recommendations..... | 15 |
| G. Necessary Physical System..... | 16 |
| Recommendations..... | 16 |
| H. Relationship of SHHA and other Council Departments..... | 17 |
| Recommendations..... | 19 |
| I. Service Levy..... | 20 |
| Recommendations..... | 22 |
| III. URBAN II COMPONENTS..... | 23 |
| A. Infrastructure..... | 23 |
| B. Horticulture Component..... | 23 |
| C. Low-Cost Sewered Plots..... | 23 |
| D. Sanitation..... | 24 |
| Recommendations..... | 25 |
| E. Plot/BML Applications/Allocations..... | 26 |
| IV. CONCLUSION..... | 27 |
| <u>APPENDICES</u> | |
| I. Cost Recovery/Debt Management | |
| II. Job Descriptions | |
| III. An Analysis of Low-Cost Sanitation Alternatives for Selebi-Phikwe | |
| IV. Staff Phasing Schedules | |
| V. Audit-4 | |
| VI. Priority Schedule | |
| VII. Low Cost Sewered Plots | |

Preface

At the beginning of the CHF Advisor's technical assistance assignment (February 1980) in Selebi-Phikwe, Botswana, the Selebi-Phikwe Town Council's (SPTC) Self-Help Housing Agency (SHHA) consisted of seven personnel. This small agency grew to a full complement of 83 personnel by the end of the assignment (August 1982). These figures reflect the scope of the assignment, which included general institutional development. As a result of the CHF Advisor's assistance and of efforts by SHHA staff, a solid management system is in place. In order to provide a foundation for sustaining the system, all staff members were trained (by the CHF Advisor and senior SHHA staff) in their duties and roles within that system. Although weaknesses and areas of concern do exist, the SHHA should now be able to perform its duties with reasonable ease and efficiency.

This Final Report examines key issues faced by SHHA in the initial and the current stages of institutional development, minimizing intricate details while emphasizing SHHA's present implementation capacity. In addition, the Report includes recommendations to help SPTC SHHA identify areas requiring further attention.

The author was impressed with SPTC's overall willingness and commitment to work diligently in the effort to improve and enhance SHHA's ability to house Selebi-Phikwe's low-income residents. If the SHHA is able to maintain this commitment, it should have little difficulty in sustaining its efforts, and in improving the system to achieve new levels of efficiency.

J. Ronald Campbell
December 1982



The SPTC SHHA staff designed and adopted this logo to help establish SHHA's presence in the town.

I. INTRODUCTION

A. Background

A CHF Advisor was provided to the Government of Botswana (GOB) for two years through a USAID Operational Program Grant. The request for this technical assistance originated from the Selebi-Phikwe Town Council (SPTC), who wanted its Self-Help Housing Agency (SHHA) to obtain a solid foundation in project implementation. The project (Urban II) in Selebi-Phikwe was a P5 million (1.00 Pula = \$0.92) urban development effort, funded by the World Bank and GOB. At the end of the two-year technical assistance period, the World Bank funded a six-month GOB/CHF contract extension.

Urban II included the development of 908 new site and service plots, upgrading of 1600 squatter plots, and completion of 1700 existing plots (whose development was started independently by SPTC). In addition, Urban II provided funds (P1.5m) for a building material loan (BML) program which was available to Certificate of Rights (COR) ploholders for new construction and home improvement. This project was designed and planned by GOB officials and World Bank staff in 1976-78; the Loan Agreement was signed in 1978.

B. Terms of Reference

The SPTC SHHA Terms of Reference (TOR) requested technical assistance (TA) to replicate the management system established at the Gaborone Town Council (GTC) SHHA. The TOR areas of concentration were staffing, training, and project implementation. These inter-related areas required a manpower requirements study (based on implementation needs and areas of expertise for a housing production and management

institution), formulation of an operating budget, design and implementation of a comprehensive training program (e.g., self-help construction supervision, financial, and community management), and the establishment of workable procedures to ensure project implementation.

Initially, the SPTC SHHA was uncertain how Urban II and the TA would affect SHHA responsibilities. This uncertainty fueled low staff motivation levels and combined with inadequate supervision to retard effectiveness, breeding confusion over agency goals. In order to counteract this situation, the staff was given opportunities to identify problems, necessary changes, tasks, goals, and priorities which helped improve the staff's personal commitment to SHHA. (See Appendices for Priorities Schedule.)

II. FRAMEWORK AND SYSTEM

A. Staff Analysis

At first, the SHHA was understaffed, necessitating a study to determine staffing requirements. The first such study, based on optimal client:staff ratios, was later revised to minimize inflationary effects on the monthly Service Levy. The subsequent recommendations placed a larger responsibility on each staff member, leading to problems in the supervision of Ward level construction and community development staff, who report to section heads at Headquarters through the Ward Officer (senior Ward Office staffer).

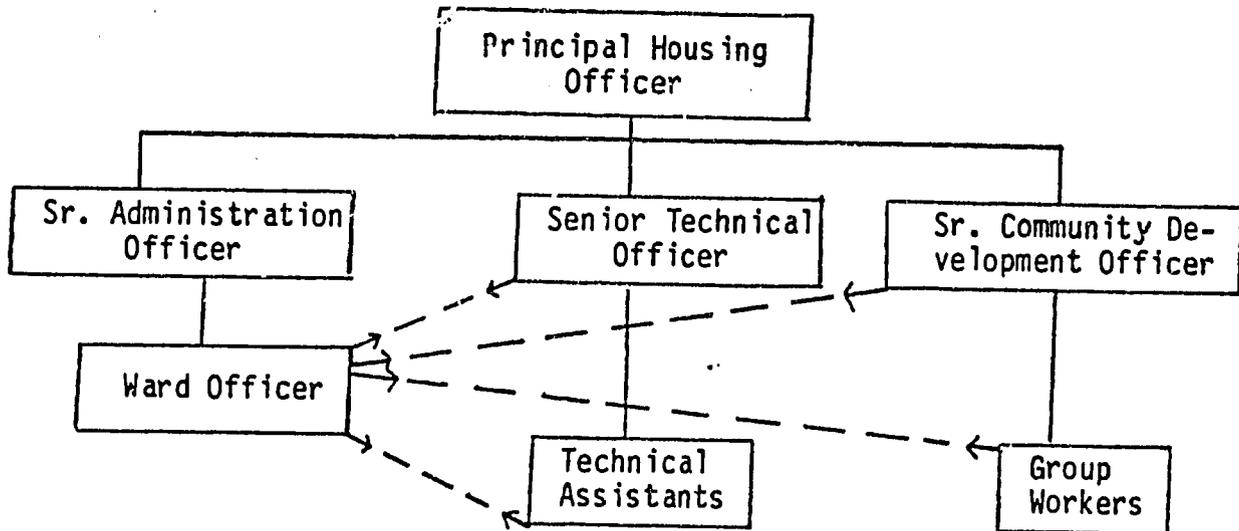


Figure 1

The above arrangement caused some confusion in on-site supervision, lines of communication, and task assignments. While reinstatement of the Senior Technical Assistant (STA) and Assistant Community Development Officer (ACDO) positions would alleviate the problem, it would also inflate the Service Levy.

The original job descriptions were samples from GTC SHHA, which were filed at SPTC SHHA Headquarters. These samples were revised, compiled in a booklet, and distributed to all staff. This effort helped foster a team concept, encouraging the staff to work toward a common goal. In spite of significant progress in this area, periodic clarification of individual roles and specific duties within the agency should continue as an integral part of SHHA activities.

Job qualifications were also updated after an analysis revealed that some appointees were under-qualified. Internal constraints at Unified Local Government Service (ULGS) -- the civil service/recruitment arm of the Ministry of Local Government and Lands (MLGL) -- affected this problem, but SHHA minimized the difficulty by including

copies of job descriptions and required qualifications with each vacancy report. Although ULGS responded favorably, SHHA still has difficulty obtaining fully qualified personnel which increases SHHA's training responsibilities.

Recommendations. These and subsequent recommendations are intended to assist SPTC and MLGL in their effort to sustain and improve SPTC's implementation capability.

- 1) Analyze staff:client ratios every year in relation to plot development activity. Transfer any redundant staff to other SHHAs.
- 2) Analyze cost benefit of reduced field supervisory staff (STA and ACDO) versus benefit of better supervision of technical and community development field staff.
- 3) Review the job descriptions with each section annually, making necessary revisions.
- 4) Review administrative procedures semi-annually with each section to sustain good performance and to solicit feedback for possible revisions.
- 5) Secure authorization to interview prospective employees before official appointment. Exercise authority to recruit and recommend individuals for specific vacancies.
- 6) Standardize qualifications for SHHA staff throughout Botswana. Advise ULGS of these qualifications and obtain commitment from ULGS to search for appropriately experienced personnel.

B. Training Needs

The introduction of a new management system and the prevalence of underqualified staff made training a top priority. Previously, training needs were addressed in broad terms by ULGS, which was sufficient for general education purposes but less responsive to specific task-oriented training needs. Additionally, the senior officers did not consider themselves trainers, assuming that junior officers would learn from their peers.

Instilling a responsibility for training in the senior officers was an important goal that was enhanced by a manual (authored by a CHF short term consultant) for designing, planning, and implementing training sessions. This training manual enabled senior officers to assist with comprehensive training in all aspects of the management system as described in by the SHHA Procedural Manual (produced by this author and distributed by MLGL to all SHHAs).

An extensive analysis of specific on-going training needs for SHHA staff was compiled by the author and submitted to MLGL.

Recommendations

- 1) Promote the concept that senior officers are also trainers and must address staff training needs.
- 2) Conduct training of trainers (senior officers) using the Training Manual as a "textbook."
- 3) Define on-the-job training, including its scope, materials, frequency, and facilitating body.
- 4) Conduct review sessions for all procedures at least once a year. Review more critical procedures semi-annually or

quarterly (especially debt collection, materials inventory control/disbursement, and accounting).

- 5) Design and implement training sessions according to the training needs analysis in the Appendices.
- 6) Promote and encourage trainee participation in all sessions, relying on role-plays, simulations, and "hands-on" methods to enable trainees to practice what they are expected to know.
- 7) Confer official recognition for on-the-job training sessions in the form of a certificate or letter. Complement on-the-job training with formal training by having on-the-job training lead to formal training opportunities.

C. SHHA Sections

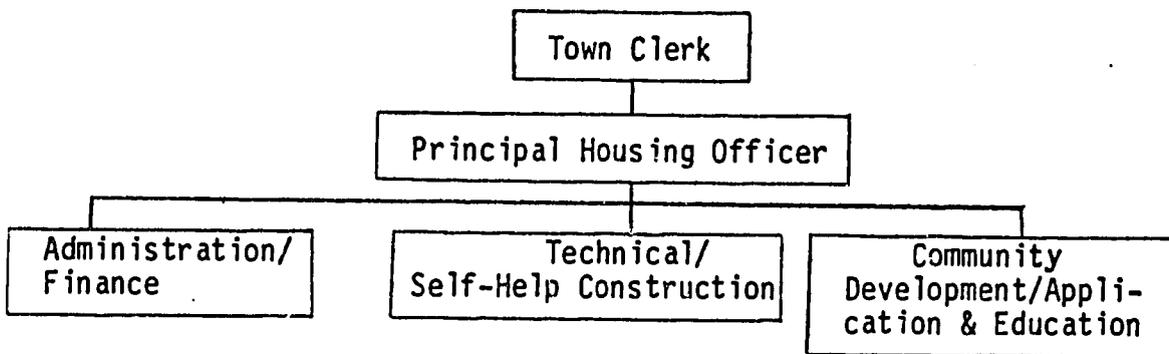


Figure 2

In early 1980, the hierarchy and management system of SPTC SHHA, though appropriate for a small agency, required re-structuring to meet the responsibilities of implementing a large project. The structure in figure 2, replicated from GTC SHHA and now firmly in place, provided the necessary model.

The administration/finance section is responsible for maintaining plot files, debt management, supplies procurement, building material inventory control, Service Levy and BML accounting, and Ward Office administration. This section's areas of concern were the lack of codified procedures, inaccurate accounting records, poor access to debt information, inexperience with office management, insufficient staff, and incomplete plot files. Office management (especially supervisory control) and priority-setting are two areas still requiring attention; all other areas were improved and rectified.

The Community Development (CD) section was virutally non-existent, but grew to full capacity by 1981. This section is charged with educating ploholders of their rights and responsibilities, including the requirement of monthly Service Levy payments. These important goals were not fully attained because a general weakness exists within the section. First, most of the field workers are young women who cannot command the ploholders' respect (cultural traditions being a major factor). Second, the section lacks a senior level CD officer. In addition, the field staff often voice reluctance to enter the field for house-to-house visitations. This occurs in part because the young women fear intimidation. The Principal Housing Officer (PHO) has good CD experience and often helps this section. However, she does not have time to give the day-to-day leadership and supervision that a fully-qualified senior CD section head could.

The Technical Assistance (construction) section has always been the strongest section. The Senior Technical Officer (STO), who is assisted by a Canadian Volunteer, has shown himself to be a good

leader, organizer, planner, and trouble-shooter. This section's responsibilities include processing BML applications, advising ploholders on affordable house designs, producing materials lists, assisting ploholders with building material invoices, advising ploholders of good construction practices, maintaining plot development files, and checking that plot developments adhere to government and council regulations. The staff in this section are somewhat underqualified but do have practical experience (if weak in theory) and participate in regular monthly meetings that review procedures and problems. The remaining concern is confusion over regulations for "traditional" houses and control of developments relative to planning and building regulations. [Note: the STO resigned for a position with the Botswana Housing Corporation after the initial writing of this report.]

Recommendations:

- 1) Ensure that all staff understand and have copies of the Procedural Manual (especially those parts of the manual relevant to each section), so they may always be certain of their roles and tasks. Review all procedures semi-annually, recording any revisions for inclusion in the Manual country-wide.
- 2) Maintain checks and balances (or introduce more effective ones) as outlined in the Procedural Manual.
- 3) Strengthen office management practices, particularly supervision and organization/planning in the Ward Offices.

- 4) Institute regular semi-annual inspections to evaluate accuracy of accounting system, adherence to procedures, relevance of policies, and accuracy of filing system.
- 5) Introduce goal setting at the Ward Offices, requiring Ward Officers to state their goals over a two week or one month period. Evaluate why goals were not met at a subsequent meeting.
- 6) Strengthen the Administration Section with confirmation of a qualified Senior Administration Officer.
- 7) Acquire a Senior Community Development Officer to head the CD section.
- 8) Recruit older people from the low-income areas as Group Workers and team them with the younger women.
- 9) Define what constitutes a "traditional" house and codify building guidelines for such a structure.
- 10) Obtain an immediate replacement for the STO.

D. Accounting System

The original, manual accounting system at SPTC SHHA contained numerous inconsistencies and illegible entries, which were corrected through an extensive reconstruction process. This also helped SHHA learn the following points: posting and receipting tasks were more effectively executed when assigned as individual responsibilities; filing of application forms and plot allocation approvals were essential for billing start-up times; filing of receipts was essential; posting errors occurred mostly through plot number errors; double posting and non-posting of receipts occurred; and the

check/balance system was not effectively maintained nor able to minimize errors.

Once the records were deemed fully correct, the accounts were summarized on a transfer schedule and recorded onto the Audit-4 (Olivetti) Automated Accounting Machine. The Audit-4 enabled the SHHA to adopt a computer-type system with built-in checks, printed copies of all postings, and printed summaries of daily and monthly activities. (See the Appendices for a description of this system which CHF produced.)

The system remains in place and should be accurate. Errors can still occur if the receipt is incorrectly completed (plot no., name, or amount errors), the wrong amount is posted on the Audit-4, a receipt is lost, a ledger card is mis-filed or misplaced, etc. However, detailed procedures to prevent these and other problems were included in the Procedural Manual. The only other problems lie in the Treasury Department's Revenue Office, which could utilize the Audit-4 reports more effectively in its reconciliation efforts and supervisory functions over SHHA accounts.

Recommendations

- 1) Maintain separation of duties for receipting and posting.
- 2) Train Ward Officers (or other field officer) in Audit-4 operation to enable them to better supervise Accounts Clerks and to substitute when necessary.
- 3) Review posting procedures periodically with all Accounts Clerks and Revenue Collectors.

- 4) Update the SHHA Accounting Manual and make sure all Accounts Clerks, Ward Officers, and Senior Administration Officers have a copy.
- 5) Require the Senior Administrative Officer (or delegated officer) to monitor and check all major reports for possible errors. Require Ward Officers and Accounts Clerks to check print-out sheets for possible errors in daily postings.
- 6) Expand the Audit-4 system to assist the Treasury Department or to complement a larger Council automated system.
- 7) Encourage the Revenue Office in particular and the Treasury Department in general to utilize the Audit-4 produced reports to strengthen their "watchdog" roles and check/balance functions.

E. Stores

The original building material stores program was limited in scope and followed GOB Central Stores Regulations. However, with the advent of 1000 new and 1600 upgrading plots, the stores' responsibilities dramatically increased. Four new warehouses were constructed and a new stores management system was introduced to accommodate these increased responsibilities.

First, a complete inventory was taken in order to rectify the manual records, which were then transferred onto the Audit-4 system. Simultaneously, all BML records were checked and rectified. These records were also transferred to the Audit-4 system (see description of this system in Appendices). The major problems encountered were very similar to those found in the previously mentioned manual

accounts rectification exercise. The goal was to integrate the stores inventory control and BML accounting with one another as part of the overall management system to help control Service Levy and BML arrears. The details for this system are spelled out in the Procedural Manual and the Audit-4 Manual, which strive to anticipate problems and itemize a step-by-step process. The only remaining problems center on follow-up of existing procedures--the staff need to review and practice the procedures. Revisions can be made, but should always be codified and added to the Procedural Manual. The staff must remember that the procedures were designed to protect them in an area involving public money -- deviation from the procedures without senior level concurrence can lead to difficulties.

The stores system offers plottolders inexpensive building materials (wholesale plus 5%) through cash sales, BML disbursements, or a combination of both. In addition, SHHA provides tractor transportation to facilitate quick delivery, which helps eliminate delays in the self-help process. As the program grew, a new purchasing/disbursement system was installed, generating country-wide adoption of modifications in the Stores Regulations. Thus the SHHAs were able to order and receive building materials directly from suppliers. (These modifications and their procedures are included in the Procedural Manual.) However, the new system only applies to the building material program, not to SHHA's overhead requirements which must adhere to GOB's standard Stores Regulations.

Outstanding areas of concern include specific accounting by Treasury of cash sale revenue, physical stock-takes once a month by

SHHA, periodic stock takes by Treasury as "watchdog," and posting addition to stores at time of delivery.

Recommendations

- 1) Establish an accounting record of all cash sales revenue so the money may be recycled into building material purchases and not "lost" in general revenue.
- 2) Ensure the SHHA Administration Section complies with the monthly physical stock-take requirement.
- 3) Ensure that the Treasury Department fulfills its watchdog role more frequently, including periodic inspection of warehouses, stock-take (inventory), and review of records.
- 4) Review the specific procedures for all aspects of the stores program (see the Procedural Manual) regularly and evaluate them to verify that they are appropriate and correctly applied.
- 5) Remind all staff that the Modifications of Stores Regulations relate to regulations, not procedures -- they must be executed to the letter, unless GOB states otherwise. The PHO and Treasurer must ensure that the Modifications are strictly enforced because any unauthorized deviation will be liable for punitive action.

F. Debt Management

Since the manual accounting system was initially in disarray, early debt management/collection efforts were sporadic and unfocused. The advent of the Audit-4 system brought detailed, accurate plot-by-plot summaries of monthly arrears, enabling SHHA to mount more

effective collection efforts. In addition, since the Audit-4s were located in the Ward Office (revenue collection points) certain procedures could be utilized to promote payments. For example, only paid up-to-date ploholders could receive building materials:

The debt collection issue is complex (see paper on Debt Management in the Appendix), involving many factors. No one method or technique ever had a major impact on the rate of arrears. Even the State Land Act Regulations proved less effective than expected. Real improvement of the situation seems to lie in constant implementation of several methods and techniques (see the Procedural Manual). Furthermore, one must consider how certain cultural aspects affect debt management. For example, Botswana's traditional triangular residential pattern including village/cattle-post/garden seems to hold the modern work place as an incongruous addition. Selebi-Phikwe presents an additional problem of being a mining town with a short 12-year history and an uncertain future -- most Phikweans do not identify Selebi-Phikwe as "home." These factors seem to have an influence on ploholders' priorities and motivation in relation to Service Levy payments; i.e., other commitments receive more attention.

The recent revisions of the State Land Act Regulations may help improve the situation, but they must not be treated as a panacea. The long awaited plot repossession clarification will have an impact, but the SHHAs must not neglect other techniques. In addition, several inherent delays in the original Regulations may still affect the new ones (e.g., delays in printing Gazette notices, in delivering summary warrants and warrants of execution).

The entire cost recovery effort could be enhanced by a national campaign to encourage payment, Councillors' support of SHHA's collection efforts, and political leaders' participation in education efforts to help people understand the importance of making consistent and timely payments.

Basically, a solid framework exists at SPTC SHHA to combat arrears. However, the lack of rigorous political support, a national news campaign, and consistent enforcement merge with weak follow-through efforts to create a situation where most people perceive Council's collection efforts as inconsequential. In order to counter this attitude each Ward Office should choose several collection techniques, using them consistently and zealously.

Recommendations

- 1) Review the list of collection techniques in the Procedural Manual. Require each Ward to pursue consistently several techniques.
- 2) Require payroll deductions of all Government or Council employees who own a Certificate of Rights (COR) plot.
- 3) Implement the State Land Act Regulations with vigor.
- 4) Eliminate administrative delays caused by red tape or overworked staff.
- 5) Expand education efforts through radio talk shows, radio question and answer discussions, role plays, newspaper and cinema advertisements, slide shows, and the like. Explain how Service Levy payments will have a return for them and their children.

- 6) Commission a survey to identify why people do not pay, remembering statistics indicate that affordability is not the major problem.
- 7) Analyze the cause and promote those motivating factors responsible for the following situation: analysis of a year's Service Levy revenue revealed that the amount received equalled 73% of the collectable amount even when including arrears due from the previous years; this discovery sharply contrasts with the 50-60% 30-day arrears level, indicating that people do pay, albeit belatedly.

G. Necessary Physical Systems

Ward Offices were constructed in each area to serve a minimum of 1000 plots and a maximum of 2200 plots, providing a cost-effective approach to decentralization of project management.

Equipment and vehicle needs were analyzed to determine the minimum requirements for project implementation. Likewise, a communication system (VHF radio) was acquired to establish an effective means to control the transportation system and to communicate with field staff (telephones are not available in the Ward Offices, though the radio system would still be appropriate in conjunction with telephones).

Recommendations

- 1) Continue the practice of having a Ward Office responsible for not less than 1000 plots nor more than 2200 plots.
- 2) Ensure that each Ward has access to one vehicle -- replacement vehicles should have a 6-passenger cabin with truckbed

(compare GTC SHHAs vehicles). The SHHA needs one operating 7-ton truck.

- 3) Schedule maintenance checks for equipment to keep all furniture, office equipment, and vehicles in proper working order.
- 4) Analyze transportation costs (especially petrol), which form a major portion of SHHA overhead, and control the transportation system to minimize overall costs.

H. Relationship of SHHA and other Council Departments

Originally, SHHA was a small department that relied on other SPTC departments to fulfill many housing related responsibilities. As Urban II developed, SHHA assumed most implementation responsibilities, including its own accounting, construction supervision and inspection, and community development (SHHA related only). In addition, SHHA's advocate role increased, giving SHHA a greater responsibility in monitoring the delivery of services. This general shift was essential to improve overall project implementation capacity. However, some problems have arisen.

The Town Engineer, the Social Welfare, and the Town Treasurer's Departments are most affected by the shift. Currently, the Treasury Department is responsive to SHHA's requests and needs. Though some problems occur in supervision of Revenue Collectors (tardiness, field collections, and weekend work) who are seconded to SHHA by Treasury, in reconciliation of cash boxes, in the use of Audit-4 reports, and in understanding administrative procedures (a problem for both

departments). However, Treasury helped SHHA produce precise procedures and job descriptions to overcome these problems.

The Social Welfare Department and SHHA experience problems in the definition of responsibilities, communication links and information-sharing between the two departments. SHHA's community development responsibilities are very distinct and separate from Social Welfare, yet the two departments can work hand-in-hand in many areas. The two current Department Heads are aware of this possibility, but are hindered by previous misunderstandings of departmental responsibilities. Resolution of these difficulties could help both Departments identify destitutes, confirm destitute status, combat health problems, encourage community projects, locate absentee ploholders, and improve a sense of community.

The Town Engineer's Department receives a major portion of SHHA's inter-departmental attention because the Engineer's Department is responsible for delivery and/or maintenance of key services (water, refuse collection, road maintenance). Significant progress has been made in these areas; for example, SHHA developed a complaint system (see Procedural Manual) to help identify problems and to notify the appropriate Department for action. In addition, the Engineer's Department recently agreed to produce refuse collection and road maintenance schedules, and is also working with SHHA to confirm public standpipe maintenance. The remaining areas of concern are effective communication, definition of responsibilities, response time to special requests or complaints, and comprehension of administrative procedures between the two Departments.

Overall, these Departments and others within Council seem to lack an understanding of SHHA's goals and responsibilities, which worsens the above mentioned problems and requires urgent action.

Recommendations

- 1) Distribute copies of SHHA's Procedural Manual to all Council Departments. Conduct a seminar with all Department Heads to review the manual and clarify any questions.
- 2) Codify administrative procedures for Treasurer's, Engineer's, and Social Welfare Departments and circulate as in recommendation 1.
- 3) Continue the practice of producing schedules for road maintenance, refuse collection, and standpipe maintenance to monitor and improve delivery.
- 4) Define Social Welfare's and SHHA's responsibilities in site and service areas to facilitate cooperation and eliminate confusion.
- 5) Review Treasury/SHHA procedures in the Procedural Manual to clarify and reconfirm responsibilities in revenue collection, cash box reconciliation, weekend or after hours work, and on-site supervision.
- 6) Establish a regular meeting with these Departments and the Town Clerk to foster a Council team concept, to promote cooperation, and to keep each other informed.
- 7) Establish personal communication links between the PHO and each of the other three Department heads.

I. Service Levy

From 1972 until 1981, the SPTC charged a nominal fee for water supply. This "Service Levy" was thus popularly known as a Water Fee, which caused plotholder education problems when the fee was replaced by an economic Levy. Plotholders perceived the Service Levy as paying for water only, even though Service Levy components include refuse collection, road maintenance, SHHA costs, secondary infrastructure costs, street lights, sanitation sub-structures, 5% default factor, a short-fall factor (this item is temporary until all plots are allocated), and an adjustment for a GOB development grant (P90.00 per plot given only once, at time of allocation). Upon GOB's request, SHHA analyzed these components to determine exact costs, which are now reviewed every year in conjunction with preparation of annual estimates. (Procedures for those calculations are included in the Procedural Manual.) The results provided the basis for determining the economic Service Levy (all expenditures to equal revenue).

As more portions of Urban II are included in the Service Levy (notably secondary infrastructure, sanitation pumper, and sanitation substructure), the Service Levy will rise to about P12. Then, as the development grant is used up, the Levy will increase by another P1.50 (softened from a P3.00 rise by a concurrent drop of P1.50 when the short-fall factor falls away). This will result in a Service Levy of about P13 (not including inflation factors) by 1985, which requires a per annum income of P624 according to current affordability criteria (i.e. 25% of income toward housing). In addition, plotholders will have to pay for building materials using cash or the BML.

SHHA costs constitute 63% of SPTC's Service Levy, making this component a top priority for review. The PHO and Administration Officer, who have been trained in budgeting principles, are able to limit inflationary increases. However, close evaluation must occur annually to determine staff:client ratios in relation to plot development progress. This is particularly important for Group Workers and Technical Assistants whose work loads will decrease as plots are completely developed.

Refuse collection and roads maintenance components are fairly straightforward; however, these costs must relate to expenditures based on services actually delivered. The Engineer's Department's liaison with SHHA staff and the use of delivery timetables has helped SHHA analyze such costs, identifying the standard of services plotheolders genuinely receive.

Water costs increased in one year by 61% and remains a major source of concern. Water wastage, use by non-plotheolders, overuse by plotheolders, and dripping faucets require better control to forestall further inflationary effects.

Currently, the sanitation substructure component is included in the Service Levy, causing an accounting problem that may also interfere with debt management practices (e.g., one Service Levy amount is applicable for plotheolders with the GOB supplied substructure while a different amount applies to those who supply their own substructure). Different ways of billing this item must be examined to minimize administrative difficulties, while ensuring the State Land Act may be used to enforce payment.

Finally, the ploholders still require more education efforts concerning the Sevice Levy's purpose and use. The Councilors have participated in several seminars on the Levy and should be key participants in future explanation efforts.

Recommendations

- 1) Continue and expand education efforts on the Service Levy. Conduct these efforts in seminars, role plays, slide shows, question/answer sessions for the public, SHHA staff, Councillors, and Council Department Heads.
- 2) Analyze cost-benefit aspects of SHHA costs to reduce unnecessary expenses.
- 3) Evaluate staff needs annually and reduce staff through transfers to other SHHAs as work loads decrease.
- 4) Ensure Refuse and Road Components reflect costs of services actually delivered, not of delivery estimates.
- 5) Obtain public-standpipe schedule from Water Utilities Corporation every month to analyze water consumption -- action should be taken whenever a standpipe uses more than 100kl of water (20 plots sharing a standpipe should use about 4kl on each plot).
- 6) Refer to the Procedural Manual whenever completing Service Levy calculations. Consult MLGL when preparing calculations, keeping them apprised of problems and of any variations used in the procedures. Involve representatives from the Treasury Department when calculating a new Levy.

III. URBAN II COMPONENTS

A. Infrastructure

All secondary infrastructure items were completed by October 1982 with the exception of the street lights. However, several delays during planning and execution adversely affected SHHA's plot allocation schedule, which combined with sanitation component delays postponing plot allocations until 1982. Nevertheless, secondary infrastructure now requires minimal attention other than periodic maintenance, evaluation of user-acceptability, analysis of cost versus beneficiary-affordability, and study of costs to expand the street-light system (a high priority as voiced by beneficiaries).

B. Horticulture Component

The Horticulture Component aspired to generate employment opportunities, supply fresh vegetables for the community, and serve as a model of good horticulture practices. Only five people were allocated horticulture plots, but these ploholders were heavily subsidized by SPTC to defray water costs. SPTC researched many water-supply possibilities over a two-year period, but was unable to identify an affordable option. Therefore, the component was shelved and the ploholders given an option to move (or pay full economic water fees). SPTC plans to reserve the Horticulture Plots in the hope a viable option will enable the component to be revitalized.

C. Low-Cost Sewered Plots

The Low-Cost Sewered Plots were originally intended to provide housing for the middle-income group using self-help principles and COR Tenure. However, a serious debate erupted over type of tenure (COR, Agreement for Sale (AFS), or Fixed Term Grant (FTG)), access to SHHA

assistance and the BML, and affordability factors. The use of FTG would restrict the plots to higher income groups. Also, the plots are costed at P5.63 per square meter (including a 25% premium) compared to P1.91 for a High Cost Plot. Therefore, some sort of subsidy or cross-subsidy is necessary, which could place subsidized plots in the hands of high income groups (assuming FTG tenure).

This complex issue requires closer study of the subsidy aspect, the intended beneficiaries, and the original intention in relation to GOB's housing policy. Studies have been completed on monthly costs, affordability aspects, and various tenure options, (see Appendices), all of which can help provide a basis for compromise to enable allocation of these plots. [Note: GOB opted for COR Tenure after the initial writing of this report.]

D. Sanitation

Urban II included P70 per plot (plus contingencies) in the BML component for sanitation units. However, this proved inadequate after technical studies of ground conditions (see sanitation paper in Appendices) revealed several problems. This resulted in a two-year delay while alternative proposals were prepared, financing obtained, toilet design altered, affordability factors reviewed, and Council clearance obtained. At this time, the program is well in hand with February 1983 designated as the projected completion date for construction of all substructures. The major technical problems involved a high water table and a high rock horizon. Problems with the water table still affect ploholders during heavy rainfall, though

the pits are lined and in some cases raised above ground level to avoid particularly wet areas.

Another problem may occur in 2-3 years when the pits require emptying. Cultural constraints prohibit servicing by hand shovel. Additionally, expensive and technically sensitive equipment may prevent easy use of "pumpers." MLGL is aware of this problem and is looking for solutions. However, SPTC should prepare itself for the time when it may have to respond to ploholders' requests en masse for servicing--how, when, who, with what will SPTC respond? SPTC could also consider a pilot project using the dry, sanitized waste matter as fertilizer in the park (MLGL's Public Health Engineer could assist in such a project).

Recommendations

- 1) Conduct a survey in late 1983 to determine ploholder acceptability of infrastructure standards, comparing results with original study that analyzed ploholders' preferences.
- 2) Meet with FTC to learn how they manage to keep their Horticulture Component viable. Investigate possible subsidy resources with Water Affairs to revitalize this component. Explore alternate land-use possibilities with MCC Horticulture Extension Officer, Ministry of Agriculture, SHHA, and Town Planner.
- 3) Resolve the tenure issue for Low-Cost Sewered plots as soon as possible.

- 4) Ensure that future projects focus more clearly on sanitation requirements, technical problems, and costs to avoid the delays encountered under Urban II.
- 5) Retain the policy of allocating plots only after installation of the sanitation substructure, but schedule installation appropriately so as to be completed in conjunction with other secondary infrastructure works. (Use same concept for all such works.)

E. Plot/BML Applications/Allocations

Plot and BML applications are slow despite intensive efforts by SHHA to encourage both. The most significant factors influencing this situation are: 1) people do not seem to understand the entire self-help scheme in spite of repeated education efforts, 2) people within Phikwe are uncertain about the future of the Town (refer to repeated rumors and public statements that the BCL Mine could close down and to the difficulty of obtaining secondary industry investments), 3) the low-income people do not seem to appreciate that shelter is an investment since there are a large number of lodgers/rentors living on existing plots, 4) Urban II was planned on the basis of growth figures put forward by consultants (John Burrows & Partners) in the 1977 Selebi-Phikwe Growth Study, which overestimated population expansion (i.e., there are 6,000 fewer people in Phikwe as of 1982 than envisaged by the Growth Study).

Difficulties with plot and BML application/allocation are likely to continue unless the investment climate improves through a substantial increase of confidence in the Town's future. The recent

loan restructuring for the BCL Mine, the forthcoming World Bank economic study for secondary industry, and the recent discoveries of additional ore (suggested by BCL to be the largest nickel deposit in the world, requiring 50 years to exploit) should improve the situation. However, the SHHA will still be faced with the fact that most people do not yet consider Selebi-Phikwe as "home," which will adversely influence their desire to build a house and to make Service Levy and BML payments.

IV. CONCLUSION

Basically, SPTC SHHA has succeeded in developing a management system that has enhanced its capacity to implement the project. The organizational structure, codified policies, and explicit procedures are all in place. Furthermore, all staff members have received training appropriate to their responsibilities. Thus a situation prevails where trained staff have the skills to function within a defined framework.

Weaknesses do exist in SPTC SHHA and in SHHAs throughout Botswana. Debt management still requires improvement. Staff, both existing and new appointees, must receive more task-specific and knowledge-building training. Follow-up and follow-through efforts must be intensified in all areas. Priority-setting, goal identification, and daily planning (using finite time blocks of two weeks to three months) need more emphasis. The Community Development section needs strengthening. Cooperation between Council Departments should emphasize a team effort. SPTC SHHA is aware of their weaknesses, realizes that its staff needs further training, and is

confident that it has a solid foundation. These facts are a positive indication that SPTC SHHA will be able to sustain and enhance its recent performance.

Several other factors may influence SPTC SHHA's efficient performance, including the motivation and morale of the staff, the uncertainty over Selebi-Phikwe's future; the transfer of key staff, and the level of political support from Councillors and Members of Parliament. As these things affect the staff and their work, they will undoubtedly sift through their experience with the CHF Advisor seeking their own pragmatic, culturally relevant solutions within the management framework they helped establish.

Finally, staff training requirements must continue to be addressed by senior SHHA staff and MLGL Housing Division staff; the staff's confusion over mixed messages concerning cost recovery must be overcome; staff motivation levels must be raised to stimulate more self-initiative; and the staff must be held accountable in real terms for its performance. Nevertheless, it is the staff themselves who through their own efforts earned the praise of Councillors, MLGL officials, and Members of Parliament as "the best SHHA in Botswana."

Paper on the Service Levy/BML Default Rate
Including Existing and Proposed Debt Management Procedures

Prepared by J. Ronald Campbell

The current default rate is extremely high (see attached Monthly Statistical Report for January 1981). There are many factors that contribute to this high rate. SPTC SHHA has developed plans and procedures to combat this rate. In addition, SPTC SHHA has presented policies to the Councillars who reviewed and approved all important measures that will help lower the default rate. The combination of these plans, procedures, and policies will undoubtedly contribute to the drastic lowering of the default rate.

The major factors in the default rate in Selebi-Phikwe are listed as follows according to order of influence:

1. Failure to implement GOB and SPTC housing policy.
2. Inefficient administration.
3. Insufficient qualified staff.
4. Inaccurate accounting records.
5. Failure to educate applicants and ploholders to their responsibilities.
6. Inconsistent delivery of services paid for by the levy.

FAILURE TO IMPLEMENT GOB AND SPTC HOUSING POLICY

In the past, the major concern was SPTC's reluctance to repossess plots from defaulters as originally allowed under the COR. When Government changed the COR, eliminating the power to repossess from defaulters, SPTC was left with no power to enforce the Levy. However, at long last, SPTC can take ploholders to court under the New State Land Act Regulations. SHHA has begun to implement their power as follows: (1) SPTC SHHA held an

introductory seminar on the ACT and the Regulations for all Senior Staff, (2) This was followed by informational presentations to the Councillors. (3) A detailed manual has been produced and distributed to key SHHA staff. This manual gives step by step procedures for councils to follow in order to be legally prepared to win any cases presented to the court. (4) After studying the manual, SPTC SHHA prepared two schedules of procedures - one for HG and Ward Offices and one specifically for Ward Offices. These flow charts enable the two officers to monitor progress. The charts also give all other officers visual access to what needs to be done next, when it needs to be done, what has been done, and when it was done. Thus the process has indicators and checks to ensure that staff are performing their duties in the process and to ensure that that process moves correctly. (6) All of SPTC SHHA's actions are being publicized in the Daily News, the Maitiso, public meetings, and SHHA newsletters (see attached samples). The publicized successful court cases will help lower the default rate by at least 10% in the first month after the court cases. (7) Each month, selected cases will be taken to court to emphasize the fact that SPTC is determined to lower the default rate.

INEFFICIENT ADMINISTRATION

In the early days of SPTC SHHA the main concern was to allocate plots to the many homeless people in Selebi-Phikwe. Most of SHHA's energy was concentrated on the ground in order to supply water, roads, and building materials. Very little attention was given to administrative procedures and record keeping. Consequently, SHHA's plot files were confused, misleading, inaccurate, and in some cases non-existing. Plot transfers occurred without proper documentation, allocations were made without recording the date of allocation, Certificate of Rights were unsigned, building material

loans were given to defaulters, building material invoices were often not signed by the plotholder to verify delivery, BMLs were allocated without Agreements being signed and without a proper file being opened. These are a few of the problems that the SPTC SHHA staff of 1980/1981 have been trying to rectify. These rectification efforts are a vital key to future debt management success. SHHA is taking the following steps to effect rectification and to improve administrative practices:

1. The Headquarters' files have been reorganized into two major categories (SHHA and SPTC) with four major headings (personnel, organization, fiscal, physical). These major headings are subdivided into appropriate titles. This exercise enabled HQ to eliminate duplicated files and to order the system so that misfiling will be minimized. Therefore, information will be more accessible and less likely to get lost.
2. The plotholder's files have all been reorganized according to number. The files have been checked for errors (no application form, no COR, no date of allocation, etc.). Approximately 80% of the files have been corrected. A system was designed so that every file contains the same information with important data written on a label attached to the file folder face. This effort has identified plots that were transferred without official approval, had no COR, had no recorded date of allocation, and in some cases were apparently allocated to more than one person. This exercise obviously enables SHHA to identify when a plotholder must start paying his or her service levy, to know who the legal plotholder is so that he or she may be approached for arrears

- payment, to have easy access to all files, and to have important and pertinent information filed in each file folder.
- 3.. In order to prevent chaos from once again creating havoc, detailed procedures have been written and duplicated for every SHHA staff member. The procedures were deliberately kept simple and straight forward to avoid confusion from complicated instructions. In addition, SHHA has designed new application forms, invoices, receipts, letters, and minutes. These new forms are included in the procedures notebook so that easy reference may be made from procedure to appropriate form. Since these procedures are codified, SHHA will be able to train new staff who come to SPTC (this will help overcome the high turnover rate of government employees).
 4. The plot application criteria now include an eligibility evaluation which analyzes the applicants economic situation more closely. Plots will not be allocated to people who cannot afford to pay the Service Levy. For example, if the Levy is P5.00 per month, the applicant must earn a minimum of P20.00 per month or P240 p.a. Applicants earning less will be encouraged to return to their village, find work, and/or rent a room from someone.
 5. BMLs will only be awarded to those applicants who have kept their Service Levy payments up to date. SHHA is also preparing a "profile" of the paid up-to-date plotholder versus the delinquent plotholder. This is being done to see whether there are any common characteristics among the delinquents that will forewarn us. In addition, chronic service levy defaulters (even if paid up at the time of BML application) will be given a very low

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priority and be asked to give proof of their intention to repay the loan and to keep their Service Levy payments current.

6. Building materials will not be sold nor disbursed against a BML if the person is in arrears (Levy or BML repayment).
7. Plots will not be transferred unless the original plotholder is up-to-date on all payments and the transferee meets the application criteria.

All of the above steps were designed to ensure pertinent information is recorded and accessible. The procedures were designed to incorporate simple activities that will contribute to decreasing the default rate. However, the success of these efforts depends upon SHHA having qualified, efficient staff.

INSUFFICIENT QUALIFIED STAFF

Since its formation as part of SPTC in the early 1970's, SHHA has been understaffed, plagued with staff transfers, and hindered by a lack of properly trained personnel. The debt management program can work only if SHHA has enough staff to do the job. Furthermore, SHHA needs staff who are motivated to work with people, staff who are responsible individuals, and staff who are committed to the SHHA programme. The success of the entire programme (including a minimal default rate) hinges on how well SHHA functions. In the past SHHA has been severely hampered by not having a full complement of personnel. SHHA is now trying to combat these difficulties:

1. In April 1980 Vacancy Reports were sent to ULGS, but requirements were not fully met.
2. In May 1980, SHHA prepared a detailed staff phasing schedule which was prepared in relation to the Urban II development schedule.

In addition, comprehensive job descriptions were written for all

2. In May 1980, SHHA prepared a detailed staff phasing schedule which was prepared in relation to the Urban II development schedule. In addition, comprehensive job descriptions were written for all SHHA positions. The staff Phasing schedule, the job descriptions, and additional vacancy reports were sent to ULGS.
3. In August 1980 a revised and updated schedule was sent to ULGS accompanying several vancy reports. These reports were followed up by personal visits and telephone calls. As of January 1981, SHHA has received 10 new staff members (one appointee went on 3 months maternity leave only three weeks after starting work). Unfortunately, SHHA has lost two officers by transfer without receiving replacements. In late January, SHHA prepared vacancy reports for an additional 20 staff members. When these positions are filled, SHHA will have its staff needs met until May 1981.
4. SPTC has been encouraging ULGS and MLGL to quickly authorize councils to direct hire junior officers (LGA 5 and 6). This authority has been approved by the appropriate Ministries; however, official authorization has not yet been tabled to SPTC. Once authorization is in hand, SPTC SHHA will be able to hire persons who have maturity, motivation, and commitment. This type of person is essential to the successful implementation of any debt management scheme. Since it is difficult at best for ULGS to locate and identify appropriate and qualified staff for such positions, it is essential that this authorization be tabled.
5. All current staff are undergoing training sessions and seminars. These are conducted by SPTC SHHA and by ULGS. The main areas of

concentration have been: a) State Land Act Regulations implementation b) reasons for service levy increases, c) sanitation units and importance, d) Certificate of Rights details (responsibilities of the plot holder and of SPTC), e) Audit-4 machine operation, f) revenue collection procedures, g) building material sales, h) office management, i) filing procedures, and j) accounting procedures.

6. SPTC SHHA is planning future training sessions that will re-emphasize the training sessions content mentioned in Number 5 above. In addition, SPTC SHHA will conduct seminars and training sessions on all of the new procedures mentioned earlier, on community development techniques, on self-help construction techniques.

In reality staff adequacy influences all of the other factors to the extent that the success or failures of SPTC SHHA's efforts to decrease the default rate hinge on how well the constraints of this factor are overcome.

INACCURATE ACCOUNTING RECORDS

In May, 1980, SPTC SHHA reviewed its accounting procedures and accounting records. (The records in the Western Areas were scrutinized first.) Some form of informal record keeping was done up to 1976. In 1976, the town treasurer introduced Register/Ledger books for manual record keeping. When the 1980 review was conducted, it was discovered that the pre-1976 records were beyond salvation; that is, they were incomplete, torn and hopelessly confused. The 1977 and 1978 records were found torn, soiled, and incomplete but not beyond repair. Therefore, the 1977 and 1978 records were reconstructed using SPTC's copies of receipts from those years in conjunction with the salvageable original records. The 1979 and 1980 records were found reasonable but with many mis-postings. The entire 1977-1980 records are not 100% rectified and considered correct. This correct information has been transferred to the Audit-4 accounting system where mistakes are minimized and checks are easy to make.

The inefficient administration and record keeping contributed heavily to inaccurate records. The improved administration procedures and the accurate records have already contributed to lower the overall default rate from 72% at 30 days in June to 64 in January. The default rate, though still high, at least reflects an accurate picture of the situation. SPTC SHHA has been working on the following items to further improve the accounting situation.

1. The Western Areas (75% of all plots) is rectified. SHHA is concentrating its efforts on Botshabelo South where the situation is worse. The records in Botshabelo South were confused by the use of three different numbering systems, by transferees from Botshabelo North using their own North numbers, by a

severe lack of allocation dates, by plot transfers occurring without the date being noted, as well as all the problems encountered in the Western Areas. The situation was made worse by the SHHA officer assigned to the rectification exercise. This officer gave false reports on his progress, hid problems, and did not even attempt more than half the assignment. At present, that officer has been removed, all problem areas identified, and a more responsible officer (who did a good job on the Western Areas) has been assigned to correct all the problems. The record for Botshabelo will be on the Audit-4 machine in time for the March Monthly Statistical Report.

2. The Audit-4 system itself will eliminate most errors in the two new areas scheduled for allocation. Both will be put onto the Audit-4 system as soon as plots are allocated in those areas (Botshabelo North and South East Extension). This system is designed to give daily print-outs of daily sales, disbursements, and amount owed). This information enables SHHA staff to react quickly to defaulters, visiting or otherwise confronting them with an accurate account of exactly how much money that particular defaulter owes.
3. The Botshabelo South accounts Clerk has been producing a manual record of who owes how much money and on what plot they reside. This record is not always accurate since the rectification is not finished. However, when a plot holder is confronted with this

list, he or she confirms its accuracy or produces old receipts which help SHHA to rectify the office records.

4. The main emphasis and goal for the future is to complete the transfer of all records to the Audit-4 system and to have all Accounts staff fully trained in the use and operation of the machines. Furthermore, the senior staff will be fully trained to monitor the entire system. Selected officers are also being trained to program the machines so that program changes and alterations may be made when needed.

FAILURE TO EDUCATE APPLICANTS AND PLOTHOLDERS TO THEIR RESPONSIBILITIES

Plot holder education problems originate from the advent of Selebi-Phikwe. In migrating, settlers began a squatter community in the area of Botshabelo. The Town Council tried to halt the spread of the squatter to other areas, relocating families to the Western Areas. Unfortunately, limited adequate preparation was given to the re-settlers concerning their responsibilities, financial and otherwise. Not having been accustomed to meeting service levy payments in the past, and with no firm explanation of what was expected of them in their present situation, the plotheolders understandably resisted prompt (or indeed, any) payment of the imposed service levy charge.

Thus, SHHA has been faced with the herculean task of orienting existing plotheolders to the need for payment of service levies, when they originally were not required to pay, and, even more, to pay arrears.

With the original re-settlers holding this attitude, it was inevitable that the newer plotheolders would be infected. Changing this attitude requires a well-planned programme carried out with firmness by a staff well-

educated to their task.

It is this problem to which SHHA hopes to devote some of the new staff and intensified future activities. For example, SHHA plans to:

1. Design role plays to be held at public meetings which will emphasize plotholder and SPTC responsibilities.
2. Conduct seminars on all important issues (COR, BML, service levy, loan repayment, etc.) for the councillors in order to ensure they understand exactly what the administration is doing and why.
3. Prepare a slide show and tape recording for all applicants to view and hear, which would highlight and emphasize plotholder responsibilities.
4. Comic books have been printed which also emphasize responsibilities as well as explaining certain procedures.
5. Cultivate a relationship with the Ward Development Association and enlist their aid in explaining various issues to the public.

Staff meetings are regularly held in order to review the effectiveness of any activity and to analyze possible new ideas.

INCONSISTENT DELIVERY OF SERVICES PAID FOR BY THE LEVY

Many plotholders complain about inadequate services, including poor road conditions, poor water reticulation system, no access to BMLs, and the like. Unfortunately, this is a problem similar to "which came first, the chicken or the egg." It is difficult for Council to deliver services that the plotholders do not pay for (e.g. the high default rate for a P1,00 Levy), but plotholders are reluctant to pay. This problem can be overcome by:

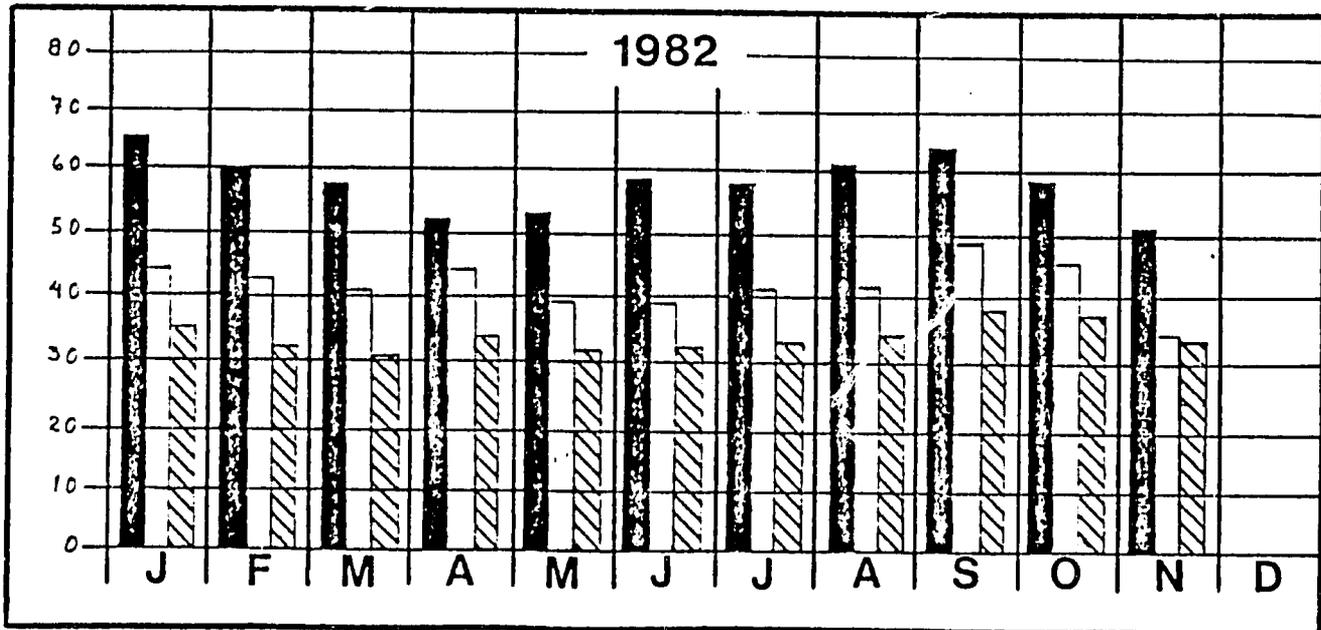
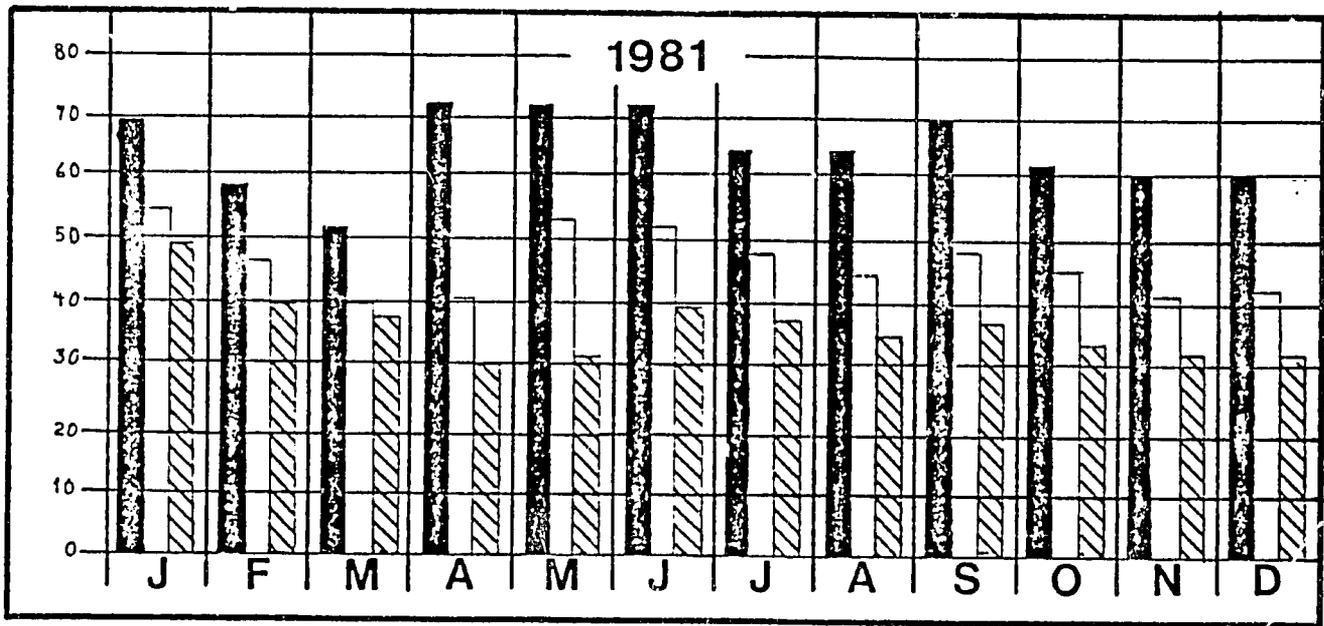
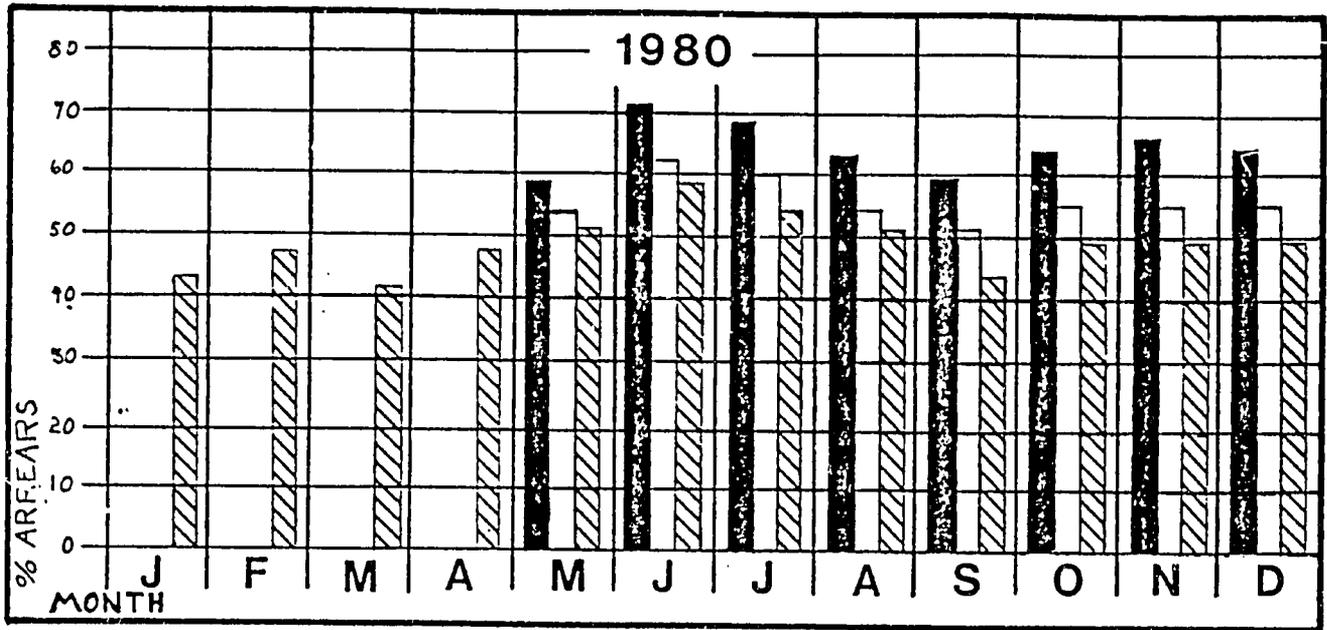
1. Enforcing the existing Levy and the new Levy (to take effect 1st April, 1981) by implementing the Regulations, taking defaulters to court if necessary.
2. Developing a maintenance schedule/service schedule with the Engineers Department so that services delivered by the Department will be made a public part of the works.
3. Circulating the news that SHHA has developed a COMPLAINT form which will be used to pass plotholder complaints to the appropriate department. These complaint forms are part of the procedures SHHA has recently codified.
4. Continually following up complaints to ensure that they have been dealt with properly.
5. Maintaining open and frequent communications with various departments responsible for the delivery of services so that problems can be rectified as they occur.

DEBT MANAGEMENT - SUGGESTIONS

1. Post the charts (month-end plot by plot reports) on the ward office walls so that can be easily referred to.
2. Find out the numbers of the standpipes. Assign plotholders to the standpipes. Turn off the water if a group does not have a good Service Levy record.
3. Using the standpipe group, try to get the plotholders to appoint a leader. The leader can be a spokesperson for the group and the contact person for the ward office.
4. Assign specific areas to the group workers.
5. Encourage competition among the group workers to see who can get the lowest default rate. Make chart for each Group Worker's collection record.

6. Purchase small prizes once a month after MONTH END and award to the Group Worker with the lowest default rate.
7. Post maps of Western Area and Botshabelo on Notice Board, use colored pins to show which plots are 90 days past due (red), 60 days past due (blue), 30 days past due (green), in order to visually see if there are clusters of problem areas.
8. Default rate for entire year in Selebi-Phikwe, must be kept up-to-date and posted on notice boards.
9. Ward officers must make default rate charts for their areas and post them on the walls.
10. Advertise in the Maitiso - every pay week to encourage people to pay.
11. Construct Public Notice Boards at the Wards.
12. Investigate possibility of paycheck deductions for all Council employees living in the SHHA areas. Check with town treasurer and councillors. (Finance and General Purposes.)
13. Have SPTC request that BCL deduct Service Levy payments from their staff's paychecks every month (staff who live in SHHA areas).
14. Provide Ward Development Association with the list of defaulters, asking for their assistance to encourage these defaulters to pay.

S.P.T.C. DEFAULT RATE



30 days
 60 days
 90 days

SELEBI-PHIKE TOWN COUNCIL

SELF-HELP HOUSING AGENCY

JOB DESCRIPTION

The Selebi-Phikwe Town Council Self-Help Housing Agency is a technical service organization, designed to serve the poor of Selebi-Phikwe. Selebi-Phikwe Town Council Self-Help Housing Agency's goal is to assist these people in their efforts to provide themselves with an environment that includes a sound, sturdy house and adequate sanitation. Selebi-Phikwe Town Council Self-Help Housing agency also intends to act as a liaison and an advocate to ensure that these people are provided access to water, consistent refuse collection, maintained roads, and satisfactory street lights.

Selebi-Phikwe Town Council Self-Help Housing Agency personnel will serve in a capacity of community developer. As such, they will be expected to direct their efforts toward assisting plotheolders in the self-help areas as much as possible. This means Selebi-Phikwe Town Council Self-Help Housing Agency personnel will have to work overtime and during weekends so that self-help builders can have every opportunity to withdraw building materials, receive technical assistance, receive attention from group workers, make levy and loan payments, and to have someone to approach with a grievance or for advice. The Selebi-Phikwe Town Council Self-Help Housing Agency personnel (in their willingness to serve the self-help areas) will ultimately be responsible for Selebi-Phikwe Town Council Self-Help Housing Agency's success or failure in meeting its goals.

The following pages give detailed descriptions of the various Selebi-Phikwe Town Council Self-Help Housing Agency staff positions.

JOB DESCRIPTION
HOUSING OFFICER SPTC SHHA

The Housing officer is the chief executive or manager of the Selebi-Phikwe Town Council's Self-Help Housing Agency. The Housing Officer's effectiveness will be instrumental in the success of the programme. The Housing Officer is a Town Council department head and will report to the Town Clerk. The Housing Officer may work with a Housing Consultant provided by a lender/donor.

The Housing Officer's duties and responsibilities include the following:

- (i) Develop and maintain an administration structure for SHHA, utilizing his or her three principal subordinates responsible for Finance, Community Development, and Construction. This must include team work, open and active communication, high motivation levels.
- (ii) Use the policy guidelines of the Town Council to set specific objectives and goals for SHHA staff to meet.
- (iii) Organize SHHA staff work programmes and delegate work to subordinates. It may be necessary for the Housing Officer to train people if experienced staff are not available.
- (iv) Monitor the staff's work and progress to determine if his or her plan is on schedule and objectives are being met. If not, take corrective or alternate action in order to meet the objectives.
- (v) Perform any other duties that may be assigned by the Town Clerk from time to time.

Housing Officer must have the following qualifications:

- (i) Strong management skills with the capability of developing plans, analyzing problems, and making decisions.
- (ii) Four years experience in administration, preferably in Housing.
- (iii) Experience or training in finance and community development.
- (iv) Some experience could be substituted with an advance degree in business or public administration.

The Housing Officer should be a mature person with skills in persuasion, communication, and listening. The Housing Officer must be willing to work overtime on weekends, evenings, and even Holidays. During the peak of SHHA's activities, the Housing Officer will control a staff of more than eighty (80) people and have the responsibility of housing more than 20,000 people. This position is one of great responsibility socially, politically, and economically.

JOB DESCRIPTION
CHF CONSULTANT

The activities performed by the CHF consultant can be divided into three basic categories:

(1) STAFFING OF SHHA

As soon as possible after his arrival in Botswana, the CHF resident Consultant will produce a detailed study of the manpower requirements of the SHHA, in relation to both the implementation of the planned projects and the basic areas of expertise needed by an active housing production and management institution. More deliberate and comprehensive analysis must be made to determine precisely the number of people involved, tasks to be undertaken, detailed job descriptions, education and skill level requirements, salary and other costs involved, and a more exact staffing timetable. A necessary part of this exercise is an operating budget for the SHHA, based on the various external and local components of the SHHA's financing during the project period and beyond.

(2) TRAINING

Regardless of the skill and educational level of the new (and current) SHHA staff, training will be necessary. After establishing the staffing pattern and related activities described above, the CHF Consultant, supported by short-term consultants, will design and implement a comprehensive training program for all levels of SHHA staff, concentrating on the operational level personnel. Training for this level will be periodic and recurrent, given the fact that the personnel involved will be hired over a two-year period. Separate training will be conducted for personnel in the three basic operational areas: technical (self-help construction supervision and training), financial (building materials loan processing and recovery), and community management (allocation, community development and ward administration).

Consultation and training will include, but not be limited to, the following areas: techniques in management of aided, mutual and individual self-help construction programs; operation and management of small loan programs, including disbursement, control and recovery of such loans; warehousing and inventory control systems; financial counsel regarding collection, delinquencies, forfeiture and foreclosure; program evaluation; specialised advice to encourage innovative economic development activities within the communities; accounting and bookkeeping procedures for low-income shelter projects; organization of community associations.

(3) PROJECT IMPLEMENTATION

Concurrently with the training program and as a complement to it, the CHF technician will assist the SHHA in the actual day-to-day implementation of its projects. This assistance will concentrate on the establishment of workable procedures and the execution of the various aspects of project implementation with the persons responsible as a training exercise.

JOB DESCRIPTION
CHF CONSULTANT SPTC SHHA

A CHF Consultant will be recruited for a two year contract by the Cooperative Housing Foundation (CHF) in Washington, D.C., U.S.A. The CHF Consultant will be assigned to the Selebi-Phikwe Town Council's Self-Help Housing Agency, and will report to the Town Clerk. The CHF Consultant will be expected to perform his or her duties as an advisor cum trainer.

The CHF Consultant's duties and responsibilities include the following:

- (i) To make a detailed study of the personnel requirements of SHHA in relation to the implementation of the planned Urban II project and in relation to the basic expertise needs of an active housing production and management institution.
- (ii) Once the preceding is complete, to determine the exact number of people required and the tasks to be undertaken.
- (iii) Write detailed job descriptions, including education and skill level requirements. Prepare a staffing time table.
- (iv) Analyze the current estimates and compare with actual projected budget needs based on various external and local components of SHHA's financing during the project period and beyond.
- (v) Design and implement a comprehensive training programme for all of SHHA staff concentrating on operational level personnel (technical/construction, financial, community development). This training should be periodic and recurrent.
- (vi) The preceding training will include but not be limited to the following areas: management techniques of aided/matual/individual self-help housing programmes, operation and management of small loan programmes (disbursement, control, and recovery), warehouse inventory control systems, financial counsel (collection, delinquency, forfeiture, foreclosure), program evaluation, economic and bookkeeping procedures for low-income shelter projects, and organization of community organizations.
- (vii) Assist SPTC SHHA in their daily efforts to implement the project, concentrating on the establishment of practical procedures and the execution of the various aspects of project implementation. Such activities should be carried out as a training exercise.

The CHF Consultant should have the following qualifications:

- (i) Five years work experience in housing, including house construction and management. Experience should also include active involvement in self-help housing and community development.
- (ii) An appropriate university degree with graduate work in public or business administration finance management, or accounting.
- (iii) Two years experience working in a developing country with background in training and community development.

JOB DESCRIPTION
ADMINISTRATION OFFICER SPTC SHHA

The Administration Officer is one of three Senior Managers who reports to the Housing Officer. The Administration Officer is called an Administration Officer because he or she assists the Housing Officer in the administration of SHHA. The Administration Officer has office space at SHHA Headquarters and is on an equal level with the Technical Officer and the Community Development Officer.

The Administration Officer is responsible for effective execution of the following duties:

- (i) Maintain adequate supplies for all SHHA offices.
- (ii) Maintain an accurate inventory of all SHHA office equipment. In addition, monitor the office equipment to ensure it is kept in good repair.
- (iii) Monitor the production of correspondence, news letters, minutes of all meetings, agendas, etc. to ensure their accuracy and timely completion.
- (iv) Supervise and manage the SHHA stores programme. Review ward reports and consult with the Technical Officer to project SHHA building material needs. Prepare appropriate paper work for quotations, tenders, or local purchase orders for the Housing Officer to sign.
- (v) Maintain records to indicate responsibility for stores allocated to each ward.
- (vi) Visit the stores at each ward office once a month to reconcile the stores by conducting an inventory audit. Establish the ward's inventory responsibility for the next month, based on results of the audit.
- (vii) Supervise the Senior Accounts Clerk and be able to perform all of his or her duties, which include accounting for building material loans, the distribution of materials cash sales, and levy payments.
- (viii) Supervise a debt management programme ensure collection of loans and levies. This includes making up-to-date charts, diagrams, and reports on the status of the programme.
- (ix) Prepare detailed financial analysis and reports on water, road, refuse, sanitation, and other service costs. These reports will be used by policy makers to set levy payments.
- (x) Keep organized files that are accurate and up-to-date. Work with Ward Officers to ensure their files and Headquarters files are to be compatible and complementary.
- (xi) Receive and check all forms presented by Ward Officers (or other appropriate officers) in respect of all Industrial Class employees. Such forms, once checked are to be handed over to the Town Treasurer.
- (xii) Monitor the SHHA vehicle maintenance programme.
- (xiii) Perform any other duties that may be assigned from time to time by the Housing Officer.

Qualifications for the Administration Officer are:

- (i) Three years experience in office management or finance. Be able to perform paper work.
- (ii) Have advanced training in accounting or a degree in accounting or finance.
- (iii) Must be able to write concise, informative reports.

JOB DESCRIPTION
SR. ACCOUNTS CLERK SPTC SHHA

The Senior Accounts Clerk will report to the Administration Officer. The Senior Accounts Clerk will assist the Administration Officer in the debt management programme. The Senior Accounts Clerk will have office space in SHHA Headquarters and participate in all Senior Staff meetings.

The Senior Accounts Clerk duties and responsibilities include the following:

(i) Train all Accounts Clerks in the use of the Olivetti Audit-4 accounting machine. This means the Sr. Accounts Clerk must be able to perform all the duties of the Accounts Clerk.

(ii) Revise existing Audit-4 programmes and produce new Audit-4 programmes as necessary.

(iii) Account for all payments made for building material loans, service levy, and sanitation unit loans. Also account for all materials accepted into stores and disbursed from stores (either by cash sales or loan disbursement).

(iv) Produce reports that analyze the status of loan and levy arrears, allocation of loans, and other financial analyses as requested by Administration Officer.

(v) Assist the Administration Officer in the making of charts and diagrams that report the status of the debt management programme. Such charts and diagrams will be distributed to all donors, MLGL, SPTC, SHHA Headquarters, and SHHA Ward Offices.

(vi) Visit the Ward Offices on a regular basis to ensure the Audit-4s are being properly and effectively used. This also means supervising a preventive maintenance programme.

(vii) Perform any other duties that may be assigned by the Executive Officer from time to time.

In order to effectively accomplish his or her duties the Senior Accounts Clerk should have the following qualifications:

(i) J.C. certificate.

(ii) Two (2) years experience in accounting or financial reporting.

(iii) Training or education in accounting may be substituted for experience.

(iv) Training in the use of the Audit-4 is valuable but not mandatory as SHHA will offer a training programme in this area.

(v) Be able to work on his or her own initiative and be capable of managing other people.

JOB DESCRIPTION
SENIOR TYPIST SPTC SHHA

The Senior Typist is under the direct supervision of the Housing Officer, who will determine the order of priorities for the Senior Typist's tasks. A large portion of the Senior Typist's tasks will involve typing.

The Senior Typist's duties include:

(i) Maintain his or her typewriter, including daily cleaning. Must place a protective covering over the typewriter at the end of each day.

(ii) Must check spelling and grammar if they are not correctly set out in the work assigned for typing. This means he or she must not simply copy type.

(iii) Perform accurately and neatly all typing work assigned. He or she will be instructed as to whom she will be expected to do typing for.

(iv) Keep his or her desk tidy.

(v) Work overtime with no overtime pay when so requested by the Housing Officer.

(vi) Must advise the Administration Officer when paper, stencils, and other office equipment or supplies are needed. This should be done before the supply is exhausted. This is considered an important duty.

(vii) When typing assignments do not fully occupy his or her time, other duties must be performed as may be assigned by the Housing Officer.

(viii) Serve as the Receptionist for SHHA Headquarters. Perform filing and clerical duties.

The Senior Typist must have the following qualifications:

(i) Be able to type 40-50 words per minute or better. Or hold an appropriate typing certificate.

(ii) Be able to speak and understand English and Setswana. The Senior Typist's written English must be very good.

(iii) Have two (2) years experience as a typist and/or secretary, or appropriate training.

(iv) Must be a person capable of greeting all types of people. Must be able to use a telephone. Must be able to organize his or her own activities as well as follow directions from supervisors.

JOB DESCRIPTION
COMMUNITY DEVELOPMENT OFFICER SPTC SHHA

The Community Development Officer is the SHHA manager of the Community Development section of SHHA. The person in this position will report to the SHHA Housing Officer. The Community Development Officer is posted at SHHA Headquarters where he or she coordinates the work of the SHHA Group Workers.

The Community Development Officer will sit on the following committees: plot allocation, BML approval, community education, and any other committee deemed appropriate by the Housing Officer. The Community Development Officer will also be expected to attend various Senior Staff meetings, Ward Development Association meetings, and any Council meetings deemed appropriate by the Housing Officer.

The Community Development Officer must be able to perform all of the duties of the Group Workers. He or she must be willing to work evenings and weekends. Some of the duties the Community Development must perform include:

- (i) Receive all applications from the field. Review the applications to eliminate any applicants not meeting minimum requirements.
- (ii) Maintain files on all applications received. Maintain applicants according to priority system. Maintain accurate files of action taken on all applications received.
- (iii) Advise other SHHA Senior Staff on issues related to community development. Transmit information (opinions, feelings, problems) that is presented by Group Workers from ploholders to the Housing Officer and other Senior Staff.
- (iv) Participate in the training of Group Workers. This will include replicating training programmes and initiating training programmes on his or her own initiative. Such programmes should be frequent and applicable to SHHA activities.
- (v) Receive complaints forms filled out by the ploholders and pass the forms on the appropriate Council Officer. These complaints will be followed up to see that the ploholder has received a reply.
- (vi) Design live role plays that present and explain SHHA activities.
- (vii) Encourage and motivate the Group Workers to fulfill their duties.

In addition the Community Development Officer will have to perform and be an expert in all the Group Workers' responsibilities. Some of these responsibilities include:

- (i) Explain SHHA to people, telling them what SHHA can and cannot do to help them.
- (ii) Provide an everyday link between SHHA management and the ploholders, thus enabling prompt and efficient responses to self-help needs, problems, and requirements.
- (iii) To act as educators by explaining various important concepts such as loan terms, interest, ploholder rights, service levy, letter of demand, certificate of rights, etc.

(iv) To encourage ploholders to pay the sevice levy and the building material loan payments.

(v) To visit each and every ploholder who fails to pay their loan or levy payment. This involves gentle but firm persuasion within the first few days that a ploholder goes into default.

In order for the community Development Officer to efficiently perform his or her duties he or she must have the following qualifications:

(i) Must be able to work alone without supervision. Must be able to supervise others.

(ii) Must have experience working with people in the field. Must be mature, outgoing, and energetic.

(iii) Must have good communication skills.

(iv) Must have the ability to develop role plays, written materials, audio materials, and have some experience with visual materials. All these materials must be educational in nature, highlighting SHHA activities and ploholder responsibilities.

(v) Must have three years experience (or more) in community development or an advanced degree or relevant training in the field.

JOB DESCRIPTION
ASSISTANT COMMUNITY DEVELOPMENT OFFICER SPTC SHHA

The Assistant Community Development Officer (ACDO) reports to the Community Development Officer (CDO), but will work closely with the Ward Officer on a daily basis. The Ward Officer is not the ACDO's supervisor. However, the ACDO will be expected to share information with the Ward Officer.

The ACDO's responsibilities and duties are as follows:

(i) Assist in the organization of community meetings and education sessions relating to levy payment, loan payment, and community needs.

(ii) Encourage and stimulate the activities of Ward Development Associations.

(iii) Supervise the Group Workers' activities. Be able to perform all of the Group Workers' responsibilities.

(iv) Schedule work hours and assign Group Workers to individual ploholders.

(v) Check application forms for plots, building materials loans, and transfers.

(vi) Any other duties that may be assigned from time to time by the CDO.

The ACDO must have the following qualifications:

(i) Experience with role plays, training, education, and public relations.

(ii) A degree or training in social work is helpful but not required.

(iii) One (1) year experience working in a management position of any level in a public service capacity.

(iv) Must be willing to work evenings and weekends.

(v) Must be mature, outgoing person with good communication skills.

JOB DESCRIPTION
GROUP WORKER SPTC SHHA

The Group Worker is an important position in SHHA. The Group Worker's efficiency will directly affect SHHA's overall success. There are many responsibilities the Group Worker will be asked to perform:

(i) To explain SHHA to people, telling them what SHHA can and cannot do to help them.

(ii) To work with Ward Development Associations and smaller community groups, helping these groups to satisfy community needs.

(iii) To conduct door to door surveys and census to provide SHHA management with information to make policy.

(iv) To provide an everyday link between SHHA management and the plottolders, thus enabling prompt and efficient responses to self-help needs, problems, and requirements.

(v) To act as educators by explaining various important concepts such as loan terms, interest, plottolder rights, service levy, letter of demand, certificate of rights, etc.

(vi) To help applicants complete the application forms, explaining sections the applicant may not understand.

(vii) To visit each and every plottolder who fails to pay their loan or levy payment. This involves a gentle but firm persuasion within the first few days that plottolder goes into default.

(ix) To refer any plottolder with severe social problems to the Town Council Social Workers.

In order for a Group Worker to efficiently perform his or her duties he or she must have the following qualifications:

(i) Must be able to communicate freely and easily in both English and Setswana.

(ii) Must be mature and able to work with both individuals and large groups. Should have outgoing personality.

(iii) Must be able to work without direct supervision at times.

(iv) Social work training would be helpful. However, a highly trained social worker who is willing to work in the field would not succeed in this position.

(v) It has been noted that some of the most efficient and successful group workers are respected members of the very communities they serve.

The importance of the Group Worker cannot be overstated. This position goes hand in hand with the Technical Assistant--both are vital elements of a SHHA that is able to provide real service.

The Group Worker will report to the Assistant Community Development Officer on a daily basis.

JOB DESCRIPTION
TECHNICAL OFFICER (BUILDING) SPTC SHHA

The SHHA Technical Officer will supervise the technical assistance and inspection programme. The Technical Officer will report to the SHHA Housing Officer. The Technical Officer is a very important member of the SHHA team. He or she will have the responsibility to ensure that the construction programme operates smoothly and efficiently.

The duties of the SHHA Technical Officer are as follows:

- (i) Coordinate all self-help construction, cost estimating, monitoring of construction progress, and the like.
- (ii) Monitor the progress of development in each ward, advising the Senior Technical assistants of construction schedules. Also, advise the Senior Technical Assistants of changes in the construction schedules.
- (iii) Implement training programmes for SHHA Technical Assistant section. This will involve implementing programmes already designed, as well as designing new programmes.
- (iv) Help design and distribute educational materials dealing with various construction aspects.
- (v) Prepare monthly reports on construction progress of sanitation units and houses.
- (vi) To work with the Senior Technical Assistants to ensure that every plot has a Technical Assistant assigned to it.
- (vii) Any other duties that the Housing Officer may assign to the Technical Officer.

In order for the Technical Officer to efficiently perform his or her duties he or she must have the following qualifications:

- (i) Three years or more experience in construction education, preferably in a Brigade or actual work experience.
- (ii) An advanced degree or training of a level that would permit and enable the person to train others.
- (iii) Must have office skills (such as filing, writing reports, and organizing a schedule).
- (iv) Must be willing to spend time working in the field with SHHA Technical Assistants and ploholders.
- (v) Must be able to communicate thoughts and ideas with ease.
- (vi) Must be familiar with cost estimating, plan reading, building standards, and other aspects of construction.
- (vii) Must have experience supervising other personnel, preferably in a position relating to house construction management.

The Selebi-Phikwe Town Council SHHA Technical Officer will be working in a large (4700 plots) project in Selebi-Phikwe. The Technical Officer will be a part of a team trying to assist low-income families provide shelter for themselves. This means the Technical Officer must be prepared to work evenings and Saturdays in order to assist the ploholders when they are home. The Technical Officer will be expected to be familiar with all the duties of the Technical Assistants and the Senior Technical Assistants (for reference see appropriate job description).

JOB DESCRIPTION
SENIOR TECHNICAL ASSISTANT SPTC SHHA

The Senior Technical Assistant will be responsible to and report to the Technical Officer. The Senior Technical Assistant will also be required to keep the Ward Officer up to date on the daily progress of the technical assistance section. The Senior Technical Assistant and the Ward Officer will share information and consult one another's files from time to time.

Responsibilities and duties of the Senior Technical Assistant include:

- (i) Day to day scheduling of Technical Assistants activities, coordinating the activities to ensure plottolders receive appropriate assistance according to the stage of development.
- (ii) Supervise the Technical Assistants in the performance of their duties.
- (iii) Be able to perform all of the Technical Assistants' duties.
- (iv) Explain building plans to plottolders and help them choose a plan that they can afford.
- (v) Calculate material requirements and assist plottolders in ordering appropriate quantities.
- (vi) Keep records of construction progress, monitoring all plots to be sure that construction is being done in accordance with Council and Government regulations. Such records will be used to make monthly reports to the Technical Officer.
- (vii) To be able to help Technical Assistants motivate and encourage slow builders. This means the Senior Technical Assistant must be willing to work evenings and weekends in order to be available at times the plottolders are not working.
- (viii) To work with Technical Assistants in training sessions for the plottolders (simple construction skill training programmes).

In order to fulfill his or her duties effectively and successfully the senior Technical Assistant must have the following qualifications:

- (i) Must have construction skills relating to house building. Two years minimum. Brigade experience is acceptable.
- (ii) A degree in a related field would be most helpful, but not required. Technical training of one year is a minimum.
- (iii) Must be able to develop work schedules and perform certain offices duties like filing. However, the position requires extensive field work.
- (iv) Familiarity with Government building regulations applicable to self-help areas.
- (v) Must be able to read house plans and interpret maps.

The Senior Technical Assistant will be expected to perform other duties as deemed necessary and relevant by the Technical Officer. This position requires a person with communication skills, managerial skills, and teaching skills. The Senior Technical Assistant will ensure that the operations in his or her ward run smoothly and according to schedule.

JOB DESCRIPTION
TECHNICAL ASSISTANT SPTC SHHA

Some of the thousands of beneficiaries of the Selebi-Phikwe SHHA will have construction experience but most will require technical assistance. The key to a successful self-help housing programme is SHHA's ability to delivery consistent, high quality technical assistance where needed and when needed. This means that SHHA Technical Assistants must be well trained and willing to work evenings and weekends.

The duties of the SHHA Technical Assistant are as follows:

(i) To help self-help builders plan their houses according to their needs.

(ii) To assist the self-help builders in the ordering of materials.

(iii) To insure that materials are not misused.

(iv) To advise self-help builders lay out their huses on their plots.

(v) To train self-help builders in simple skills needed to construct their houses.

(vi) To advise self-help builders to ensure efficient construction in accordance with Council and Government regulations.

(vii) To motivate 'discouraged' builders.

(viii) To advise ploholders that choose to employ others to build the ploholders' house.

(ix) To encourage cooperative building efforts and 'trading' of special skills whenever possible.

(x) To meet building schedule goals and to carry out other duties as specified by the Housing Officer.

The job of Technical Assistant in the Selebi-Philwe SHHA is especially important because of the ratio of technical assistants to self-help builders is very high. The recommended ratio is one (1) technical assistant to fifty (50) houses underr construction at any given time. However, since this ratio is very costly, the ratio will be 1 to 100 assuming all positions are filled. A more likely ratio will e 1 to 500, at least in the beginning.

The Technical Assistant should not be considered a building inspector. Inspection is only part of the job. He is really many things: part inspector, part trainer/teacher, part supervisor, and part social worker/motivator. The Technical Assistant will not build the house for the ploholderrrs, but he will work side by side withh them until they understand how to proceed.

The Technical Assistant must have good construction skills, preferably through practical experience. Formal education will be helpful, but is not required. Building Brigade experience would be most useful. Inservice training will be given to the SHHA Technical Assistant.

JOB DESCRIPTION
SURVEY ASSISTANT SPTC SHHA

The Survey Assistant will be required to work closely with the Technical Officer and the Senior Technical Assistants. The Survey Assistant will also have to work closely with plotheolders. Consequently, the Survey Assistant will have to be able to communicate easily with both senior and junior officers as well as township residents.

The Survey Assistant will report to the Technical Officer on a daily basis. The Survey Assistant's responsibilities include:

- (i) Demarcate road reserves and footpaths.
- (ii) Demarcate residential plots in the Botshabelo upgrading area.
- (iii) To advise the Ward Officer of any families who are affected by the demarcation of roads or plots, and who therefore may qualify for compensation.
- (iv) To work with maps and plans provided by Survey and Lands to assist the Technical Officer in identifying plot boundaries in all self-help areas as necessary.

In order to fulfill these responsibilities, the Survey Assistant should have the following qualifications:

- (i) Read and understand Survey and Lands plot drawings.
- (ii) Have a basic understanding of maths.
- (iii) Be able to read, understand, and work with aerial photographs. Must also be able to compare aerial photographs with Survey and Lands plot drawings.
- (iv) Be able to apply all of the above to practical field demarcation exercises.
- (v) Have some experience with surveying.

In addition to the above, the Survey Assistant must be prepared to compromise and persuade when he or she is actively involved with his or her field activities. The actual demarcations will be sensitive in the upgrading areas where some people may be forced to move or be satisfied with a smaller plot than anticipated. The Survey Assistant should take the initiative to try to solve such problems before they become large complaints.

JOB DESCRIPTION
(Asst.) WARD OFFICER SPTC SHHA

The Ward Officer is the supervisor of SHHa financial activities at the ward level. The Ward Officer reports to the Administration Officer. The Ward Officer supervises an Accounts Clerk, Assistant Supplies Officer, typist, driver, and a watchman. The Ward Officer does not supervise the ward level community development and construction staff, but works closely with them sharing information, perspectives, and progress reports.

The Ward Officers duties and responsibilities include:

- (i) Supervise the ward level stores programme. Stores delivered to the ward are the Ward Officer's responsibility. The Ward Officer is held accountable for all inventory, including office equipment and supplies.
- (ii) Monitor the accounting of building materials, showing disbursements, conversion into monetary amounts, and charges against specific loan accounts.
- (iii) Monitor (after receipt of date from Treasurer's Revenue Clerk) the posting of payments for levies, loans, and cash sales.
- (iv) Supervise a ward level debt management programme including sending written notices, coordination with Group Workers, personal contact with special cases. Cases warranting administrative or legal action are to be referred to SHHA Headquarters.
- (v) Prepare monthly reports on inventory levels, loan drawdown status, levy payments, and loan payments. These management and financial reports are to be sent to the Senior Accounts Clerk for consolidation. Copies of the final product will be sent to the Housing Officer, Town Treasurer, donors, MLGL, and SPTC.

The Ward Officer must have the following qualifications:

- (i) J.C. certificate.
- (ii) Completed a course in bookkeeping or have concentrated in finance during higher education.
- (iii) Experience supervising other personnel.

JOB DESCRIPTION
ACCOUNTS CLERK SPTC SHHA

The SHHA Accounts Clerk will post bookkeeping records at the ward office level, and prepare monthly reports. This person may post records by hand or by machine. The Accounts Clerk will report to the Ward Officer on a daily basis.

The Accounts Clerk will be responsible for maintaining the following types of accounts:

- (i) Ledger cards for levy payments.
- (ii) Ledger cards for posting building materials charged to accounts.
- (iii) Ledger cards for posting payments made on building material loan accounts.
- (iv) Ledger cards for cash sales of building materials.
- (v) Certain other stores records.

The Accounts Clerk will also prepare reports including (but not limited to) the following:

- (i) Monthly aged lists of defaulters and percentage management reports.
- (ii) Daily reports of amounts paid.
- (iii) Summary of stores purchases and sales.
- (iv) Other reports requested by the Senior Accounts Clerk.

The Accounts Clerk should have bookkeeping skills or an interest in working with numbers. SHHA will provide training for using any machine.

JOB DESCRIPTION
ASSISTANT SUPPLIES OFFICER SPTC SHHA

The Assistant Supplies Officer (ASO) will report to and be responsible to the Ward Officer. The Administratin Officer will determine stores responsibility for each wardd. This responsibility will be communicated to the ASO by the Ward Officer. The Ward Officer will be held accountable for all stores in the Ward Storeroom; however, the Ward Officer will delegate the major portion of stores management to the ASO. Therefore, the Assistant Supplies Officer must accept responsibility for maintaining the inventory.

The Assistant Supplies Officer's duties include:

- (i) Post written stores records to show receipts, issues; and balance of inventories.
- (ii) To physically count every new delivery of stores suppliers
- (iii) To physically count every materials order leaving stores to verify accurate disbursementss.
- (iv) Lock all doors every and any time the ASO leaves the storeroom unattended.
- (v) Conduct weekly stocktake to determine what supplies need reordering.
- (vi) Perform a monthly stocktake with the Administratin Officer and Ward Officer to make a comprehensive accounting of all materials.
- (vii) To protect the stores from loss related to damage or theft.
- (viii) To maintain the storeroom in a tidy and orderly fashion, laid out according to plan.
- (ix) To assist in the loading and unloading of materials.

The Assistant Supplies Officer must have the following qualifications:

- (i) J.C. certificate.
- (ii) Education or training relating specifically to bookkeeping with emphasis on maths.
- (iii) Two (2) years experience in stores management may be substituted for formal education.
- (iv) Be willing to work weekends and evenings to enable plotholders to obtain materials during times the plotholders are most likely to do so.

JOB DESCRIPTION
REVENUE COLLECTORS SPTC SHHA

The SHHA Revenue Collectors are in a unique position within SHHA. They are directly responsible to the Treasury Department which audits the Revenue Collectors' daily receipts. However, the Revenue Collectors will be based at the SHHA Ward Office and expected to work in liaison with the Ward Officer.

The Revenue Collectors responsibilities and duties include the following:

(i) Collect cash payments from ploholders. These payments must be credited to the appropriate account; i.e., service levy, building material loan, sanitatin loan, or cash sale.

(ii) Every payment (including plot number and ploholder's name) must be recorded and a receipt given to the person paying.

(iii) Submit duplicate receipts to the Accounts Clerk so the information may be used in compiling financial reports. The Revenue Collector may be requested to provide other information relating to payments as deemed necessary by the Senior Accounts Clerk and directed by the Ward Officer.

(iv) Visit stubborn defaulters, accompanied by a Group Worker, advising the defaulter of the exact amount in arrears. The Revenue Collector may receive payments and issue receipts in these field situations.

(v) Perform any other duties that may be assigned by the Treasurer's Department.

The Revenue Collector should have the following qualifications:

(i) J.C. certificate.

(ii) One (1) year experience or training in financial record keeping is desirable.

(iii) Willingness to work evenings and week ends so ploholders can have ample opportunity to make payments.

(iv) Must have an aptitude for maths.

JOB DESCRIPTION
COPY TYPIST SPTC SHHA

The Copy Typist is under the direct supervision of the Ward Officer if assigned to a ward office or the SHHA Housing Officer if assigned to SHHA Headquarters.

The Copy Typist responsibilities and duties are as follows:

(i) Must maintain his or her typewriter, including daily cleaning. Must place a protective covering over the typewriter at the end of each day.

(ii) Must perform accurately and neatly all typing work given to him or her.

(iii) Must check spelling and other doubtful matters which he or she feels are not correctly set out in the work to be typed. This means he or she must not merely type what they see.

(iv) Must keep his or her desk tidy.

(v) Must work overtime without overtime pay when so requested by his or her supervisor.

(vi) Must advise his or her supervisor when paper, stencils, and other supplies are needed. This must be done before the supplies are exhausted.

(vii) Any other duties as may be assigned by his or her supervisor from time to time.

The Copy Typist must have the following qualifications:

(i) Be able to type 30 to 40 words per minute or have the appropriate typing certificate.

(ii) Be able to read and write English at a level expected of a Form III leaver.

(iii) Experience is not required but will be most valuable.

JOB DESCRIPTION
GDA/CLEANER SPTC SHHA

The GDA/Cleaner is supervised by and responsible to the Housing Officer (or any other Senior Officer as designated by the Housing Officer). The GDA/Cleaner is expected to work normal working hours. If the Housing Officer assigns special tasks that require overtime work, the GDA/Cleaner will be given a like amount of time off during normal working hours.

The GDA/Cleaner's responsibilities include:

- (i) Keeping all office rooms and toilet rooms clean. This means following a cleaning schedule of sweeping, dusting, mopping, scrubbing, and waxing. Walls, ceilings, floors, cabinets, bookcases, lights, toilets, basins, and windows are all included in the cleaning schedule.
- (ii) Keeping the veranda clean and tidy. This means all refuse is to be kept clear of SHHa grounds, and all walkways swept clean.
- (iii) Perform messenger duties as requested by the Housing Officer.
- (iv) Advise the Administration Officer when cleaning supplies (brooms, mops, cleaning liquid, vim, etc.) toilet paper, hand soap, and the like are needed before such supplies are exhausted.

GDA/Cleaner qualifications include:

- (i) Ability to clean floors, etc.
- (ii) Ability to follow directions.
- (iii) Ability to read and write English.
- (iv) Willingness to work beyond normal working hours.

JOB DESCRIPTION
DRIVER SPTC SHHA

The Driver is responsible to and under the supervision of the SHHA Ward Officer (or if assigned to Headquarters to the Housing Officer). Mobile units (as opposed to tractor drivers) will receive movement orders from a central dispatch system. Tractor units will receive movement orders from the Ward Officer.

The Driver's duties and responsibilities include:

- (i) Maintain a log book of all trips (long or short) made with the council vehicle, recording accurately the time and kilometers for each use.
- (ii) Perform maintenance checks to the vehicle on the battery, radiator, oil, lights, signals, brakes, etc.
- (iii) Keep the vehicle clean both inside and outside.
- (iv) Report all defects to the Works Mechanic. Must also present the vehicle for its regular checkups.
- (v) Must be on call seven days per week with no overtime payable for duties performed over and above a normal working day. In the case of an Industrial Class employee, overtime will be compensated with equal time off during another normal working day.
- (vi) Must drive any vehicle which the Driver's License qualifies him or her to drive, when so required by his or her supervisor.
- (vii) If he or she drives a tractor with a front-end loader, he or she must receive appropriate training for operating this equipment before being permitted to use.
- (viii) Obey all traffic laws. This means no speeding, no reckless driving, etc.

The Driver must have the following qualifications:

- (i) Possess a Class B or C Drivers License.
- (ii) Have a good driving record. In particular, must have no history of drunken driving.
- (iii) Be able to read and write English.

JOB DESCRIPTION
URBAN DEVELOPMENT COORDINATOR MLGL
FRANCISTOWN AND SELEBI-PHIKWE

The Urban Development Coordinator will report to the Under Secretary, Urban Affairs and Housing Division Ministry of Local Government and Lands. The Urban Development Coordinator will have the following duties and responsibilities:

(i) To act as the principal liaison and co-ordinating officer between the Urban Division and the Department of Town and Regional Planning and Surveys and Lands in regard to the Urban II Project and for relations with the Government's Civil Engineering and/or Town Planning Consultants and the Francistown and Selebi-Phikwe Town Councils in connection therewith.

(ii) To Co-ordinate the implementation of the Urban II Project on behalf of the Urban Affairs and Housing Division.

(iii) To advise the Ministry's Accounting Officer on the financial aspects of (1) and (2) above.

(iv) To furnish the Urban Affairs Division with regular progress reports on the Project.

(v) To appraise the two Town Councils of the Ministry's views on any matters of Council administration, management and services affecting the project, consistent with written guidelines issued by the Ministry.

(vi) To be an ex-officio (but non-voting) member of both Town Councils under Regulation 6 (3) of the Town Councils Regulations and as such to exercise his right to comment and advise on Town Council estimates and any Council expenditure which have a bearing on the development of the town and the Urban II Project in particular.

(vii) To be a member of the Sub-Committee or Management Board responsible for the allocation of plots in Site and Service and Traditional Housing Areas.

(viii) To be able to communicate directly with Council staff members on issues related directly or indirectly to the Project.

(ix) To co-ordinate all information gathering for the implementation of the Project.

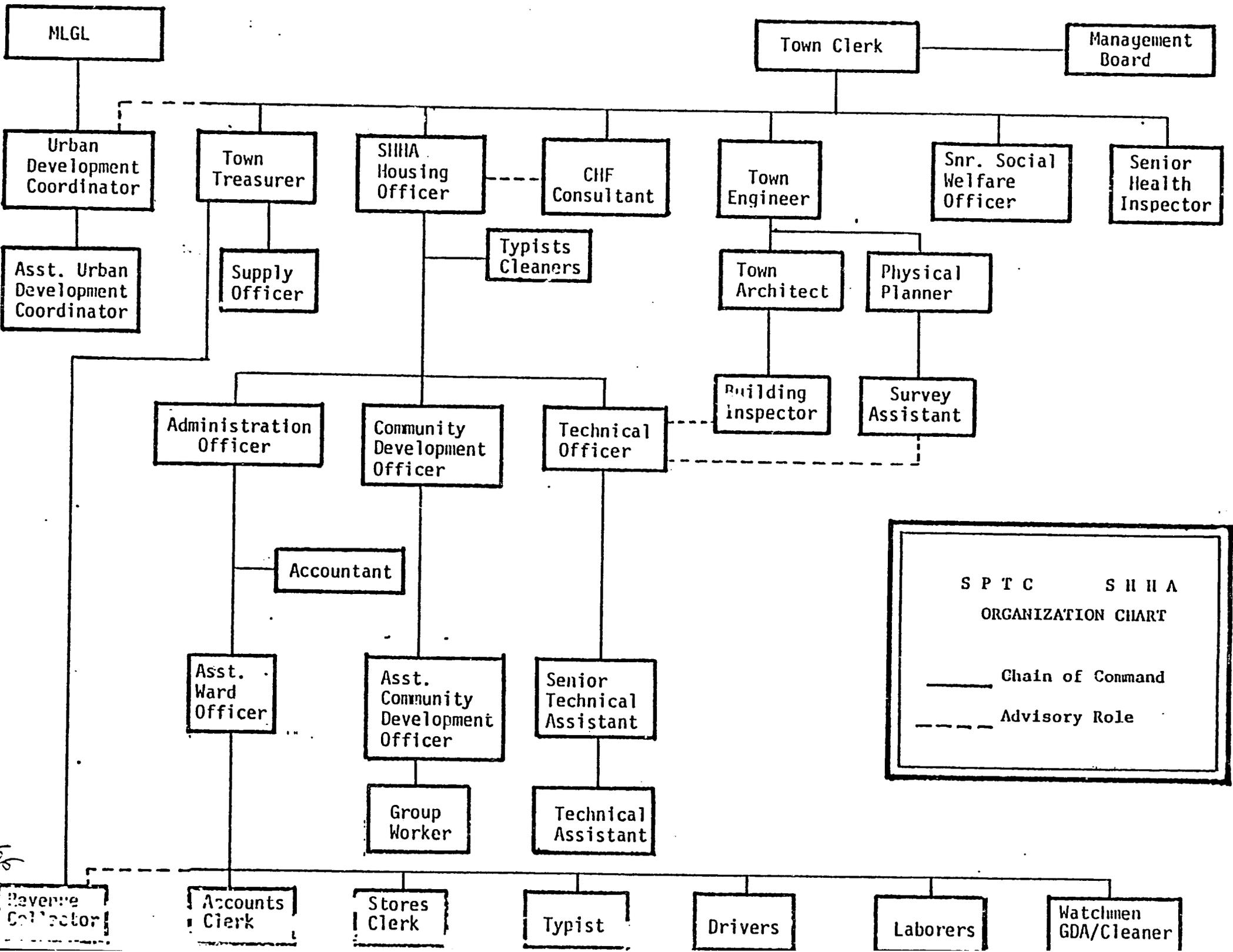
(x) To be able to communicate, as appropriate, directly with other Government Ministries and outside agencies concerned with the Urban II Project, copies of such correspondence being sent to the Urban Affairs Division.

(xi) To supervise and train one or two assistant Co-ordinators, who will assist in the performance of the Coordinator's duties for the purpose of eventually localising the post.

The Urban Development Coordinator must have the following qualifications:

(i) Must hold a university degree in an appropriate discipline, e.g. Engineering, Town Planning, Public Administration, or Urban Economics. Preferably, must also be a practising member of a Professional Institute.

(ii) Must have had practical experience in Urban development (preferably in a developing country), including financial administration.



S P T C S H H A
 ORGANIZATION CHART

_____ Chain of Command
 - - - - - Advisory Role

96

An Analysis of Low-Cost Sanitation Alternatives for Selebi-Phikwe

Introduction

This paper was compiled by the CHF Consultant posted at the Selebi-Phikwe Town Council SHHA. The information presented is intended to shed more light on the particulars of the sanitation units currently in use in Botswana. Additional comments could be made by different Officers, however, the purpose here is to provide a comparison of current options in relation to Selebi-Phikwe soil conditions and Selebi-Phikwe sanitation needs.

The information presented herein was researched from the following sources: Republic of Botswana, Ministry of Local Government and Lands, Department of Town and Regional Planning's Selebi-Phikwe Growth Study of September 1977; Ministry of Local Government and Lands, CIDA Project Manager's Discussion Paper on Alternatives for Low-Cost Sanitation Units in the Old Naledi Upgrading Area; notes on discussions with Selebi-Phikwe Town Council Senior Health Inspector and SPTC SHHA Senior Housing Officer, and notes from discussions with the Gaborone/Lobatse Urban Development Coordinator. The drawings are tracings of approved plans drawn by the Gaborone Town Council Architect.

Review of Engineers' Evaluation

John Burrow and Partners (Consulting Engineers) in September 1977, completed a study on the existing soil conditions in Selebi-Phikwe. The study included the SHHA areas in Botshabelo North, S, T, U (and their extensions), and South East Extension.

Burrow dug 62 holes throughout Selebi-Phikwe to determine the soakage factors within the township. Unpickable rock was found at an average dept of 1.235m--in one case the rock was encountered at 2.00m, but in another the rock was found at .500m. Botshabelo North had two holes with soakage rated as excellent, two holes rated good, and one hole rated medium. Botshabelo had the best results of the areas tested. Yet Burrow determined that because the area has a relatively high horizon of unpickable rock, the soakage would remain relatively close to the surface. Areas, S, T, and U (and extensions) had four holes rated as good or excellent and eight as poor or impermeable. The South East extension area had 5 holes rated as good or excellent with the remaining impermeable or marginal. Overall, 60% of the holes were judged "not generally acceptable": 49% impermeable, 6% marginal, 5% poor.

Burrow gives the following summary: (page 174-175 Annexes, 1977 Selebi-Phikwe Growth Study).

"The overall picture is therefore one of poor soakage conditions.

"The best soil cover and the better soakage conditions occurred in the northern part of Botshabelo where the original squatter settlement was started. ...However, sanitary conditions in that area are far from satisfactory - with strong odours discernable at most times of the day.

"Generally the soils of the area are underlain by impervious rock at a shallow depth and even if soakage conditions were more favourable it is likely that this bedrock would deflect the foul water horizontally. This would lead to a build-up of polluted water lying stagnant just below ground level. The construction of full waterborne sanitation is also hindered by the shallow depth of the bedrock and any system that requires deep excavation will prove to very expensive. ROEC or Aqua Privy 'B' structure are also affected by the soil coverage and excavation in rock may be necessary. However, it has been observed in area U and the extensions S and T that the profile of the bedrock is irregular and careful selection of sites on the plot could minimise rock excavation.

"The results of the soakage tests indicate that the area is generally unsuitable for the disposal of sewage effluent by soakage. The low income areas can be served by a system of dry toilets such as the ..." REC I, REC II or ROEC.

Review of Possible Alternatives

Pit Latrine*
Revised Earth Closet Type I (REC I)*
Revised Earth Closet Type II (REC II)*
Reeds Odourless Earth Closet (ROEC)*
Botswana Type 'B' Aqua-Privy*

The preceding types of Sanitation units are currently being used in Self-Help Housing areas in Botswana. The following descriptions give some detail of each unit, their advantages and disadvantages; and current costs (June 1980).

*Pit Latrine with vent pipe

Design: The people of Botswana are familiar with this toilet, which has been used in many of the rural areas. Current Government policy, however, considers this unit as a last resort in Urban areas. The unit is a basic 3 meter pit covered with a slab that has a keyhole over which one squats.

Cost: Substructure approximately P175
Superstructure approximately P100

Advantages: Low user-education requirement because the unit is familiar and understood. The unit is relatively inexpensive to build. Vent minimises odour and fly nuisance.

DISADVANTAGES: Not generally accepted as a viable alternative by GOB. People have expressed dissatisfaction with squatting directly over the pit without use of a pedestal. Once full, the pit is difficult to empty because the top layer is fresh and there is no access hole (inspection cover). Current emptying method is to add water and pump out the contents or one can dig another pit, which has obvious space constraints in Urban plots. The required 3 meter depth can penetrate high water tables to cause pollution. Also the high horizon of unpickable rock makes excavation difficult and expensive. When water penetrates the pit, the walls deteriorate and eventually collapse.

*REC I

Design: This unit is very similar to the vented pit in that it is a single 'dry' pit. However, the REC I has half the depth of the pit lined with concrete blocks. The superstructure is offset to one side permitting space for an access cover to facilitate easy emptying.

Cost: Substructure approximately P225
Superstructure approximately P100

Advantages: More expensive than the vented pit, but still relatively inexpensive. Low user-education requirement because of familiar design. Vent minimises odour and fly nuisance. The introduction of a pedestal is reported favorably.

DISADVANTAGE: The 3 meter depth requirement makes the REC I susceptible to the same disadvantages as the vented pit, in spite of the partial concrete lining.

*REC II

Design: The superstructure straddles a wall that divides the pit into two parts. A pedestal is placed over one hole that feeds into one part of the pit, while the hole that feeds into the second part of the pit is sealed with a plug. When one part of the unit is full, the plot holder removes the plug from the empty part and places it securely in the hole of the full part. The pedestal is placed over the empty portion of the pit. The system employs the dry-pit theory, which promotes decomposition by keeping water out of the pit. Both parts of the pit have concrete manhole covers to enable easy access for sanitation equipment to remove the contents of full pits. The pit, itself, is 1.5m deep (minimum) with each part of the pit 1.2m wide. Both parts of the pit have PVC vent pipes that are screened at the top to minimize odour and fly nuisance.

Cost: Substructure approximately P275
Superstructure approximately P100

Advantages: The double pit ensures longer user life, while giving Councils time to respond to plotholders requests that one side of their pit be emptied. This also alleviates the problem of having to remove fresh waste materials as Councils can let a full unit stand until the

top layers decompose. Shallow depth of pit minimizes rock excavation and water contamination. Low user-education because the basic concept is similar to the familiar vented pit latrine.

DISADVANTAGES: This unit has not been used extensively in the urban areas of Botswana so the people's reaction/acceptance is not entirely known. The unit is somewhat expensive. Like all dry systems, the removal of waste materials must either be done by a sanitation pump unit capable of pumping dry material or by hand. Removal by hand is culturally not acceptable to Botswana.

*Reed's Odourless Earth Closet (ROEC)

Design: The superstructure is completely offset from the pit, which has a manhole cover for cleaning access. Excreta are introduced into the pit via a chute. The pit is 3m deep and unlined. A vent pipe is used to minimize fly and odour nuisance. The ROEC is a dry system.

Advantages: The pit is not as deep as the Pit Latrine. The unit is relatively easy to empty. The superstructure is relatively easy for the owner to complete. The people are familiar with the basic concept of this unit.

DISADVANTAGES: The SHHA will have to spend time and energy on an intense user-education programme to ensure proper cleaning practices. Currently, people are using water to clean the chutes, which defeats the dry system principle. The ROEC requires soil conditions that permit a 3m pit; conditions that do not exist in many areas of Botswana (Selebi-Phikwe in particular). The chutes are made of asbestos and are thus subject to breakage. The top layers of the pit will always be fresh when Councils respond to emptying requests. When the pit is full, Councils will have to respond immediately to emptying requests.

Botswana Type 'B' Aqua-Privy

*Design: This unit is a wet system. It has a lined tank that is fed into from a pedestal. A washing trough is attached to the outside of the superstructure with plumbing connecting the trough to the tank. Water is placed in the tank and used for various household purposes. When the plotholder uses the toilet, he or she releases the sink stopper in the trough. The water then flushes the waste matter into the tank. Toward the top of the tank is an opening for a drainage pipe which leads away from the tank, permitting the overflow to soak into the ground. The superstructure sits directly on the slab. A concrete manhole cover permits access to the lined tank. The slab has a vent-pipe hole.

Cost: Substructure approximately P475
Superstructure approximately P160

Advantages: This unit can be upgraded (at a substantial cost to the plotholder) to full water borne sewerage. All liquids are contained in a lined tank. The tank is set into a 1.0m hole, which minimizes rock excavation.

DISADVANTAGES: It is difficult to construct a truly watertight tank. The use of the unit requires extensive education because this type of sanitation unit is not familiar to most Batswana. The unit is expensive. The reliance on a soakaway system will cause future problems with sludge build-up, possible water contamination, and possible surfacing of contaminants during periods of high water tables. People must carry water to the trough and keep the system water-sealed to prevent odours. The construction of the superstructure is somewhat sophisticated, requiring plumbing skills and the introduction of holes into the wall. This will lead to self-help construction delays.

Conclusions and Recommendations

When analyzing all of the preceding information, the observation must be made that RQEC, REC I, and REC II are the only viable options for Selebi-Phikwe. Particularly in light of the reported poor soakage conditions, Ministry of Local Government and Lands recommends that Selebi-Phikwe Town Council use the REC II system. The advantages of the REC II (particularly the shallow depth and the "two-pit" concept) certainly appear to make the REC II an appropriate choice for Phikwe's high rock horizon. However, as noted the REC II has not been used in Phikwe as yet. Consequently, neither Selebi-Phikwe Town Council nor SHHA have any knowledge of REC II's social and practical acceptability.

In the meeting of 31st March 1980, the Selebi-Phikwe Town Council Senior Staff endorsed the concept of Ministry of Local Government and Land's proposal. However, the SPTC Senior Staff stipulated that time be allowed for study of the REC II and the possibility of designing a new unit that would meet the same standard. In either case, a delay is being proposed before full implementation of a sanitation scheme can occur.

Attached to this paper is a Minute from the Health Assistant to the Senior Health Inspector, which was directed to SHHA for attention. Paragraph two of this letter describes Botshabelo as an area lacking approved sanitation units. Paragraph three describes the use of temporary toilets that are haphazardly used in the corners of plots, and the indiscriminate depositing of feces. Paragraph one under the title 'comments' the Health Inspector very rightly points out that such sanitation (or non-sanitation) methods pose a severe health hazard to the Phikwe Community.

During recent inspection by SHHA Senior Staff to the Western Areas, similar conditions to those of Botshabelo were noted. In fact, SHHA has noted (and reported to the Selebi-Phikwe Town Council Senior Staff on 31st March 1980) that of 2,000 estimated plots in Botshabelo none have approved sanitation units; of 504 allocated plots in Botshabelo South only 8 have approved sanitation units; and of 1,009 allocated plots in the Western Areas only 49 have approved sanitation units. These conditions, which are outlined in detail by SPTC's Senior Health Inspector, are intolerable and demand immediate attention.

SHHA recognizes the importance of soliciting input from the people affected by such major decisions as which sanitation unit to install. SHHA also recognizes the critical nature of the present situation, while fearing lengthy delays that are bound to occur with another study or with designing of a new unit (which would probably also require a study). Once again urgency for immediate action must be emphasized.

The SPTC SHHA has noted that Gaborone SHHA has had a favourable response to the REC II. The REC II has a design that is favourable to soil conditions in Phikwe. In light of this reported success and suitability, the REC II could be implemented under a program of education, using the Ministry of Local Government and Land finance scheme of P100 grant money and P175 4% loan money. The education program would aim to make ploholders fully aware of the design of REC II, the use of the REC II, the REC II's advantages over other units, and the details of the finance scheme.

The implementation of any sanitation unit scheme would, of course, be accompanied by an education-programme. However, we have reached a point where a year and a half has passed since the original GOB-World Bank agreement was signed and where we are only 26 months from the original completion of the Urban II Project. This is a time in which we need to place emphasis on implementation. Implementation accompanied by communication to and with the ploholders in which the ploholders' ideas and thoughts are responded to in the effort to meet their needs.

In whatever course of action the SPTC chooses to take, the critical situation of the existing poor sanitation conditions in SHHA areas should be of utmost concern. This concern should then be translated into immediate action.

PHASING OF SHHA STAFF
REVISED AUGUST 1980

Current Staff:

| | |
|--------------------------|--------------|
| Senior Housing Officer | 1 |
| Administration Officer | 1 |
| Asst Ward Officer | 3 (1 Acting) |
| Comm Development Officer | 1 |
| Snr Accounts Clerk | 1 |
| Group Worker | 3 |
| Technical Assistant | 4 |
| Accounts Clerk | 1 |
| Asst Supplies Officer | 0 |
| Typist (Clerk) | 2 |
| Survey Assistant | 1 |
| Labourers | 13 |
| Night Watchman | 4 |
| Driver | 3 |
| GDA/Cleaner | 2 |
| TOTAL | <u>42</u> |

LEGEND:

HQ = Headquarters
WA = Western Area
BS = Botshabelo South
BN = Botshabelo North
SX = Southeast Extension

August 1980

| | |
|-----------------------|--------------------|
| Technical Officer | 1 HQ |
| Asst Ward Officer | 1 WA (T. Maikano)+ |
| Group Worker | 1 WA |
| Group Worker | 1 BN |
| Asst Supplies Officer | 1 BS (LGA 5) |
| Senior Typist | 1 HQ |

September 1980

| | |
|---------------------|------|
| Group Worker | 1 BN |
| Technical Assistant | 1 BS |
| *Revenue Collector | 1 BS |

October 1980

| | |
|---------------------|------|
| Technical Assistant | 1 BS |
|---------------------|------|

November 1980

| | |
|----------------|------------------------|
| Tractor Driver | 1 WA (to be confirmed) |
| Driver | 1 HQ (to be confirmed) |

December 1980

| | |
|----------------|------|
| Accounts Clerk | 1 BN |
|----------------|------|

January 1981

| | |
|------------------------|------|
| Assistant Ward Officer | 1 SX |
| Technical Assistant | 1 BN |

One Typist is Industrial Class. SHHA has requested that she be confirmed as a permanent salaried ULGS employee.

February 1981

| | |
|---------------------|------|
| Accounts Clerk | 1 SX |
| Tractor Driver | 1 BS |
| Technical Assistant | 1 SX |
| Technical Assistant | 1 SX |

March 1981

| | |
|----------------------------|--------------|
| *Revenue Collector | 1 SX |
| Assistant Supplies Officer | 1 BN (LGA 5) |
| Assistant Supplies Officer | 1 SX (LGA 5) |
| Technical Assistant | 2 BN |
| Typist | 1 BN |
| Nightwatchman | 2 BN |

April 1981

| | |
|---------------------|----------|
| Tractor Driver | 1 BN |
| Group Worker | 1 BN |
| Group Worker | 2 SX |
| Technical Assistant | 1 BS |
| Technical Assistant | 1 SX |
| Typist | 1 BS |
| Typist | 1 SX |
| GDA/Cleaner | 2 BS, BN |
| GDA/Cleaner | 1 SX |
| Nightwatchman | 2 SX |
| Tractor Driver | 1 SX |
| Driver | 1 SX |

May 1981

| | |
|---------------------|------|
| Technical Assistant | 1 BS |
| Technical Assistant | 2 SX |
| Technical Assistant | 1 BN |

SHHA Staff Totals:

| | |
|-----------------------|----|
| Additions FY 80/81 | 25 |
| Additions FY 81/82 | 19 |
| TOTAL | 44 |
| Current Staff | 42 |
| Less 5 Labourers | -5 |
| TOTAL SHHA Staff..... | 81 |

+SHHA is waiting for Maikano's confirmation in this post.

*These Officers are not included in the SHHA staff totals because they are not considered part of the Housing Department.

Note: Approval has been given by the Town Clerk to recruit a second Survey Assistant to help speed up the demarcation of Botshabelo North. This Survey Assistant will be recruited as an Industrial Class. The Survey Assistant is included in the total figure of SHHA staff.

AUGUST 1980

SPTC SHHA Staff Requirements Schedule

| <u>TITLE</u> | <u>NO.</u> | <u>DESIGNATION</u> | <u>YEAR OF APPOINTMENT</u> |
|------------------------|------------|--------------------|----------------------------|
| Snr Housing Officer | 1 | LGA 2 | 1-80/81 |
| Administration Officer | 1 | LGA 3 | 1-80/81 |
| Comm Dev Officer | 1 | LGA 3 | 1-80/81 |
| Technical Officer | 1 | LT 3 | 1-80/81 |
| Snr Accounts Clerk | 1 | LGA 4 | 1-80/81 |
| Asst Ward Officer | 4 | LGA 4 | 4-80/81 |
| Snr Technical Asst | 2 | LT 4 | 2-80/81 |
| Technical Assistant | 15 | LT 5 | 9-80/81 6-81/82 |
| Group Worker | 9 | LGA 5/6 | 6-80/81 3-81/82 |
| Accounts Clerk | 4 | LGA 5/6 | 4-80/81 |
| Asst Supplies Officer | 1 | LGA 4 | 1-80/81 |
| Asst Supplies Officer | 3 | LGA 5 | 3-80/81 |
| Typist (Clerk) | 1 | LGA 5 | 1-80/81 |
| Senior Typist | 1 | LS 3 | 1-80/81 |
| Typist | 4 | LS 4 | 2-80/81 2-81/82 |
| Survey Assistant | 1 | LT 4 | 1-80/81 |
| Survey Assistant | 1 | GRP 1 | 1-80/81 |
| Driver | 8 | GRP 2 | 5-80/81 3-81/82 |
| GDA/Cleaner | 5 | GRP 4 | 2-80/81 3-81/82 |
| Night Watchman | 8 | GRP 4/3 | 6-80/81 2-81/82 |
| Labourers | 13 | GRP 1/3/4 | 13-80/81* |
| Driver | 1 | LT 5 | 1-80/81 |

TOTAL Staff additions in 81/82.....19
 TOTAL Staff 80/81.....67
 TOTAL Staff 81/82.....81

Note: The above schedule does not include 8 Revenue Collectors at LGA 6 nor 4 Bye-Law Enforcement Officers. These Officers will not be assigned specifically to the Housing Department.

*Five of the Labourers will not be needed in FY 81/82.

SELEBI-PHIKWE TOWN COUNCIL
Self Help Housing Agency
Project Implementation and Staffing Schedule

| | | |
|-------|---|---|
| 5/80 | Headquarters ready for occupation, 4% BML Area S, revenue collections Western Areas and Botshabelo South. | Technical Officer (1) Snr. Accounts Clerk (1) Watchman |
| 6/80 | Bring Western and Botshabelo South up to full staff gearing for 9% BML implementation. | Technical Assistants (5) Snr. Technical Asst. (1) Ward Officer (Asst.) (1) Accounts Clerk (1) Typist (2), Group Worker (2) Asst. Supplies Officer (1) GDA/Cleaner (2) |
| 7/80 | Storeroom in Botshabelo South nearing completion. Have staff by end of month for training. | Tractor Driver (3) Technical Assistant (3) |
| 8/80 | | |
| 9/80 | Botshabelo North ready for plot allocations. Have offices for CD & TA personnel in place. Train new personnel | Group Worker (3) Technical Assistant (3) |
| 10/80 | Operate Bots N from the South. | |
| 11/80 | Continue | |
| 12/80 | Prepare Ward Officer and Accounts Clerk for Botshabelo North. | Ward Officer (Asst.) (1) Accounts Clerk (1) |
| 1/81 | Botshabelo North and Southeast Extension office & Warehouses nearing completion. Collections in all areas except Southeast Extension. | Ward Officer (Asst.) (1) Asst. Com. Dev. Officer (1) Group Worker (2) Asst. Supplies Officer (2) Technical Assistant (2) |
| 2/81 | All offices and storerooms complete. Start allocations in Southeast Extension. | Snr. Technical Asst. (1) Technical Assistant (2) Accounts Clerk (1) Typist (2) Tractor Driver (2) Watchman |

| | | |
|-------|---|--|
| 3/81 | Self help construction in Southeast Extension expands by 100 per month. All areas functioning at peak or near peak. | Revenue Collector (4) GDA/Cleaner (2) Tractor Driver (1) |
| 2/81 | Add TA to meet increased need. | Technical Assistant (4) |
| 5/81 | | |
| 6/81 | Add TA to meet increased need. | Technical Assistant (4) |
| 7/81 | | |
| 8/81 | Add TA to meet increased need. | Technical Assistant (4) |
| 9/81 | | |
| 10/81 | Add TA to meet increased need | Technical Assistant (4) |
| 11/81 | Add TA to meet increased need | Technical Assistant (1) |

Some of the Technical assistants may not be required as new personnel. The project must be periodically reviewed to determine construction activity and number of plots to be allocated. If one area nears completion, some of the personnel at that area may be transferred to an area needing more personnel. The Housing Officer must make these decisions well in advance of the projected need for a particular area in order to allow ULGS enough time to locate the required personnel.

Certain staff are required in an area no matter how many plots are being served. These include Ward Officer, Typist, Revenue Collectors, Accounts Clerk, Assistant Supplies Officer, Driver, Watchman, and Cleaner. Headquarters' staff members are also all required with the possible exception of the Technical and Community Development staff should no new self-help housing projects be forthcoming.

The Ward level staff in the Technical and Community Development departments vary in number according to ward size and activity. For purposes of this staffing schedule the Technical staff was determined by a ratio of one TA per one hundred self-help builders (1:100). For various practical reasons this ratio may not be realized; however, all efforts must be made to keep the ratio as low as possible. Otherwise the TAs will be unable to offer consistent or quality service to everyone that needs assistance. The Community Development staff was determined using a ratio of one group worker to five hundred plots (1:500). This ratio is considered high and should be adhered to.

The Revenue Collectors will be under the supervision of the Treasury Department. The Survey Assistant will be transferred to the Town Engineer's Department to work under the Physical Planner (once the Physical Planner arrives in Selebi-Phikwe).

SPTC SHHA WARD OFFICE PERSONNEL

Botshabello North Ward Office -
Warehouse - Plot 2935

| Title | No. |
|------------------------|-----|
| Asst. Ward Officer | 1 |
| Group Workers | 3 |
| Technical Assistants | 6 |
| Asst. Supplies Officer | 1 |
| Accounts Clerk | 1 |
| (Clerk) Typist | 1 |
| Revenue Collector | 2 |
| Tractor Driver | 1 |
| Labourer | 2 |
| Driver | 1 |
| Night Watchman | 2 |
| GDA/Cleaner | 1 |

1500 Plots

Botshabelo South Ward Office - 4500
Warehouse - 4503/06

| Title | No. |
|-------------------------|-----|
| Asst. Ward Officer | 1 |
| Group Workers | 2 |
| Technical Assistants | 4 |
| Asst. Supplies Officers | 1 |
| Accounts Clerk | 1 |
| (Clerk) Typist | 1 |
| Revenue Collector | 2 |
| Tractor Driver | 1 |
| Labourer | 2 |
| Driver | 1 |
| Night Watchman | 2 |
| GDA/Cleaner | 1 |

1045 Plots

Western Areas Ward Office - 3450
Warehouse - 3899

| Title | No. |
|------------------------|-----|
| Asst. Ward Officer | 1 |
| Group Workers | 2 |
| Technical Assistants | 3 |
| Asst. Supplies Officer | 1 |
| Accounts Clerk | 1 |
| (Clerk) Typist | 1 |
| Revenue Collector | 2 |
| Tractor Driver | 1 |
| Labourer | 2 |
| Driver | 1 |
| Night Watchman | 2 |
| GDA/Cleaner | 1 |

1192 Plots

Southeast Extension Ward Office -
Warehouse - 5589

| Title | No. |
|------------------------|-----|
| Asst. Ward Officer | 1 |
| Group Workers | 2 |
| Technical Assistants | 4 |
| Asst. Supplies Officer | 1 |
| Accounts Clerk | 1 |
| (Clerk) Typist | 1 |
| Revenue Collector | 1 |
| Tractor Driver | 1 |
| Labourer | 2 |
| Driver | 1 |
| Night Watchman | 2 |
| GDA/Cleaner | 1 |

907 Plots

Machine Accounting and Loan/Stores Management

When the Government of Botswana (GOB) decided to expand the Town Councils' self-help housing programmes, it also realized that many management problems had to be addressed. Some people saw these problems as isolated items which could be rectified by isolated or focused action. Others maintained that the problems were inherent in a large programme. However, the GOB decided that the problems and constraints were indicative of wide-ranging management weaknesses. Therefore, GOB embarked on an extensive technical assistance programme, designed to overcome the problems by establishing a system of consolidated procedures.

USAID assisted GOB by providing housing management advisors through the Co-operative Housing Foundation (CHF) (formerly known as the Foundation for Co-operative Housing--FCH). These advisors worked with the Self-Help Housing Agencies (SHHA), developing procedures, training staff, and introducing good management practices.

One of the most apparent problems was poor accounting records. Some of the records were missing, torn, soiled, and incorrectly posted. They also contained gaps where no payments had been recorded (e.g., the plotholder was recorded as paid from January to April 1978, but in arrears for May to August 1978, while preceding months were paid up-to-date). Concurrently, plotholders were permitted to purchase or draw building materials even though they were in arrears. When a plotholder came to the ward office to pay, the revenue collector accepted the payment without referring to the records. Then the revenue collector posted the receipt into the record books. This practice was not included in the revenue collector's job description, making it difficult to hold

him accountable while making it easy for him to falsify records.

The accounting problems comprised a small portion of SHHA's difficulties. However, the staff considered the accounting problem as an important item requiring immediate attention. The efforts to rectify the accounts produce a system that established accounting/finance management as an integral part of the community development and construction/technical assistance sections, dependent on each other for successful implementation. For this reason, one cannot speak of the accounting system without mentioning procedures for the other sections. The comprehensive procedures were developed to create checks and balances, which extend between sectional boundaries, highlighting the sections' interdependence.

When analyzing the automated accounting system used by SHHA, one finds that extensive preparation was necessary before the system became functional. The first concern was rectification of the existing records. This meant establishing clear responsibilities (job descriptions) for the staff working on revenue collection and records posting in order to separate these two functions. This made it difficult for the revenue collector to "cheat", while making the accounts clerk responsible for posting. Thus a check and balance was created to make both officers more accountable for their performances.

The rectification of the accounts was lengthy and involved. Receipt books as much as five years old were consulted. Two entire years of records were reconstructed because the originals were beyond repair. After this exercise a team was organized to visit all plottolders with gaps in their accounts. If these plottolders could produce official receipts for these gaps, their accounts were credited accordingly.

Following this, the records were considered 100% correct (unless a plotholder came forward with an official receipt that indicated otherwise).

The next step was to identify an automated accounting machine capable of performing the many different SHHA accounting activities. SHHA was tempted by salesmen to purchase a large computer with an extensive memory system. However, such an expensive machine was judged inappropriate because it required special training in machine-language programming and would not give field offices ready access to the information (e.g., SHHA wanted the field staff to be able to tell a plotholder about his or her arrears whenever they might walk into the office). Consequently a fairly simple programmable calculator was chosen. The machine was not too expensive, it could be placed in the field for immediate access, it was easy to operate, it used the binary programming system (eight SHHA staff were trained in this simple system), and it had the capacity to produce print-out sheets of all debits or credits and summaries.

Once the machine was selected (the local banks also used the same type of machine so servicing and spare parts were assured), the programs were written so that they would complement procedures for plot allocation, building material loan (BML) application, service levy collection, BML payments collection, building material cash sales, BML disbursements, ordering of materials, monthly statistical reports, and Lender/Donor reports.

For example, a new policy was established that considered the BML applicants' capability to repay the loan. Plotholders previously received the maximum loan with no consideration for affordability. If

the BML applicant passes the test of affordability¹ (and other eligibility tests), they are awarded a BML with instructions to consult the technical assistants before obtaining materials. The technical assistants would then refer to the BML plotholder's file to compare the house plan with the materials list against the plotholder's request for materials. The requested materials are ticked on the materials' list to record the quantity of materials taken for construction (this minimizes the practice of some plotholders selling their materials for cash or profit). The technical assistant then completes a SHHA materials' invoice, which the plotholder takes to the accounts clerk. The accounts clerk checks the service levy and BML payment records to verify the plotholder has enough disbursement record to verify that the plotholder has enough BML balance available for the materials on the invoice. All this information is on ledger cards which are kept current daily on the accounting machine. If the plotholder does not have a current account, he or she must pay any arrears before materials are disbursed or sold on a cash sale basis. If the plotholder's BML balance available will not cover the cost of the invoice order, the plotholder must pay cash for the amount not covered by the BML balance. Once the preceding has been checked and approved (by signature of the accounts clerk and the revenue collector if money is collected), the plotholder takes the invoice to the stores clerk. The stores clerk organizes the materials on the invoice for delivery. Both the stores clerk and the plotholder sign the invoice to verify disbursement and receipt of the materials on the

¹ This includes advising the plotholder to build the size huse that is affordable with a view to expansion as is possible according to the plotholder's future financial situation.

invoice. A copy of the invoice goes bck to the accounts clerk who debits the appropriate building material ledger card with quantity that was disbursed. The plotholder's BML disbursement card is also debited to reflect the amount taken and to establish the new balance available.

Each and every item in the stores has its own ledger card which is coded with a number. Each item has a minimum and a maximum quantity which should be in stock. The daily posting of disbursements (cash sales and BML disbursements) keep the inventory accurate and current every day. This enables the Administration/Finance Officer to visit the store at any time to spot check the physical count of stores against the daily records.

The daily posting of disbursements (additions to stores are done as materials arrive from suppliers) is supplemented by a weekly inventory on the accounting machine. The inventory compares the maximum and minimum quantities against the current balance of the item. If there is a surplus of an item, the quantity is printed in a special column. If there is a shortage, the quantity is printed with a negative sign in a different column, indicating that the item must be re-ordered. This exercise produces a printout sheet for the Administration Officer of all the materials currently in the stores, giving exact quantities and identifying items for re-ordering. A second copy of the printout sheet goes to the stores cler, who uses it to check fo rany missing materials. The sheet also provides a correct reference for monthly phisical inventories and occassional surprise inspections.

The machine also provides the ward officer and the Administration Officer with a monthly report on the total number of loans issued, the amount (in local currency) of loans issued during the current month,

the amount of loans issued, the total amount not issued in materials, and the percentage of the amount issued in materials. This information helps SHHA and the Treasurer determine the quantities of material not disbursed versus the amount of loans awarded versus the total amount of loan money available. It also gives an indication of how well the construction programme is proceeding.

Each day the accounts clerk posts the payments made by plotheholders for service levy or BML (on separate ledger cards). The BML balance due includes all outstanding principal and interest amounts. This method allows the plotheholder and ward staff to see the total amount owed at any one given moment. If a plotheholder chooses to make a substantial advance payment or to completely settle his or her account, the senior accounts clerk calculates the advance payment against the outstanding principal only (assuming the person is paid up-to-date). This effectively shortens the amortization period and gives the borrower the benefit of not having to pay interest for the full 15 year loan period.

The daily posting of the BML payments gives SHHA and the Treasurer a means to check the revenue receipts. It also provides the ward officer with an updated report of plot arrears. This enables the ward officer to keep his records updated daily which gives the staff constant access to all chronic defaulters.

The BML ledger cards also have a numbering system containing the plot number and the date the BML was awarded. This gives the ward staff access to the age of the loan and the plot number. The SHHA staff are now working on a program which will use the date of allocation portion of the BML number to help the technical section analyze the progress of

the ploholders in developing their plots. This will be accomplished by comparing the date of allocation against a code for development progress. This information will then be analyzed according progress toward meeting the start-up period (within three months of allocation) and the completion period (no later than twelve months after allocation, though extensions may be given). The print out sheet will provide an accurate list of all plots under development, including their respective development stages.

At the end of every month, the accounts clerks use a special program to debit each BML account for the coming month's payment, and to analyze the payment/arrears situation. Each card is debited with an adjustment made to the balance due. If the account is 30 dyas, the amount is also printed on the card. If the account is 60 of 90 days in arrears, the appropriate amount is recorded on the printout sheet. When all the cards have been debited, the printout sheet has information for ever plot including the BML number, the date, the amount debited, the new balance, and the amount 30, 60, or 90 days in arrears (if any). This sheet gives the ward staff vital fingertip access to each and every defaulter and to the amount owed to Council. The machine also analyzes the data giving total amounts for 30, 60, and 90 days in arrears (both money owed and number of plots owing) and the percentages for each period of arrears. The same type of information is given for the service levy payment status, using a different program.

The accounting machine has greatly improved SHHA's accounting records. However, the machine would be useless if taken by itself. It works because it is a part of a system of procedures designed to include checks and balances in the three major sections--finance/admini-

stration, construction, and community development. All three sections contribute in one way or another to the successful implementation of the machine. The procedures for plot application, service levy payments, BML application, BML disbursements, BML payments, arrears follow-up, and loan status are all tied to one another so that the staff will have timely access to accurate information. This contributes to the effort to minimize the default rate, to maintain the construction programme efficiently, to keep the materials loss at a minimum, to help prevent posting errors, to have well-stocked stores, and to make the names of defaulters and the amounts they owe easily available. The machine is only a tool, not a panacea to accounting records and tremendously when incorporated with good management procedures. Procedures which relate to one another in such a way as to ensure accountability, checks, balances, and smooth operation.

Botswana has found this innovative system to be a major factor in SHHA's efforts to gain managerial control of the low-income housing program. The systems approach requires all the parts of the system to work well and in harmony which is sometimes difficult. Nevertheless, the approach is much preferable to the old method of independent sections working in their own sphere without considering the implications of their actions on the other sections nor of the importance of maintaining open communication.

STAFF.

1. Write job descriptions for all SHHA staff. (Partially complete but needs refinement.)

| | |
|--------------------------------|---|
| i) Group Worker overall duties | x) Senior Housing Officer |
| ii) Building Trainer | xi) Housing Officer |
| iii) Assistant Ward Officer | xii) Senior Accounts Clerk |
| iv) Group Worker Supervisor | xiii) Snr Community Development Officer |
| v) Building Trainer Supervisor | xiv) Senior Construction Officer |
| vi) Revenue Clerks | xv) Typist |
| vii) Accounts Clerks | xvi) Cleaner/GDA |
| viii) CHF Consultant | xvii) Laborers |
| ix) Stores Assistants | xviii) Night Watchman |

2. Develop orientation program for specific staff positions.
 - i) Construction
 - ii) Group Workers
 - iii) Accounts

3. Develop orientation program for general SHHA operations.

4. Plan staff training programs.

| | |
|---------------------|-----------------------|
| i) Construction | iv) Senior Staff (HQ) |
| ii) Group Workers | v) Ward Officers |
| iii) Accounts (A-4) | vi) Stores Assistants |

5. Implement staff training programs.

6. Plan in-service training for SHHA staff.

7. Implement in-service training for SHHA staff.

8. Arrange SPTC SHHA staff visits to other townships' SHHAs.

9. Design staff seminars on management practices.

10. Develop, write, implement policy re working hours for weekdays and weekends.

11. Develop schedule to accommodate working hours policy.

12. Write policy for all SHHA staff meetings.

13. Write policy for SHHA Senior staff meetings.

14. Write policy for Group Workers relationship with Social Welfare.

15. Write policy for Group Workers followup procedures with defaulters.

16. Write policy for construction Assistants' procedures in the field with ploholders.

17. Write policy for Accounts Clerk procedures with Audit-4.

18. Write policy for Revenue Clerk procedures in the Ward Office and the field.

POLICY

1. Write plot allocation policy. Specify application process. Revise existing policy. Present to Management Board. Include photograph.
2. Write policy for filing of CORs.
3. Write policy for Small Scale Industry plots. Review and revise existing policy.
4. Write policy to cover Rental of Rooms, Houses, and plots.
5. Write policy for compensation. Review existing policy.
6. Develop policy for plot ownership disputes in Upgrading Areas.
7. Write policy for plot transfers
 - a) COR to COR
 - b) COR to Non-COR
8. Write policy for Temporary Occupation Permits. Specify application procedure and process to gain COR status.
9. Write policy to cover minimum development requirements. Review existing policy. Include site plan, house standards, sanitation, and residence requirements.
10. Write policy for construction of sanitation units. Include standard and timing.
11. Write policy for site plan preparation.
12. Include all policies in a booklet to be distributed to staff. Also include policies from all headings.

DEFAULTERS

1. Design default letters/letters of demand for
 - a) Service Levy defaulters
 - b) BML defaulters
2. Write policy for procedure of default notice delivery, include time, frequency, number of letters to be sent.

B.M.L.

1. Meet with Town Clerk and Building Control Office to clarify jurisdiction over Self-Help areas.

- a) Plan approval
 - b) Site plan approval
 - c) Final occupancy approval
2. Adjust Area "S" 4% BML repayments to reflect the actual amount used.
 3. Write policy for BML application process. Include allocation criteria.
 4. Obtain lists of names of people allocated BHC or other houses. Use as reference when deciding on plot allocation.
 5. Design BML application. Review current BML application.
 6. Print BML Annuity Tables at 9%, 15 years.
Print Sanitation Loan Annuity Tables at 4%, 15 years.
 7. Write policy for transfer of BMLs from one plot holder to another plot holder.
 8. Develop procedures for ordering materials for BML or cash sales (house or sanitation unit construction).
 10. Investigate Concrete Block Manufacture capabilities of company in Area "T". Investigate any possibility in Botshabelo.
 11. Investigate general building material production - roofing, timber, windows, furniture.
 12. Develop policy for supplying a source of tools for self-help builders.
 - a) What kind
 - b) How many
 - c) Sell, loan, or rent
 13. Write policy for distribution of materials
 - a) Via cash sales
 - b) Via BMLs. Include procedures for invoicing and A-4 recording.
 14. Design form for use by C.A.s to determine (control) materials used in house and sanitation unit construction.
 15. Design invoice form for materials withdrawal for use by BML holders. Include cash sales, stores verification, and plot holder acknowledgment of materials,
 16. Design SHHA building material invoice.
 17. Design notice of receipt of building materials into stores.
 18. Design weekly stores report (stock take form). Design should include request for more stores.
 19. Write policy for reordering materials.
 20. Design layout of materials in stores.
 21. Design form for building material requirements.

1. Allocate HQ office space to Senior SEHA staff.
2. Analyze HQ furniture and equipment needs. Order HQ furniture and equipment.
3. Maintain list inventory for all HQ & W.O. equipment.
4. Analyze HQ need for additional office space: UDC, storage, darkroom/communications.
5. Develop office maintenance procedures. a) HQ b) W.O.
6. Write policy for administrative routines. Distribute to staff.
7. Draw HQ heirarchy graph. Draw Ward level heirarchy graph.
8. Allocate Ward Office space.
9. Improve existing ward office space.
10. Reorganise SEHA filing system.
11. Design and order SEHA stationery. a) savingram b) minute c) general stationery needs.
12. Print forms and documents to be used.
13. Design SEHA Logo.
14. Design SEHA sign posts.
15. Write policy for inventory (stock take) of office equipment. Include design of form with description of condition and frequency.
16. Analyze transportation needs. Transmit to channels for Tender.
17. Analyze current LPC procedures for possible refinements.
18. Design and install a messenger system.
19. Analyze SEHA mailing procedures with an eye to developing new procedures.
a) Posting b) Receiving
20. Develop priority system for typist.

1. Obtain power for A-4.
2. Reprogram EIL month-end report to reflect 30-60-90 day defaults.
3. Fine tune month-end Levy Report program.
4. Design and implement A-4 training program. a) programming b) A-4 use
5. Obtain A-4 ledger cards.
 - a) Levy
 - b) Stores
 - c) Inventory
 - d) EIL payment
 - e) Cash sales
 - f) EIL disbursement
6. Design forms for A-4 reports
 - a) Month-end levy
 - b) EIL payment monthly report
 - c) Report to lenders
 - d) Notice of receipt of building materials stores
 - e) Weekly inventory report
7. Programme A-4 drum for Sanitation loan payment. Secure ledger card for same. (Assumes MLGL/IFDP finance).

REPORTS

1. Design outline format for Senior staff reports.
Include topics, frequency, and expected comprehensiveness.
2. Design SHHA implementation - progress report. Review MLGL's recommendation.
3. Design outline format for Ward level reports.
4. Implement Graph of BIL arrears, using 30, 60, 90 days. Start with January.
5. Produce schedule (ledger) of all loans granted.
6. Topics for reports:
 - a) Number of plots allocated
 - b) Number of house plans approved
 - c) Number of plots starting construction
 - d) Number of houses completed and approved for occupancy

COMMUNICATION

1. Design system and procedure for transmitting information to staff.
2. Design and construct demonstration house sign boards.
3. Design and construct sign boards for SEHA HQ and W.O.
4. Establish telephone communications.
5. Establish radio communications.
6. Investigate possible use of Public Radio.
7. Plan and design educational meetings, using skits, street theatre for general public.
8. Plan seminars for the public. (Related to Number 7).
9. Topics for public education: Service Levy payments, EIL purpose, EIL payments, sanitation need/construction/use, water use, refuse.

FORMS

1. Design receipts for Levy, EML, and sanitation payments.
2. Write (and keep in files) a schedule or signed COR plottolders by Area.
3. Design default rate charts to be posted in Ward Office and HQ.
4. Design form for buildings trainers to report development progress of the plots.
5. Translate all forms (COR, EML, default letters) into Setswana.
6. Replace hand drawn CORs with official documents.
7. Design Plot application forms. Review existing SPTC, FTC, GTC forms.
8. Design form letters for dis/approval of loan or plot application. Design stamp for same purpose.
9. Design form letters for Administrative repossession. Write policy for same.
10. Design forms based on MLGL Regulations for legal action to attach property.
11. Design violations check-list. Include fence construction, water hose-pipe use, beaccn removal, sanitation unit use.
12. Design plottolder complaint forms.

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TRANSPORTATION AND MISCELLANEA

1. Develop transportation use policy and procedures.
 - a) Tractor/trailors
 - b) Small trucks
 - c) 7 ton truck
2. Analyze transport needs. Implement tender procedure to purchase require number of vehicles.
3. Investigate possibility of having night patrols by police.
4. Investigate bye-law enforcement officer staff increase to meet future SHHA needs.
5. Identify areas in Botshabelo North without plot numbers.
Request DTRF to appoint numbers.
6. Investigate Agriculture Assistant Rondoal -- has SHHA been reimbursed for its construction? See Mr. Tafisa Dube (ex-District Agriculture Officer) who is now Principal at Mahalapye School.
7. Enquire with Unified Local Government Service concerning SHHA staff promotions.
8. Enquire with ULGS concerning probation period for temporary employees.
9. Investigate water reticulation plans and communicate to staff and plotholders.
10. Investigate procedure for water standpipe maintenance and refuse collection.
11. Investigate dust-bin distribution for all areas.

LOW COST SEWERED PLOTS

SELEBI-PHIKWE TOWN COUNCIL

The following minutes were taken at a meeting in the Town Clerk's Office Selebi-Phikwe Town Council to discuss the type of tenure for the Southeast Extension's Low-Cost sewered Plots.

PRESENT: B.G. Sesinyi - Town Clerk, SPTC
 L.L. Aphiri - AS/Urban MLGL
 R. Avenell - Regional Surveyor, DSL
 M. Commander - Town Treasurer, SPTC
 B. McGrath - Town Planner, SPTC
 V.V. Mwakamui - Acting Principal Housing Officer, SPTC
 R. Campbell - CHF Consultant, SPTC

The meeting discussed the history of the Low-Cost Sewered Plots' (L-CSP) tenure.

- a) The GOB/IBRD Urban II loan agreement specifies COR tenure for L-CSP.
 - b) Ministry of Local Government and Lands and Department of Surveys and Lands ruled that sewered plots are not eligible for COR tenure as per a Gaborone precedent-setting decision.
 - c) Agreement to sale tenure was discussed and approved by AGs, DSL, and SPTC, however, Ministry of Local Government and Lands ruled that only CORs would be eligible for BMLs.
 - d) Selebi-Phikwe Town Council proposed the use of ATS with BMLs being replaced by loans from the Building Society. However, MLGL informed SPTC that ATS is not acceptable because there is no existing Law or Act that would provide a basis for enforcement of monthly payments.
 - e) Ministry of Local Government and Lands suggested the use of FTG with loan from the Building Society. However, Selebi-Phikwe Town Council felt this would prove too expensive for the intended beneficiaries (P2000 to P3500 per annum). In addition, Selebi-Phikwe Town Council reported it already has 159 FTG low-cost plots of which 94 have been vacant for over five years.
 - f) Ministry of Local Government and Lands delegated Mrs. Aphiri to attend this meeting to search for a viable solution.
2. The meeting agreed that COR tenure had the following disadvantages:
- a) a certain amount of subsidy would be included that is intended for the lower income group (below P1500).
 - b) SHHA administrative costs would increase.
 - c) SHHA technical assistance costs would increase and require staff with special skills such as plumbing.
 - d) the cost of administering the BML would increase.
 - e) the money available to the BML component would diminish more rapidly.

- f) sewerer plots should not have COR tenure per GOB decision for a similar case in Gaborone.
3. The meeting agreed that FTG tenure was not acceptable because SPTC already has too many vacant low-cost FTG plots, and because FTG tenure would make the plots unaffordable for the intended beneficiaries.
 4. The meeting agreed that Agreement to sale tenure had the following disadvantages.
 - a) if the ATS document was altered to permit monthly payments, Government would have no legal means to enforce monthly collections.
 - b) considering "4a" above serious cost recovery problems may ensue.
 - c) the AGs chambers is reluctant to pursue enforcement through civil action.
 5. The meeting agreed that Agreement to sale had the following advantages.
 - a) loans may be obtain from the Building Society, so BML funds are unaffected.
 - b) ploholders could still have access to SHHA Stores to minimize their costs.
 - c) the development capital costs could be recovered monthly, reducing the initial expense of a one-off purchase, and making plot acquisition affordable for the intended beneficiaries.
 - d) Selebi-Phikwe Town Council would incur minimal administrative costs.
 - e) the plots would be ratable, ensuring cost recovery of services.
 6. Considering all the above, the meeting reached a consensus that the best form of tenure for the L-CSP is Agreement to sale with the following provisions:
 - a) that the applicant agree to sign a stop-order form or participate in a direct deduction plan from a personal bank account to Council.
 - b) that this tenure be an interim measure until the tenure for this type of property be established by Government.
 - c) that the ATS be based on "land contract" for enforcement of payments (AGs and DSL to be consulted for assistance).
 - d) that Selebi-Phikwe Town Council act as AG's agent for collection of monthly payments, sending the payments to AGs every month.
 - e) that SPTC use its Audit-4 machines to accounts for the payments.
 - f) that an addendum to the State Land Act be approved to give more strength to collections enforcement.

- g) that the development covenant be made more stringent.
 - h) that the ATS document approved by AGs for monthly payments be used as the legal document.
 - i) that plotheholders obtain building loans from the Building Society, but have access to SHHA stores.
7. The Regional Surveyor commented that low-cost plots have a very low rate of forfeitures, lower than high or medium cost plots.
 8. The Regional Surveyor recommended that Selebi-Phikwe Town Council conduct a 5-year study to determine high density plot needs over the long term. The Town Planner said this was under way.
 9. The Town Clerk requested the AS/Urban to report back to Ministry of Local Government and Lands concerning the above resolutions. The AS/Urban promised to do so and to contact Selebi-Phikwe Town Council with a response as soon as possible.
 10. The meeting adjourned.