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IQC 40: Short Term Technical Assistance
in Support of the Housing Guarantee
in Gaborone, Botswana

This report was prepared by Mr. J. Ronald Campbell, Deputy Director for Africa Programs, as part of USAID IQC Agreement No. PDC-0100-1-00-2068-00, order number 40.

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TABLE OF CONTENTS

	Page
I. Orientation for Mr. Ntwaagae, Chief Housing Officer.....	1
II. Housing Plan.....	2
III. Middle Income Housing Proposal.....	3
IV. BHC Tenant Purchase Scheme.....	3
V. Mahalapye Study.....	3
VI. Southern Africa Development and Commerce Council.....	4
VII. Other Items of Interest.....	4
Recommendations.....	4
Master List MLGL Housing Division Files.....	6
Appendix	

IQC 40: Short Term Technical Assistance in Support of the Housing Guarantee Activity in Gaborone, Botswana

The primary purpose of this short term technical assistance assignment was to orient and brief Botswana's new Low Cost Housing Officer, Mr. Charles Ntwaagae. Previously, the Low Cost Housing Officer position was filled by CHF Consultant, Mr. J. Ronald Campbell. Mr. Ntwaagae, a Botswana government officer, has five years experience in urban development and a relevant Master's Degree from Penn State University. This report summarizes the various activities undertaken by the CHF Consultant.

I. Orientation for Mr. Ntwaagae, Chief Housing Officer

1) Upon arrival in Botswana, the CHF Consultant was informed that the job title of Low Cost Housing Officer had been officially changed to Chief Housing Officer (CHO). In addition, the post of SHHA Advisor had been re-designated Housing Officer III, who will take over responsibility of overseeing the low-income housing program. These positive changes will enable Mr. Ntwaagae to provide focussed leadership to the Ministry of Local Government and Lands' Housing Section, while ensuring that the SHHA program receives increased levels of support.

2) The CHO completed a review of the central files and was given an introduction to the Housing Section files, which were compiled by CHF Consultants between 1979 and 1985. A master list of these files are included in the Appendix.

3) The CHF Consultant and the CHO reviewed all Housing Section tasks and status of Housing Policy implementation. Specific briefing notes for the tasks are included in the Appendix.

4) The CHO was briefed on the National Development Plan (1985 - 1991) expenditure schedule viz-a-viz housing development. The schedule and notes are included in the Appendix. In addition, the organizational status of the SHHAs and the Housing Section were discussed.

5) Mr. Ntwaagae developed a Work Plan for the next six months, which is as follows (listed in order of priority):

--relieve Housing Officer II of day-to-day duties to enable him to concentrate on completing the Housing Plan.

--assist the Housing Officer I in presenting MLGL's recommendations for the Tenant Purchase Scheme to the Botswana Housing Corporation (BHC).

--assist the Housing Officer II in finalizing a proposal for a middle income housing program.

--exercise the CHO's leadership role as section head of MLGL's Housing Section, including oversight of the Housing Officers and provision of direction to the Housing Section. This will be done through close communication with Housing Section staff and the CHO's superior officers.

--participate in the review of the Ma'halapye Study and subsequent planning for development of a rural housing program.

--help plan for a Cooperative Housing Seminar, which is scheduled for November 1985.

--oversee the Service Levy analysis, which will be conducted by a consultant (a British funded activity).

--examine the SHHA Evaluation, participate in pertinent meetings, and secure Housing Section responsibility for implementing the Evaluation's recommendations.

--oversee on-going studies that are examining Council staff housing rentals and District staff housing designs.

--assist in the recruitment of a Housing Officer I counterpart and a Housing Officer III.

--work with the Senior Administration Officer to ensure that the State Land Act Regulations are amended and implemented.

--review progress on the above with the CHF Consultant upon his return in October 1985 (World Bank and Botswana funded).

II. Housing Plan

The CHF Consultant was requested to review the Housing Plan and to help move it toward the next stage of development.

1) Comments were prepared and presented to the Housing Section staff. The staff discussed the comments and reached agreement to make a presentation to the Deputy Permanent Secretary (DPS), who is the Department Head for the Urban and Housing Division. The DPS provided feedback to the staff. The CHF Consultant worked with the CHO and the staff to produce a draft introduction and format for the Plan (see Appendix).

2) The CHO and DPS accepted the CHF Consultant's recommendation that the Housing Officer II be allowed to concentrate on the Housing Plan. (October 1985 is the targetted completion date for production of the Plan.)

III. Middle Income Housing Proposal

1) The CHO was thoroughly briefed on the proposal. The CHF Consultant prepared comments on the proposal, and it was presented to the Permanent Secretary (PS) and DPS for their review. A meeting was subsequently called in which the PS and DPS provided substantive feedback. The Housing Officer II will finalize the proposal accordingly.

2) It was agreed that BHC would be given a larger role, and that the SHHA involvement would be curtailed to avoid overloading the SHHAs with management responsibilities.

IV. BHC Tenant Purchase Scheme

1) BHC submitted a proposal to MLGL, which was reviewed by the Housing Officer I. Basically, the BHC proposal incorporated cost recovery principles but was unaffordable to the majority of Batswana citizens. The Housing Officer I produced several alternatives with the intention of improving affordability while retaining cost recovery principles.

2) The CHO and CHF Consultant reviewed the BHC proposal and the Housing Officer II's recommendations. Comments were generated and submitted with the recommendations to the DPS, who presented the documents to the PS.

3) The Permanent Secretary called a meeting with the Housing Section staff and the DPS. This meeting reached final agreement on the proposal.

V. Mahalapye Study

1) The CHF Consultant attended a review meeting and provided comments on the Final Report.

2) The CHF Consultant was asked to provide an outline of how a rural housing program might take form. (See Appendix)

VI. Southern Africa Development and Commerce Council

- 1) The Zambia Minister of Housing visited Botswana and proposed that the two countries sponsor a motion to declare a shelter sector within SADCC; Botswana agreed.
- 2) The CHF Consultant discussed the parameters of such a proposal with the CHO, and offered suggestions on how it might be developed. MLGL also requested assistance from Habitat in preparing a proposal. The CHO will take an active role in this activity.

VII. Other Items of Interest

- 1) BHC rentals were increased by 20%, which will help BHC overcome a projected budget deficit. In addition, the PS directed the Councils to follow suit by increasing their staff housing rentals by an equal percentage.
- 2) The National Development Plan (1985 - 1991) was presented to Parliament for approval. This included presentation of the Housing Chapter. The CHF Consultant briefed the CHO who assisted in the presentation.

RECOMMENDATIONS:

- 1) That the CHO be invited to the USAID and Government of Zimbabwe sponsored Conference on Housing in Africa (February 1986). This will provide an excellent opportunity for Mr. Ntwaagae to meet other African housing professionals, visit the low-income housing program in Zimbabwe, and benefit from the conference's presentations.
- 2) That MLGL begin planning for introducing a Housing Officer IV position. This officer would have responsibility for developing, overseeing, supporting, and implementing the rural housing program.
- 3) That MLGL differentiate more clearly between urban affairs and housing. Currently, the title "Urban and Housing Division" implies that the two are intricately related; however, housing is not just an urban issue, but is a national issue.
- 4) That MLGL incorporate housing into its name; e.g., the Ministry of Local Government, Lands, and Housing. This will provide a clear signal to the housing sector and the public at large of government's commitment to housing.

- 5) That the Housing Section be located physically more closely to the DPS and Undersecretary for Urban and Housing. This should be easy to accomplish in the new Ministry building (estimated conclusion of construction, early 1986). This will help the Housing Section form good communication links for the formulation and implementation of plans.
- 6) That the Housing Section staff provide the CHO with quarterly reports, outlining goals for the next quarter and goals met or not met in the previous quarter (explaining any corrective action where necessary).
- 7) That the Housing Section become more directly involved in the planning for International Year of Shelter for the Homeless (IYSH).
- 8) That the Housing Section provide inputs to the In Service Training Unit, particularly to the training components that affect SHHA staff.
- 9) That the CHO conduct regular Housing Section meetings, and that the Department Head periodically participate.

MASTER LIST
MLGL HOUSING DIVISION FILES

MAIN CLASSIFICATIONS:

HD 1 HOUSING IMPLEMENTATION
HD 2 HOUSING POLICY
HD 3 CONTRACT MANAGEMENT

HOUSING IMPLEMENTATION:

PROCEDURES:

HD 1/2/1 ACCOUNTING MANUAL
HD 1/2/2 ANNUITY TABLES
HD 1/2/3 BML INTEREST CALCULATION ISSUE
HD 1/2/4 FIXED TERM GRANT
HD 1/2/5 SERVICE LEVY CALCULATIONS
HD 1/2/6 BUILDING MATERIAL CASH SALES
HD 1/2/7 PROCEDURES MANUAL & COMPENSATION MANUAL
HD 1/2/8 SHHA POLICIES
HD 1/2/9 DEBT MANAGEMENT

REGULATIONS:

HD 1/3/1 BUILDING CONTROL ACT
HD 1/3/2 STATE LAND ACT: DOCUMENTS
HD 1/3/3 STATE LAND ACT: PRE-1982 AMENDMENTS
HD 1/3/4 STATE LAND ACT: ENFORCEMENT
HD 1/3/5 REPOSSESSION FOR UNSIGNED CORs
HD 1/3/6 COUNCIL BYE-LAWS
HD 1/3/7 TOWN & COUNTRY PLANNING ACT
HD 1/3/8 DEVELOPMENT CONTROL CODE
HD 1/3/9 CUSTOMARY COURTS

REPORTS:

HD 1/4/1 SHHA STATUS REPORTS
HD 1/4/2 MONTHLY STATISTICAL REPORTS--FTC
HD 1/4/3 MONTHLY STATISTICAL REPORTS--GTC
HD 1/4/4 MONTHLY STATISTICAL REPORTS--LTC
HD 1/4/5 MONTHLY STATISTICAL REPORTS--SPTC
HD 1/4/6 MONTHLY STATISTICAL REPORTS--JWANENG
HD 1/4/7 MONTHLY STATISTICAL REPORTS--KASANE
HD 1/4/8 HOUSING SECTION STATUS REPORTS (MLGL)

REGULAR MEETINGS:

HD 1/5/1 FRANCISTOWN URBAN II
HD 1/5/2 SELEBI-PHIKWE URBAN II
HD 1/5/3 STAFF MEETINGS, MLGL DEPT/SECTION MEETINGS
HD 1/5/4 UDC, GABORONE
HD 1/5/5 UDC, LOBATSE/JWANENG

HD 1/5/6 UDC, FRANCISTOWN/SELEBI-PHIKWE
HD 1/5/7 OTHER (Urban Development Committee see 2/4/1)

TRAINING:

HD 1/6/1 TRAINING--GENERAL
HD 1/6/2 AUDIO-VISUAL
HD 1/6/3 VIDEO TAPE OF SHHA PROGRAMME
HD 1/6/4 TRAINING DOCUMENTS
HD 1/6/5 TRAINING PROPOSAL FOR SHHA
HD 1/6/6 HOUSING ADVISOR TRAINING
HD 1/6/7 SCHEMES OF SERVICE
HD 1/6/8 IN SERVICE TRAINING UNIT (ISTU)
HD 1/6/9 UNCHS--REGIONAL TRAINING
HD 1/6/10 CORRESPONDENCE

SHHA--GENERAL:

HD 1/7/1 FRANCISTOWN
HD 1/7/2 GABORONE (GENERAL)
HD 1/7/3 GABORONE (1978-80)
HD 1/7/4 GABORONE (PROJECT MEMOS)
HD 1/7/5 GHANZI
HD 1/7/6 JWANENG
HD 1/7/7 KASANE
HD 1/7/8 LOBATSE
HD 1/7/9 NEW NALEDI
HD 1/7/10 ORAPA
HD 1/7/11 PELENG
HD 1/7/12 SELEBI-PHIKWE
HD 1/7/13 SHHA EVALUATION

SANITATION:

HD 1/8/1 SANITATION--GENERAL

PLANNING:

HD 1/9/1 PLANNING--GENERAL
HD 1/9/2 HOUSING FINANCE
HD 1/9/3 FRANCISTOWN PHASE IV
HD 1/9/4 GABORONE WEST
HD 1/9/5 GABORONE STEERING COMMITTEE
HD 1/9/6 LOBATSE STEERING COMMITTEE
HD 1/9/7 JWANENG STEERING COMMITTEE
HD 1/9/8 KASANE
HD 1/9/9 SELEBI-PHIKWE STEERING COMMITTEE

SHHA INFORMATION & FINANCE SYSTEMS:

HD 1/10/1 AUDIT-4 ACCOUNTING SYSTEM
HD 1/10/2 COMUPUTERISATION

STAFFING:

HD 1/11/1 HOUSING SECTION STAFF
HD 1/11/2 COUNCIL STAFF (SHHA)

HOUSING POLICY:

HOUSING POLICY:

HD 2/1/1 GENERAL
HD 2/1/2 MEMORANDA (CLOSED)
HD 2/1/3 NATIONAL DEVELOPMENT PLAN
HD 2/1/4 HOUSING NEEDS
HD 2/1/5 WORKING PAPERS
HD 2/1/6 COMMISSION NOTES
HD 2/1/7 IMPLEMENTATION
HD 2/1/8 HOUSING PLAN

INTERNATIONAL AGENCIES:

HD 2/2/1 CLUSA & OTHER PVOs
HD 2/2/2 VISITS FROM OTHER COUNTRIES
HD 2/2/3 HABITAT

BUILDING MATERIALS:

HD 2/3/1 COSTS & DESIGN
HD 2/3/2 PRODUCTION SYSTEMS--LESOTHO
HD 2/3/3 BUILDING INDUSTRIES REFERENCE GROUP
HD 2/3/4 TRADITIONAL BUILDING MATERIALS

URBAN DEVELOPMENT COMMITTEE:

HD 2/4/1 U.D.C. MINUTES

MIDDLE-INCOME HOUSING:

HD 2/5/1 GENERAL

SUBSIDIES AND HOUSING ALLOWANCES:

HD 2/6/1 GENERAL

MINE TOWN DEVELOPMENT:

HD 2/7/1 GENERAL
HD 2/7/2 KGASWE COAL PROJECT

LAND TENURE:

HD 2/8/1 GENERAL

BOTSWANA HOUSING CORPORATION:

HD 2/9/1 GENERAL

SURVEYS & LANDS:

HD 2/10/1 GENERAL

LOW COST HOUSING--OTHER COUNTRIES:
HD 2/11/1 GENERAL

URBAN DEVELOPMENT STANDARDS:
HD 2/12/1 GENERAL

COOPERATIVE HOUSING:
HD 2/13/1 GENERAL

MAJOR VILLAGE HOUSING:
HD 2/14/1 GENERAL
HD 2/14/2 MAHALAPYE PILOT PROJECT

NEWS CLIPPINGS
HD 2/15/1 GENERAL
COUNCIL HOUSING
HD 2/16/1 GENERAL

POOL & INSTITUTIONAL HOUSING:
HD 2/17/1 GENERAL

DTRP:
HD 2/18/1 GENERAL

ULGS:
HD 2/19/1 GENERAL

DIRECTOR OF PERSONNEL:
HD 2/20/21 GENERAL DIRECTIVES

HOUSING FINANCE:
HD 2/21/1 GENERAL
HD 2/21/2 BOTSWANA BUILDING SOCIETY

CONTRACT MANAGEMENT:

FUNDING AGENCIES--GENERAL:
HD 3/1/1 USAID--BOTSWANA MISSION
HD 3/1/2 USAID--RHUDO (NAIROBI)
HD 3/1/3 USAID--H. I. G. (BROADHURST II)
HD 3/1/4 USAID--GABORONE WEST (PHASE I & II)
HD 3/1/5 U.S. AMBASSADOR (SELF HELP FUND)
HD 3/1/6 GOVERNMENT OF BOTSWANA
HD 3/1/7 WORLD BANK
HD 3/1/8 HABITAT
HD 3/1/9 CIDA
HD 3/1/10 SIDA
HD 3/1/11 OTHER

AUDITS & EVALUATIONS:

HD 3/2/1 USAID AUDITS
HD 3/2/2 A.R.U. (& G.O.B.) STUDIES
HD 3/2/3 WORLD BANK EVALUATIONS
HD 3/2/4 HABITAT EVALUATIONS
HD 3/2/5 CIDA EVALUATIONS
HD 3/2/6 SIDA EVALUATIONS
HD 3/2/7 OTHER (SHHA Evaluations see 1/7/13)

OPTION PAPERS:

HD 3/3/1 BOTSWANA OPTIONS PAPER

LCHO HANDOVER NOTES

HD 3/4/1 UPCHURCH NOTES
HD 3/4/2 KARG NOTES
HD 3/4/3 CAMPBELL NOTES

HD 3/5 (CLOSED)

HD 3/6 (CLOSED)

REPORTS:

HD 3/7/1 QUARTERLY REPORTS

CORRESPONDENCE:

HD 3/8/1 GENERAL

TECHNICAL ASSISTANCE:

HD 3/9/1 SHORT TERM CONSULTANCIES
HD 3/9/2 VOLUNTEERS
HD 3/9/3 LONG TERM T.A.
HD 3/9/4 GENERAL

HD 3/10 (CLOSED)

CONFERENCES:

HD 3/11/1 MATERIALS
HD 3/11/2 CONFERENCE OPPORTUNITIES

AFRICA HOUSING CONFERENCE (USAID)

HD 3/12/1 PAPERS
HD 3/12/2 SPEECHES
HD 3/12/3 DESCRIPTION & ITINERARY
HD 3/12/4 CORRESPONDENCE
HD 3/12/5 TELEXES
HD 3/12/6 BOTSWANA DELEGATION
HD 3/12/7 SHHA PREPARATION
HD 3/12/8 CONFERENCE IX

APPENDIX

	Page
Concepts Paper for Rural Housing.....	1
Background Notes.....	4
NDP6 Project Expenditure Schedule.....	37
Housing Section Staff REsponsibilities.....	38
Memorandums.....	48
Draft Introduction and Format for National Housing Plan.....	57
Minutes of Mahalapye Study Review.....	60
Master List Housing Section Files.....	63

CONCEPTS PAPER

Rural Housing Program Botswana

This Concepts Paper is presented for the perusal of the Housing Section within the Government of Botswana's Ministry of Local Government and Lands (MLGL). MLGL has initiated the planning process for designing a rural housing program, as directed by Botswana's National Housing Policy (Government Paper No. 2 of 1981). This process includes the review of a major study of Mahalapye by TEAM Consultants, and of possibly replicating the SHHA program in the rural areas.

The Mahalapye Study Final Report clearly indicates that the replication of the SHHA program is not advisable. Essentially, the SHHA scheme is too expensive when compared with affordability factors prevalent in the rural areas. This constraint could be eased with the use of heavy subsidies, but government resources for such subsidies are extremely limited and must be used for other priorities (e.g., water supply and employment creation). In addition, a recent Housing Needs Study (by Clifton and Roscoe) revealed a low growth rate for housing needs in rural areas. Finally, a rural SHHA program would require extensive financial and personnel inputs that are already severely stretched. Therefore, this paper recommends that the concept of a "Rural SHHA" be set aside, and that emphasis be placed on meeting the National Housing Policy's directive of "improving the quality of housing in rural areas." (Quoted from page three of Government White Paper No.2 of 1981.)

Considering the above, a rural housing program should include the "availability of building materials, the availability of loans to buy materials, and construction technical assistance" which the Housing Policy states are "most important to rural people." The Policy also notes that "proper sanitation is important and must be stressed in any rural scheme." (Quoted from National Housing Policy page 63 paragraph 5.13) Such a program should also cater for the seasonal income patterns of most rural people. Finally, the rural program should be designed to incorporate existing government administrative resources as well as existing outreach and network systems in the rural areas.

The primary purpose of the rural housing program would be to establish a system for sustained improvement of rural housing, utilizing existing rural based organizations. This would enable government to provide healthier and more comfortable living conditions for the rural poor at affordable costs without creating a new complex structure for project implementation.

The following items provide a possible scenario for a rural housing program, in light of the above constraints and considerations. These items are presented as a basis for discussion to help focus planning efforts.

- 1) Establish an MLGL post of Housing Officer IV, who would be the "rural housing officer" in charge of coordinating and supervising the program.
- 2) Appoint a Housing Officer to work in the field, as a member of the Local Government staff, providing linkages with MLGL, the Land Board, Planning Committee, and villagers.
- 3) During the pilot project, the HO-IV should spend at least 75% of his time in the field, focussing on the project itself.
- 4) Private and voluntary organizations (e.g., church groups, community development organizations), credit unions, agriculture cooperatives, consumer cooperatives, and other existing community based agencies would be contacted. These agencies would be given an opportunity to participate in the program as intermediaries.

--policy, procedures, systems, and contractual agreements would be developed by MLGL to enable the intermediaries to borrow money that would be on-lent in the form of materials for home-improvement loans;

--government would extend its guarantee program to include this rural housing program;

--the target average loan amount would be P400 (about \$200), and be used for improving roofs, floors, exterior walls, and for installing windows and doors, as well as adding rooms and building latrines.

--seed money would be funnelled to the intermediaries by government, using funds from the Botswana Building Society, and Donors; all loans would incorporate interest rates that would pay for overhead costs and provide funds for new loans;

--loan repayments would be made by the borrower to the intermediary, who would repay its seed money loans.

- 5) The HO-IV and the Local Government Housing Officer would provide the intermediary with project orientation and training in implementation, bookkeeping, management controls, construction techniques, and debt management. Such training may be conducted by appropriate training institutions (IDM, BIAC, Polytechnique, and extension resources), by the housing officers, or by the In Service Training Unit.

- 6) The potential intermediary would apply to MLGL to participate in the program. The application would be reviewed according to policy and procedural requirements, and approved in relation to the program's goals and objectives (viz affordability and beneficiary needs). A contract would be signed between government and the intermediary. Training would be provided as described above. Finally, the intermediary would announce the program and solicit applications from the intended beneficiaries.

Credit unions would make particularly good intermediaries because they already possess many of the necessary skills required to implement such a program. In fact, credit unions are most likely already making limited loans for home improvements. In addition, the credit unions' involvement would tend to provide incentive for increased mobilization of personal savings, which would increase the money available for such loans. Credit unions (as well as agriculture and consumer cooperatives) provide the beneficiaries with democratic control of the intermediary, which would help ensure that the beneficiaries' needs are fully understood and adequately met. Finally, any profits earned by a credit union (or other cooperative) would be kept in the pool of money for the benefit of its members.

Since the loans should probably be given in the form of materials, a system would have to be devised for ordering, warehousing, and distributing suitable quantities of materials. Alternatively, a voucher system could be organized, or the materials could be purchased through a cooperative (e.g., agriculture or consumer cooperative).

The above program description is working in well in other developing countries. The Cooperative Housing Foundation has two slide show presentations that provide case studies for such approaches. These slide shows will be made available to MLGL in October/November 1985 during the Mr. J. Ronald Campbell's next visit.

Background Notes for the Ministry of Local Government and Lands
Urban and Housing Division

Housing Section Staff Responsibilities

The following background notes are intended to provide additional information for the Chief Housing Officer, Mr. Charles Ntwaagae. These notes are in support of an earlier report completed by CHF Consultant, Mr. J. Ronald Campbell, entitled Housing Section Staff Responsibilities. The following background notes should be read in conjunction with the aforementioned report. These notes relate to specific activities for each of four Housing Officers in the Housing Section; activities beginning with 'C' refer to those of the Chief Housing Officer, activities beginning with 'I' refer to those of Housing Officer I, activities beginning with 'II' refer to those of Housing Officer II, activities beginning with 'III' refer to those of Housing Officer III. Each individual activity is identified by its activity number, including the officer who will provide secondary assistance, reference to any pertinent files, and a brief history.

CHIEF HOUSING OFFICER:

C-1) Chief Housing Officer will work with the Senior Planning Officer on this item.

File Ref: National Development Plan and Urban Development Expenditures. Expenditures for the NDP 6 Period have been determined and approved by the Ministry of Finance and Development Planning. A complete schedule of the expenditures is included at the end of this document. The expenditures are divided into two categories. The first is annual expenditure ceilings. The second is self-liquidating project funds. MFDP has authorized a total

of 69.6 million pula in combined expenditures, which will provide about 35 percent of the housing needs in urban areas (this equates to about 15 percent of national needs). In order to meet a larger amount of both urban and rural housing needs (eg, rural housing and middle income housing), MLGL must negotiate with MFDP to obtain additional self liquidating project funds, as well as seeking to increase private sector investment for housing.

C-2) Housing Officer II to assist.

File Ref: National Development Plan 6.

The Housing Chapter (Chapter 5) of NDP 6 has been completed, approved by the Permanent Secretary, presented to MFDP, and is currently under consideration by Parliament. Once the chapter is approved by Parliament, it should be copied as a separate document for ease of reference and for distribution to interested and concerned parties. The Housing Section must periodically monitor overall housing activities in relation to the Housing Chapter's goals and objectives. Note that the National Housing Plan must be related to the Housing Chapter as well as the National Housing Policy. The Chief Housing Officer should be prepared to participate in the mid-term review of housing chapter progress, and in preparations for drafting the housing chapter for National Development Plan 7.

C-3)

File Ref: Job Descriptions and Urban and Housing Division Organization.

The role of the Housing Section is defined in the National Housing Policy; however, additional definition is required and should be an intricate part

of the Director of Personnel's ongoing evaluation of all Ministries.

C-4) Housing Officer I to assist

Not much activity has occurred with this item. However, while trying to implement housing policy requirements to promote homeownership, it was discovered that some government policies provide adversely affect promotion of homeownership. Therefore, work is required to identify areas of improvement and to recommend policy changes.

C-5)

File Ref: President's Commission on Housing (Confidential File) and the Upchurch Report of February 1984.

Since the approval of Government Paper No. 2 of 1981, the Section Head of the Housing Section has prepared periodic reports (every six months) on all actions taken to implement the National Housing Policy. This report is routinely distributed to the Permanent Secretary, the Deputy Permanent Secretary, the Under Secretary, and officers in the Housing Section. It is understood that the PS then provides a copy to the Assistant Minister for Urban and Housing as well as the Minister.

C-6) Housing Officer III and the Senior Administration Officer for Urban to assist.

File Ref: SHHA general file and the State Land Act Regulations (Amendments).

The existing regulations have proven to be unworkable and extremely time

consuming. Attorney General's sections for litigation and drafting, the Magistrate Court Registrar, Gaborone Town Council's Principal Housing Officer, and the Chief Justice were consulted and assisted in drafting amendments to the Regulations (see above mentioned file reference). In addition the Principal Housing Officers of all Councils were consulted for comments, and recently the Town Clerks themselves provided comments. The amendments are now ready to go to the Permanent Secretary and the Minister, after which they should be forwarded to Cabinet for approval and subsequent gazettelement. Please note that the forthcoming Francistown Phase IV, USAID funded, project contains a condition precedent that these regulations be approved and in place prior to any project funds disbursement. Once the amendments are approved, the Housing Section must produce concise but comprehensive procedures. The procedures should be developed in conjunction with the Attorney General's Chambers, who has promised to assist in educating the Clerks of Court in these procedures to facilitate efficiency and effective action by the courts in relation to implementation of the regulations.

C-7)

File Ref: President's Commission on Housing, SHHA General.

As an ongoing and periodic exercise, the Chief Housing Officer must assess both short and long term technical assistance needs of the Housing Section. Both USAID and the World Bank have supported the development of the Housing Section, as well as the SHHAs, and have expressed interest in continuing such support. Particular attention should be given to the In-Service Training Unit, Selebi-Phikwe continuation needs, the Housing Officer III

position, Urban Development Coordinator for Francistown, and short term assistance for the section generally and for SHHAs specifically.

C-8) Inputs should be obtained from all Housing Officers and the Town Councils Principal Housing Officers. In the past the Chief Housing Officer has had the responsibility for assisting the Planning Unit in identifying uses for project savings (for example the Urban II project contain significant savings which were used to expand housing inputs in both Francistown and Phikwe as well as assisting efforts in Lobatse and in the Housing Section itself).

C-9) Housing Officer II to assist.

File Ref: Rural Housing

Development of a specific rural housing proposal has been delayed pending completion and analysis Mahalapye Village Upgrading Study. This study is now complete and is being reviewed by government. The Mahalapye study indicates that an urban SHHA program does not appear appropriate for the rural areas. Any rural housing program should focus on improving housing conditions rather than on replicating the urban SHHAs.

C-10) Housing Officer II to assist.

File Ref: Housing Needs

A USAID funded study by Clifton and Roscoe focused on assessing national housing needs over a twenty year period with an initial five year projection. This study was done on the basis of a computer model. The

software for this model is in the Housing Section computer room. Manuals for the operation of the software are with the reference materials in the Chief Housing Officer's office. Ms. Sylvia Muzila and Mr. G. Horner both received introductory training on how to use this model. Once the Central Statistics Office has completed its 1985 household income survey, the Housing Section should reassess housing needs incorporating this new income information (note the existing study income information is considered weak).

C-11)

File Ref: President's Commission on Housing.

Several letters were written to the Director of Personnel to implement this Housing Policy issue. However, DOP resisted implementation of all three items. The issue should be taken up again by the Deputy Permanent Secretary, and if necessary the Permanent Secretary. Another savingram should be written to DOP to resurrect these issues referring to previous correspondence, and suggesting that a meeting be held between DOP and MLGL (DPS Urban and Housing, Chief Housing Officer).

C-12)

File Ref: President's Commission on Housing.

A Savingram was written to the Office of the President to implement this housing policy requirement. However, the Office of the President stated it was not an appropriate time to discuss moving government departments to areas outside Gaborone. This issue should be taken up again with a Savingram referring to previous correspondence and to Paragraph 5.22 of the

Housing Policy. This is particularly important considering the water shortage situation in Gaborone and the Selebi-Phikwe continuation efforts (which is supported by Cabinet).

C-13) Housing Officer III to assist.

File Ref: SHHA general and ULGS staff.

An analysis of SHHA staff was completed with the full knowledge and support of the Establishment Secretary, Deputy Establishment Secretary and Mr. Moletsane of ULGS. All Principal Housing Officers were consulted, and all Town Council SHHAs were visited. The result was comprehensive recommendation for the transfer, promotion, and training of SHHA staff in an effort to improve and strengthen the staffing situation in all Town Councils. It is noted that ULGS has begun to act on the recommendations of this study; however, the Housing Section should immediately reinitiate discussions with ULGS to update the analysis and ensure a balance of effective and strong leadership at all SHHAs.

C-14) This is a day-to-day responsibility of the HO-III that must be monitored by the Chief Housing Officer.

File Ref: The SHHA general file and all monthly statistical report files. All SHHAs have been directed to prepare debt management action plans in an effort to quantify actions toward reducing arrears and improving the total debt situation. Periodic oversight and monitoring of progress must occur. Since there is no HO-III, this activity has not received as much attention as it deserves.

C-15) The HO-II will assist with this activity.

File Ref: SHHA General and files pertaining to SHHA policy.

Generally, all SHHA policies should be periodically reviewed, particularly the income criteria policy which must be reviewed in consideration with the mid level housing program. An effort was made to codify all SHHA policies in 1982 (copies of this effort may be found in the Chief Officer's file marked SHHA Housing Policies). It is recommended that an update exercise be completed so that each Council has the benefit of a reference booklet containing a summary of all SHHA policies.

C-16) HO-III to assist.

File Ref: SHHA General

The development grant was recently increased from P90 per plot to P140 per plot (this is a one time grant given only upon initial allocation of a Certificate of Right plot). The grant is based upon costs incurred by Council in assisting plotters to develop their plots. The objective of the grant is to soften overhead costs that are charged to the service levy. During the overall evaluation of the service levy and its calculation, the Development Grant should be tied to infrastructure capital costs and removed from recurrent expenditures.

C-17)

File Ref: In-Service Training Unit.

The ISTU includes community development training for SHHAs, as well as training for social and community development departments. The ISTU is

monitored by a steering committee normally chaired by the Establishment Secretary; members of this committee include technical officers such as the Senior Engineer, the Principal Finance Officer, and the Senior Officer responsible for community development and social welfare activities. The Housing Section should provide technical backup to the steering committee in relation to overall SHHA activities.

C-18)

File Ref: The housing policy concerning BHC's implementation of a training plan and the confidential file for BHC.

BHC has developed a training plan for its staff and is proceeding with localization efforts. However, the Ministry is required to monitor this training plan to ensure localization occurs at senior management level.

C-19)

File Ref: Rural planning files.

DTRP is currently engaged in development planning efforts for all rural areas. The Housing Section has not become involved in this activity up to this time. However, the Urban and Housing Division is required by National Housing Policy to monitor this effort. Therefore, DTRP should submit a schedule detailing how and when such plans will be prepared and finalized.

C-20) Senior Administration Officer for Urban is taking a lead role in this activity, Chief Housing Officer to assist.

File Ref: SHHA General, Commercial Plots.

Under the Urban II loan agreement, all commercial plots were to be allocated using leases. Most commercial plot holders do not want leases but prefer fixed term grants; the Ministry's position is that all commercial plots should receive fixed term grants. The matter needs to be resolved as soon as possible. However, Selebi-Phikwe has commercial plots and industrial plots that are not fully serviced. Therefore the Attorney General's Chambers must be consulted for revision of the Fixed Term Grant to allow a further price increase or service fee to be charged when those plots with less than full services receive additional services. (For example some of these plots receive road and water services, but no sewerage or electricity.)

C-21)

File Ref: The Urban Development Committee file. (Please note that more than one file was used for this committee.) The Chief Housing Officer's file cabinet includes a UDC file that dates back to 1980 with some minutes going back to 1978.

In the past the Chief Housing Officer's post has been involved in assisting the preparation of UDC agendas. Also, the Chief Housing Officer should brief the chairperson on all agenda items relating to housing prior to any such meeting. Obviously the Chief Housing Officer should attend all UDC meetings; it is not necessary for all Housing Officers to attend though they may do so where and as needed.

C-22)

File Ref: Confidential file concerning Staff General.

Training needs of the Housing Section should be assess in conjunction with the Department Head and the Staff Development Officer. The SDTO and Common Services annually prepare training plans for all ministry staff. This plan includes both external and internal country training opportunities. In addition, ongoing counterpart training in the Housing Section should be monitored by the Chief Housing Officer. It is recommended that the Chief Housing Officer discuss counterpart training on a regular basis with the principal officer and the counterpart officer to determine and assess progress in such training. This training should be formalized and written agreements should be made between the principal officer and the counterpart officer. Quarterly reports of progress should be completed by the counterpart officer as well as the principal officer. The confidential file previously noted contains a paper on this issue.

HOUSING OFFICER I

I-1 Chief Housing Officer will assist.

File Ref: BHC file.

The file on Jwaneng also includes an assessment of BHC housing rentals which relates to this issue. The BHC requested rent increases in 1984. The Ministry reviewed their request and agreed that increases were necessary. Papers, schedules, tables, and recommended actions are included in the confidential files for BHC. Essentially the rental increase is a

symptom of larger problems. BHC itself produced the schedule that indicates a need for 20 percent increases per annum for the next four years in order to avoid a projected P31 million deficit. Cabinet recently approved a 20 percent increase for one year only. The approval did not include several recommended actions that should be undertaken by BHC; however, MLGL must work with BHC in order to address the cause of the symptoms otherwise BHC's deficit problem will continue.

I-2)

No action has been taken on this activity to date. However, the Housing policy does require that BHC's rents be reviewed on an annual basis and that a schedule be developed to increase BHC rents toward economic levels. In addition BHC should be encourage to develop the concept of determining rental based upon replacement values.

I-3) Chief Housing Officer to assist.

File Ref: President Commission on Housing and Housing Finance files.

A Housing Finance Seminar was conducted in August 1984. This seminar produced several pertinent and appropriate recommendations which are supported by the National Housing Policy. The Urban and Housing Division prepared a proposal based upon these recommendations and submitted the proposal to MFDP through the Permanent Secretary. MFDP essentially rejected the proposal, however, the Permanent Secretary of MFDP instructed MLGL to examine ways to expand and improve the BBS and BHC mechanisms for providing housing finance. This exercise should be taken up immediately in conjunction with the housing plan, the tenant purchase scheme, and the mid

level housing scheme.

I-4)

As part of housing plan activity the Housing Officer I should consult with private financial institutions including BHC as a follow up of the Housing Finance Seminar. The objective of this activity is to involve private finance institutions in lending for housing in rural and urban areas (the housing policy, land tenure, and the housing finance seminar all provide recommendations to this effect).

I-5) Housing Officer II to assist.

File Ref:

The Housing Policy clearly calls for development of mechanisms to mobilize internal sources of finance toward housing. A Cabinet Directive and the land tenure policy both directed that the private developers' scheme be abolished, leaving BHC to provide "private developer type of activities". However, the private sector must also participate in this effort albeit in a limited and controlled manner as prescribed in the housing chapter.

I-6) Housing Officer I must investigate the feasibility of utilizing private finance sources for establishing secondary mortgage market. This is a long term activity and may require short term consultancy inputs.

I-7) The Housing Policy clearly calls for an analysis quantification of all housing subsidies identified by income group. This should be

codified with all hidden, crossed, planned, and unplanned subsidies identified. Ms. Sylvia Mazila produced a draft paper on this issue. However, additional work is necessary to finalize the effort. Also, this exercise must be completed on a regular basis as part of the overall housing plan activities. Results should be discussed with Ministry of Finance and Development Planning and senior ministry and council officials.

I-8) After completion of I-7 a strategy should be prepared to redirect subsidies toward low income people and toward housing production.

I-9) Housing Officer II to assist.

File Ref: Housing Rentals and Subsidies.

Currently a study is ongoing to inventory existing district and council housing stock and to assess it according to government and BHC rentals. The goal is to implement housing policy requirements that Council rentals be commensurate with BHC and government rentals. Currently HO-II is chairing the reference group for this study.

I-10) Currently no action has been taken on this activity. When any housing project is proposed an analysis should be done to determine the likely cost of infrastructure and land and their effect on the square meter price for low, medium and high cost plots as well as COR plots. This is an essential exercise which is necessary to insure that affordability principles are maintained.

I-11) Housing Officer III to assist.

File Ref: SHHA General

The terms of reference has been developed for a short term consultant to conduct this assignment. It is an essential part of an overall service levy review.

I-12) HO-III to assist.

File Ref: SHHA General and files pertaining to costs of urban land.

The Department of Survey and Lands, the Urban Development Coordinators, the Planning Officer I, and Housing Officer I worked on developing updated square meter costs for converting all CUR plots. This information was to be used to assist in determining the costs for converting COR plots to fixed term grant tenure. In addition, the exercise would enable identification of infrastructure development costs for COR plots. Current practice at all councils is that infrastructure costs are averaged over all plots (eg, people allocated a COR plot in 1979 to 1980 are being charged for the infrastructure development costs of plots allocated in 1985). This exercise will also be used in the service levy calculation evaluation.

I-13) This activity is related to I-12.

I-14) Housing Officer III to assist.

This activity relates to the exercise of examining service levy calculations.

I-15) The Housing Officer III to assist.

File Ref: SHHA General and all Council's SHHA files.

Every year all Town Councils are required to complete and submit calculations for determining the coming fiscal year's service levy. The Chief Housing Officer and the Principal Finance Officer have traditionally provided assistance and guidance in this exercise.

I-16) Chief Housing Officer to assist.

File Ref: BHC General

The Housing Policy specifically recommends that BHC seek finance from non government sources. This activity is becoming more important since government resources will be not able to meet NDP 6 housing needs.

I-17) Steering committees are standing in all Town Councils. These committees oversee and monitor urban development projects such as Francistown Phase IV, Urban II, Gaborone West, Woodhall II. In order to avoid all Housing Officers attending each and every steering committee, the responsibility for attending the steering committees has been delegated. Housing Officer I was given the responsibility for attending steering committee meetings in Francistown.

HOUSING OFFICER II

II-1) Chief Housing Officer to assist.

File Ref: National Housing Plan and CHO's Housing Plan file.

Significant background work has been done in preparing comprehensive

housing plan. Specific recommendations concerning a housing plan have been submitted by the CHF consultant; please refer to these recommendations for further information.

II-2) Housing Officer I to assist.

File Ref: Middle Income Housing file

A draft proposal has been prepared and presented to the Permanent Secretary. Feedback from the PS and the DPS should be incorporated into the next draft. In particular, the background material or supporting materials for the proposal should be dropped from the proposal (the first six pages) in order to make the proposal more concise. Also, the proposal should remove SHHA from participating in the program. Instead BHC should be presented as the middle income housing implementor fulfilling the role previously proposed by SHHA. This could be done by creating a specific department within BHC to manage not only the sewerage site and service element but also the BHC core house component. At this point a submission of the proposal to a reference group would be counter productive and delay progress in finalizing the proposal. However, feedback is necessary from various departments and officers. Once the PS and DPS have provided their blessing, the proposal should be circulated to DTRP, DSL, BHC, BBS and pertinent officers in the Urban and Housing Division.

II-3)

File Ref: Housing Standards files. Also consult files concerning the development control code.

Generally speaking housing standards should be constantly be monitored and examined, particularly in relation to Housing Officer I analysis of costs pertaining to housing projects. This is necessary as evidenced by the BHC tenant purchase scheme which indicates that houses are being constructed with standards that are unaffordable by the average Motswana. Examination of these standards should include government housing, institutional housing and housing for the general public.

II-4) Chief Housing Officer to assist.

File Ref: Rentals and Subsidies, and Housing Policy.

The housing policy specifically recommends that the Councils, government and non-government institutions should provide and develop housing for their staff. Several institutions including Councils have requested serviced lands in Gaborone West for staff housing. This creates pressure on serviced land, which already falls short of meeting demand. Since the Ministry's development expenditures budgets for NDP 6 is limited, consultation should occur within the Ministry (including DTRP, DSL, Urban and Housing Division) to examine the possibility of allocating unserviced "raw" land for such institutions to develop (perhaps with the assistance of BHC) specifically for staff housing.

II-5) Chief Housing Officer to assist.

File Ref: Cooperative Housing and Middle Income Housing.

The Housing Policy directs the Ministry to examine additional strategies for addressing the country's housing needs. One such strategy could include cooperative housing. In February 1984 the Cooperative Housing

Foundation was requested to conduct a feasibility study. This study examined whether cooperative housing might be a workable strategy in the social and economic environment of Botswana. The draft report is on file, a final report has been completed and sent to the Ministry. A reference group oversaw and monitored this consultancy, and recommended (as did the consultancy) that a cooperative housing seminar be conducted in September (now scheduled for November). Funding for the preparation and coordination for this seminar must be secured. A survey to test the attitudes of cooperative housing is being conducted by Applied Research Unit. A copy of the survey has been provided to the Chief Housing Officer.

II-6) Housing Officer III to assist.

File Ref: Urban Development Standards, and Housing Policy.

The Housing Policy calls for three types or three levels of site and service programs: site and service type 1, type 2, type 3. Currently, these three types are not formally being implemented. Francistown is using a variation of type 1 which is being called squatter reception areas. Lobatse has requested incorporation of type 1 in plans for relocating squatters. The type 1 program has potential for providing housing opportunities to the very low income groups which are hardpressed to meet service levy payments of the current program. This activity should be an intricate part of the housing plan.

II-7) Housing Officer III to assist.

File Ref: Development Control Code and SHHA General.

The development control code has been under study and review since 1982. Mr. Joe Letsholo, a planning officer in DTRP, is leading the effort in this review. Francistown Phase IV will probably include a condition precedent or a covenant that the code be revised to better facilitate self help site and service housing. Housing Officer II and Mr. David Knepper, the Senior Technical Officer in Gaborone Town Council SHHA, have been working on this issue.

II-8)

File Ref: BHC General, and Housing Policy

The Housing Policy directs that BHC should utilize small contractors for construction and maintenance of BHC housing. BHC has made attempts to involve small contractors, but in every case the small contractors have been unable to participate or were tendering prices far in excess of larger firms. The Vice President (Minister of Finance Development Planning) and the BHC board have directed BHC to take direct action in this area. Investigations should occur to promote the utilization of small contractors while trying to soften any costs increases that would affect the affordability aspects of BHC housing.

II-9) BHC and SHHA keep waiting lists. However, these waiting lists need specific procedures that will help establish means for the accurate assessment of housing needs while providing controls in the allocation system. Currently, people are making more than one application for SHHA plots, and are permitted to apply for low or medium or high cost BHC housing. These practices tend to inflate the waiting list numbers, and

allow any individual to submit four applications or more. In addition, the SHHAs and BHC do not have procedures for "re-newing" an application to avoid problems of maintaining lists for lengthy periods of time (e.g. some of these lists currently date back to 1979).

II-10) The Chief Housing Officer to assist.

File Ref: Local Authority Staff Housing, LG 30, and Rentals and Subsidies. Currently the HO-II is chairing a reference group that oversees a consultancy examining the housing needs for all district, council and government extension staff housing. This study includes development of affordable house designs and uniform tendering and construction procedures.

II-11) Housing Officer I to assist.

File Ref: Building Material Reference Group.

The housing policy requires that the Ministry examine building materials in relation to implications on foreign exchange. In this regard the Ministry must develop a strategy to reduce dependency on foreign exchange purchases. No substantive work has been done on this issue to date.

II-12) The Housing Policy notes that high cost housing is generally not affordable by Batswana, and directs that the precise need for such housing be assessed. To date no action has been taken on this issue.

II-13) This activity will examine the creation of a research and development institution to improve low cost housing. A reference committee

does exist and has been meeting over the past year (HO-II can provide the exact file references). The German government has expressed interest in supporting a research and development unit with grant funds for a two year technical assistance input. A minute to this effect is in the files. Barry Stow, SHHA advisor in Lobatse, has done some work with stabilized earth blocks. The results of his efforts (which was done in connection with Polytechnic) can be obtained through consultation with Mr. Stow.

II-14) Housing Officer II to assist.

The housing policy calls for the production of local building materials. The Rural Industries Innovation Center was to receive additional support from government in this connection wherever possible. Very little work has been done in this area to date.

II-15)

File Ref: Mining Towns and President's Commission on Housing.

The Housing Policy directs that mine town rentals should be increased to the level of government rentals and that government should examine what further steps are required to convert all mining towns to open towns status. The DPS/U/H should be consulted for information concerning these issues.

II-16) As part of delegating attendance of steering committees, the HO-II was assigned responsibility for the Gaborone Steering Committee.

HOUSING OFFICER III

NOTE: It is understood that the post of HO-III has been approved, and will be filled as soon as practical.

III-1) Housing Officer I to assist.

File Ref: SHHA General and Technical Literature (Computers)

The Audit-4 machines are rapidly breaking down, and spare parts are not readily available. In response, a computerization program has been developed using Selebi-Phikwe Town Council as a pilot. Hill and Cunnington has been contracted to provide a software package and microcomputers. This conversion was supposed to maintain the integrity of the Audit 4 accounting procedures in order to minimize training needs of SHHA staff. The Principle Finance Officer can provide additional detailed information on this exercise, and should remain fully involve throughout the computerization process. Deloit Haskins and Sells has been subcontracted to assist with training and analysis of the software accuracy and reliability. The SHHA computer system should tie in and relate to the Treasury Department computer system. In addition, an overall summary should be made of all Town Councils SHHAs' monthly statistical reports. Gaborone Town Council has requested authority to purchase a micro computer for Gaborone West; USAID has agreed that Gaborone West funds may be used. Purchase of this machine should be made immediately and Gaborone Town Council given authority to proceed with computerization of Gaborone West as soon as possible.

III-2) Chief Housing Officer to assist.

File Ref: SHHA General.

SHHA Evaluation Final Report and the Debt Management Final Report both make specific recommendations for the improvement of debt management activities as well as overall organizational structure. Pieces of the debt management final report have been implemented. For example, all SHHAs are currently running their service levy and building materials loan month-end reports on the 10th of the month following month-end (allowing ten days after month-end for plot holders to make payment). The SHHA evaluation report was reviewed by the reference committee, comments were made on which recommendations should be adopted, and the committee was dissolved. However, it is understood that the report was not presented to the PS for approval. The report should be summarized and taken to the PS for adoption, after which efforts should be made to implement the recommendations following a rational and incremental plan.

III-3) Chief Housing Officer to assist.

File Ref: SHHA General.

In an effort to improve debt collection for service levy and building materials loan payments, the Ministry worked with Commissioner of Customary Courts to incorporate customary courts as a mechanism of enforcing service levy and BML payment. A seminar with all PHOs and most of the Urban Court presidents was held to discuss implementation of such an effort. The seminar agreed upon procedures and all participants concurred that action could be taken. Initial results of the experiment were positive. However, problems constraining effective action do exist. Lack of staff and lack of transport are such constraints. It is recommended that another seminar be

held in order to identify some of these constraints and determine how customary court action might improve. Customary court action should be seen as a supplementary effort and not a primary effort for enforcement. The State Land Act Regulations should be implemented on a regular basis. Those defaulters with small amounts in arrears should be taken to customary court while defaulters with large arrears should be taken through State Land Act Regulations.

III-4) HO-I to assist.

File Ref: SHHA General.

The Gaborone West project included a covenant that the Building Society would provide loans to COR plots. The Building Society in principle agrees to this, but explain they are concerned about the large arrears and the fact that the COR is not registered. DSL consulted with all of the councils and devised a draft COR registry system. DSL then work with Gaborone Town Council to implement a pilot project. The results of this pilot project are on file. Funds have been approved within Gaborone West to complete a COR registry system for all of Gaborone. A project memorandum was to be written by Planning Officer I in conjunction with Housing Officer I in DSL (Gavin Stracey).

III-5) HO-II to assist.

File Ref: SHHA General and the confidential file concerning land issues.

DSL has raised the issue of land use for COR several times. Evidently Town Councils are allocating COR plots for non-residential use. For example,

churches and non-charitable organizations, clubs and the like are receiving COR plots. A draft COR land use policy was prepared and sent to all the Town Councils for their comments. The urban development committee should be the mechanism for continuing this review. All councils should provide their comments, as well as council administration. Originally land use for the COR was intended strictly for residential purposes. It must be kept in mind that the COR incorporates subsidies intended for low income people. Therefore, allocation of COR plots should be limited to this beneficiary group.

III-6) HO-I to assist.

File Ref: Urban Development Committee, Francistown SHHA, SHHA General. The SHHA evaluation points out that the building materials loan program is being "heavily subsidized" by the service levy. Francistown Town Council examined the costs of their building material loan program, and discovered that over 10 percent of the service levy was subsidizing the building material loan program. Other councils were requested to analyze their programs as well. Results of these analyses indicated that the service levy was subsidizing all building materials loan program between 80 thebe and PL 50 per plot per month. Therefore, a voucher system should be investigated in order to remove this burden from the service levy and to reduce SHHA overhead costs.

III-7) The introduction of a cash loan system has been suggested several times by various donors and consultants. To date no work has been done to analyze such proposals.

III-8) HO-II to assist.

File Ref: SHHA General.

After twenty government and SHHA officers returned from a visit of Zimbabwe (Harare) low income housing programs, it was suggested that the Town Councils should establish a register of qualified private builders. This suggestions implies that controls would be instituted to improve the quality of construction. No work has been done to implement or examine this recommendation.

III-9) Chief Housing Officer to assist.

The SHHA procedures manual has been in place for over two years. The manual was intended as a guide and reference for training new staff and for ensuring that existing staff are following procedures that reflect overall SHHA policies. The councils have been requested to incorporate these procedures into their daily activities. When the manual was produced it was produced in conjunction with inputs from all PHOs. Each SHHA was visited and all senior staff of all SHHAs were involved in the preparation, review and finalization of these procedures. Obviously, the manual could now be updated. A seminar should be called at some point to reexamine the procedures and to obtain comments from the SHHAs based on their experience of implementing the procedures. Subsequent to this activity, the procedure manual should be updated and redistributed.

III-10) Chief Housing Officer to assist.

The SHHA objectives need to be formalized. The Gaborone West evaluation and the SHHA evaluation both indicate that there is some confusion in the councils over the role of the SHHA. Both reports (as well as other reports) indicate that the SHHA is perceived as being a separate entity from council. This perception must be rectified. The SHHA is an intricate part of the town council whose role depends upon the support of other council departments. It appears that the role of SHHA as a development agency has expanded into one requiring it to maintain areas as well. The Ministry must assist the Town Councils in rectifying this situation. Efforts must be made to reestablish the SHHA's goals as a development agency. This means the engineers department, the treasury department, social and community development department and the by-law enforcement department must all take a greater role in "SHHA areas" once a minimum SHHA unit has been developed in the plots of these areas.

III-11) All SHHAs calculate the service levy based upon projected plot allocations schedules. However these schedules seem to be inconsistent with actual capacities for allocation. The HO-III should conduct a seminar or a series of meetings with the SHHAs to determine a realistic schedule for allocations that is compatible with staff capabilities.

III-12) HO-II to assist.

File Ref: SHHA General, Land Tenure Report, and SHHA Evaluation.

The Land Tenure Policy (in the President's Commission on Land Tenure Report) points out the problem of fronting and of people owning two or more COR plots. This problem must be reviewed and procedures developed for

repossessing plots from offenders and from applicants who submit false information on their applications. Currently no action is taken against plotheolders who are found to have submitted false information and no action is taken against people who own two or more COP plots. Attorney General should be consulted in this regard. The responsibility for enforcement of any such procedure should fall to the By-Law Enforcement Office and not on the SHHA.

III-13) Chief Housing Officer to assist.

When the planning unit prepares and designs new projects that include SHHA plots, the HO-III must provide inputs to ensure that such projects are in line with overall government objectives for low income people.

III-14) HO-II to assist.

File Ref: SHHA General and Urban Development Committee.

In Gaborone particularly, there is a growing number of requests for COR plotheolders be given permission to make private water connections and to install waterborne sewerage. The economic realities and environmental implications of such connections must be studied. The Senior Public Health Engineer has been requested to engage consultants to study this issue. USAID provided a group from Washington (WASH) which conducted such a study and is expected to submit a final report in the near future. Procedures for handling such connections and a general policy statement relative to this issue must be codified.

III-15) HO-II to assist.

File Ref: Selebi-Phikwe Town Council SHHA and Francistown Town Council SHHA files

Government supplied approximately 3 million pula, which was shared between the two Town Councils under the Urban II program for the provision of sanitation. Both town councils installed RECII substructures on plots already occupied. Plottolders on these plots have been extremely reluctant to complete the superstructures for these sanitation units. A strategy must be developed with the Senior Public Health Engineer to resolve this problem.

III-16) HO-I to assist.

The Housing Policy calls for increased private sector initiative in the shelter sector. Certain SHHA services such as refuse collection could be provided by the private sector. Particularly in squatter or upgraded areas this could have positive impact for employment opportunities. For example, people with donkey carts or small trucks could be engaged on contract basis to provide this service. If this is deemed appropriate it could be implemented on a pilot project basis and examined to determine whether it may be utilized on a universal basis.

III-17) HO-III to assist.

File Ref: In-Service Training Unit.

The HO-III should provide technical inputs for the In-Service Training Unit that focuses on the SHHA. Currently this is only being done by the Social and Community Development Section of the Ministry. In order for the SHHA

to benefit from the In-Service Training Unit, appropriate Ministry back-up should be provided.

III-18) HO-I to assist.

File Ref: SHHA General, Francistown Phase IV.

New annuity tables for repayment of building material loans up to 1200 Pula at 9% for 15 years must be prepared. The Francistown Phase IV project will provide building material loan money that will cost 11% over 15 years; therefore, new payment tables at 11% should be prepared as well. Note that approval of the Francistown loan will be dependent upon this 11% interest rate being applied to the building material loan program. Therefore, appropriate ministry action should be taken to affect this new rate.

III-19) Principal Finance Officer and HO-I to assist.

File Ref: (Computerization) Technical Literature for Computers.

The training needs for accounts clerks in relation to the computerization program on a long term basis must be examined and catered for. Particular attention to compilation of data to assess actual collection versus collection units.

III-20)

File Ref: Gaborone SHHA.

The Gaborone Town Council has raised the issue that plotheolders are not respecting the plot boundaries as marked out by the Department of Survey and Lands. A meeting was held with DSL, the Town Clerk, PHO, Senior

Technical Officer and Chief Housing Officer. DSL agreed to conduct a spot check exercise in various parts of Gaborone to determine how widespread this problem might be. It was noted that the problem is related to a staffing issue which the Town Clerk and the PHO agreed to address. Results of the DSL spot check are available in the file, and indicated that the problem was not as widespread as the SHHA feared. Nevertheless, the SHHA has proposed and it was agreed that concrete and steel posts would be installed in all new plots at the corners to prevent such problems from reoccurring. Procedures should be refined to avoid such problems in the future.

III-21) HO-I and Principal Finance Officer to assist.

The SHHA evaluation and other reports have recommended that the Treasury Departments and the Town Councils take more responsibility for debt collection. Very little has been done in this area up to this time. The Principal Finance Officer and the previous Low Cost Housing Officer discussed this issue. Both officers agreed that the Treasury Departments as they exist, require training inputs coupled with a gradual handover of such responsibilities rather than immediate takeover. A long term strategy should be developed to increase gradually the Treasury Departments role.

iii-22) HO-I to assist.

File Ref: The SHHA monthly statistical reports and SHHA General.

All SHHAs produce monthly statistical reports. These reports should be compiled into one composite national report. The new computer software should include a mechanism for compiling such a report. The debt

management report by Ms. Jean Engel, the SHHA evaluation report and the Principal Finance Officer and the HO-I should be consulted along with Local Government Audit to determine exactly what should be included in this composite report. The previous Low Cost Housing Officer independently compiled a national report which may be found in the SHHA General file.

III-23) As part of the delegation of responsibility for attending steering committee meeting, the HO-III is assigned to Lobatse Town Council and Jwaneng steering committee meetings.

NATIONAL DEVELOPMENT PLAN 6

Project Expenditure Schedule (03/85) (Pula Amounts in P'000s)

Project Title No.	FISCAL YEARS						TOTAL EXPENDITURE	No. of Plots			
	85/86	86/87	87/88	88/89	89/90	90/91		S & S	L/M/H	TOTAL	
Cont'd From NDP 5:											
Town PD 3 LG-42	200	0	0	0	0	0	200	0	0	0	
Hurst 1 LG-12	50	100	0	0	0	0	150	0	0	0	
Hurst 2 LG-11	100	200	100	0	0	0	400	0	0	0	
sholofelo LG-53	50	0	0	200	125	0	375	0	0	0	
ab West 1 LG-54	2,000	750	140	0	0	0	2,890	0	0	0	
-Phikwe PD LG-14	150	0	0	0	0	0	150	0	0	0	
ownship Srvc LG-16	250	1,000	1,000	250	250	250	3,000	0	0	0	
DP 6 Projects:											
Town PD 4 LG-01	2,300	6,100	6,000	6,000	6,000	135	26,535	3,260	1,312	4,572	
sholofelo Xtn LG-57	0	0	0	1,200	600	400	2,200	540	0	540	
obatse PD LG-13	1,600	1,300	800	0	0	0	3,700	920	0	920	
waneng PD LG-52	1,500	900	200	0	0	0	2,600	0	0	0	
asane PD LG-50	50	100	100	0	0	0	250	0	0	0	
hanzi NEW	0	0	0	0	0	50	50	0	0	0	
Sub-Total	8,250	10,450	8,340	7,650	6,975	835	42,500	4,720	1,312	6,032	
DP 6 Self Liquidating Projects:											
ab West 2 SLP	500	2,500	5,500	5,500	2,100	400	16,500	1,600	850	2,450	
ab Sewerage SLP	0	0	500	1,000	100	0	1,600	0	0	0	
obatse 2 SLP	0	200	2,000	1,500	300	0	4,000	700	300	1,000	
-Phikwe 2 SLP	1,500	0	200	2,000	1,100	200	5,000	328	122	450	
Sub-Total	2,000	2,700	8,200	10,000	3,600	600	27,100	2,628	1,272	3,900	
TOTAL.....	10,250	13,150	16,540	17,650	10,575	1,435	69,600	7,348	2,584	9,932	

**Ministry of Local Government & Lands
Urban & Housing Division**

**Housing Section
Staff Responsibilities**

The following schedule identifies pending, current, or forthcoming issues in MLGL's Housing Section. The issues are listed according to the Officer holding primary responsibility. The Housing Officer Understudies will participate in completion of these issues within the context of their Counterpart Training programmes.

This schedule was produced primarily as a guide for production of the National Housing Plan, itemising those Housing Policy items requiring implementation; however, this schedule also serves as "handing over notes." Within this context, priority has been given to the Housing Policy objectives of identifying and quantifying subsidies in order to control and redirect subsidies for the benefit of the low-income groups, improving debt management while adhering to principles of cost recovery and affordability, and promoting home-ownership by removing constraints and creating appropriate incentives.

The Housing Officers will find it necessary to work on several items simultaneously, sometimes completing items of less priority before those of higher priority. In addition, this schedule assumes that all Housing Officer posts and Understudy posts are filled. Whereas, in reality, the CHO post will be vacant between 1st April and 1st June, when a new CHO will take up the position. In addition, the Counterpart position for HQ-I is vacant, as is the HQ-III post. MLGL, particularly the Urban & Housing Division, must be aware, therefore, that the Housing Section will be short staffed for some time to come.

Chief Housing Officer:

The Chief Housing Officer (CHO) is Section Head of MLGL's Housing Section. As such, the CHO provides direct supervision to staff and oversees to the activities of the Housing Section. This entails assigning duties relating to housing, appraising performance, developing activity plans of Housing Officers through processes, determining priorities, and setting goals. The CHO holds principal responsibility for liaising with Donors as point of contact on housing related matters (e.g., projects etc) for the Housing Section. Accordingly, the CHO will be involved at various levels in the majority of Housing Section activities. The following tasks comprise primary areas of focus.

- C-1) Help monitor the NDP 6 expenditure ceiling proposal, participate in relevant meetings, and work to resolve constraints. (HO-I to assist.)
- C-2) As editor and principal author, prepare the Housing Chapter for the National Development Plans. Oversee implementation of the Chapter throughout the Plan period. (HO-II to assist.)
- C-3) Define the role and organisation of the Housing Section within the Urban & Housing Division.
- C-4) Examine constraints to the promotion of home-ownership; particularly, identify policy conflicts that adversely affect home-ownership promotion, and recommend policy changes to encourage home-ownership. (HO-I to assist.)
- C-5) Prepare summary of actions to implement the National Housing Policy. This periodic report (every six months) must examine what has been accomplished and indicate what remains to be implemented (e.g., status and plans for implementation).
- C-6) Finalise revisions to the State Land Act Regulations, brief the DPS, and assist in briefing the Permanent Secretary and Minister for presentation to Cabinet. Work with Attorney General to prepare a brief but comprehensive procedures manual for use by Court and SHHA staff. (HO-III & SAO/0 to assist.)
- C-7) Assess Technical Assistance needs of MLGL's Housing Section, and the Councils' SHHAs for presentation to Donors (taking note of ISTU and Selebi-Phikwe continuation needs).
- C-8) Coordinate the production of a schedule for utilising Project Savings (e.g., Urban II and Gaborone West) whenever such savings become apparent. (Inputs from all HOs and Council PHOs.)
- C-9) Develop a "rural housing" proposal. (HO-II to assist.)
- C-10) Institutionalise the Housing Needs computer model to provide annual updated housing needs projections. (HO-II to assist.)
- C-11) Work with DoP to make revisions in the House Allocation

System. Namely, (1) programme the priority list to take into account the vacancy situation of Ministries & Departments, (2) alter policy to give officers being transferred from one post to another credit for their waiting list position at their old post (e.g., so they are not put on the end of the list at their new post), (3) institutionalise submission by all Ministries and Departments housing needs projections (in conjunction with annual Estimates) to assist in planning bricks building programme.

C-12) Meet with the Office of the President to determine when a committee may be established to implement Para. 5.22 of Housing Policy (i.e., moving Gov't Departments to areas outside Gaborone). This is particularly important with the Water Shortage situation in Gaborone and the Selebi-Phikwe continuation.

C-13) Periodically conduct a SHHA Staff Analysis, making recommendations on staff transfers, promotions, training, etc, particularly to ensure a balance of effective and strong senior staff at all SHHAs. (HQ-III to initiate, CHO to finalise.)

C-14) Monitor progress on the SHHAs Debt Management Action Plans. (Day to day responsibility of HQ-III.)

C-15) Periodically review the income criteria policy for COR plot allocations. (HQ-III to assist.)

C-16) Periodically review the Development Grant policy to determine whether the grant remains adequate and appropriate. (HQ-III to assist.)

C-17) Monitor the In Service Training Unit programme.

C-18) Support BHC's implementation of a training plan for its staff, identifying its localisation plans for senior management. (DSL, DTRP, and Housing Section staff to receive same attention.)

C-19) Liaise with DTRP on its development planning efforts for rural areas. Request DTRP to submit a schedule detailing how and when such plans will be prepared.

C-20) Resolve the problems with the Urban II Commercial Leases; enable plotheolders to obtain an FTG. (Assist SMO/U.)

C-21) Attend all Urban Development Committee meetings. Brief the Chairperson (DPS/U/H) on all agenda items relating to housing.

C-22) Periodically assess the training needs of the Housing Section, and advise Department Head and Staff Development Training Officer accordingly. Oversee all Counterpart Training programmes within the Housing Section.

Housing Officer I:

The Housing Officer I (HO-I) provides professional guidance and technical direction in the development and implementation of Housing Policy. Within this context, the HO-I concentrates on issues of housing finance such as mobilisation of internal sources, improving institutional capacities to provide mortgages, establishing secondary mortgage markets, identification of subsidy needs, and directing subsidies toward housing production.

I-1) Monitor progress with MLGL's memorandum for the BHC request to increase rents, take necessary action to effect request. (CHO to assist.)

I-2) Develop a mechanism to review BHC rents on an annual basis, working toward the overall goal of increasing BHC rents to economic levels per Housing Policy requirements. Work with BHC to introduce the concept of Replacement Cost in determining the value of housing stock and the level of rents.

I-3) Examine ways to expand BBS involvement in providing housing finance; particularly for (1) their role in serving the middle income, (2) lending on reduced standards, (3) lending to COR plot-holders, (4) improvement in their Housing Finance mechanisms, (5) lending to rural areas. Identify legal constraints to the preceding and recommend how such constraints may be removed.

I-4) Consult with the private financial institutions (including BHC) and prepare a plan to involve them in lending for housing in rural and urban areas (refer to the Housing Policy, the Land Tenure Policy, and the Housing Finance Seminar's recommendations).

I-5) Develop mechanisms to mobilise private sources of interim financing to facilitate private sector participation in infrastructure and housing development. This must include controls to prevent repetition of the scheme with private developers in Tsholofelo, which was a failure. (HO-II to assist.)

I-6) Investigate the feasibility of utilising private finance sources for secondary mortgage markets (e.g., mortgage bonds, mortgage warehousing).

I-7) Analyse and quantify all housing subsidies, identify which income groups are benefitting. All forms of subsidies should be codified (e.g., hidden-, cross-, planned-, unplanned-subsidies).

I-8) After completion of I-7, prepare strategy to re-direct subsidies to low-income groups, and towards housing production. (HO-II to assist.)

I-9) Coordinate the Council Housing Rentals study to establish existing stock inventory, and assess it according to Government and BHC rents; implement the Housing Policy requirement that Council rents be at a par with BHC rents. Develop timetable to effect these increases, linking it with I-2 (a long term plan for

gradual rent increases to economic levels). (HO-II to assist.)

I-10) Perform cost analysis of all housing projects to determine the likely costs of infrastructure and land, and their effects on the square metre price for Low-, Medium-, and High-Cost plots, as well as COR plots.

I-11) Compare Councils' finalised Fiscal Year Report versus the Service Levy calculation for the same year to ascertain the accuracy of the calculations. Analyse the Service Levy calculation's component of administrative (Town Clerk & Treasury) costs attributable to SHHA. (HO-III to assist.)

I-12) Work with Dept of Surveys & Lands and the Urban Development Coordinators to determine a revised, up-dated square meter cost for converting COR plots to FTG Tenure. This figure should recover infrastructure development costs of the COR plot. Develop a procedure to facilitate periodic updating.

I-13) Subsequent to I-10 and in conjunction with I-12, isolate the infrastructure costs of a SHHA plot from the Service Levy into a separate component. Inform plotholders of this (e.g., the capital cost of their plot) and permit them to make amortised payments (10% interest over 25 years or existing PDSF rate) or accelerated payments. Thus, plotholders will be able to repay the capital cost and obtain equity in their plot.

I-13) Examine the possibility of treating the Service Levy solely as revenue for recurrent services (water supply, SHHA overheads, road maintenance, refuse collection, sanitation, etc), reducing the SHHA overheads component where possible. For example, replicate the Zimbabwe practice of a temporary "user-fee" for SHHA's Technical Section inputs. Propose appropriate action. (HO-III to assist.)

I-14) Assist Councils where necessary in the annual Service Levy calculations. (HO-III to assist.)

I-15) Assist BHC in developing a strategy to seek finance from non-government sources. (CHO to assist.)

I-16) Participate in all Steering Committee meetings for Francistown (Phase IV, Urban II, etc.).

Housing Officer II:

The Housing Officer II (HO-II) primarily provides professional guidance and technical direction in the development and implementation of housing programmes and projects in support of National Housing Policy. Within this context, HO-II concentrates on housing standards, housing demand/needs, delivery programmes for the middle income, and housing production.

II-1) As principal author and editor, draft a comprehensive National Housing Plan. This plan should establish strategies for implementing the National Housing Policy, and as such is related to the National Development Plan's Housing Chapter. Develop a mechanism for periodically review and revision of the National Housing Plan to ensure it is responsive to Policy requirements and national needs. The Plan will include a timetable and a narrative describing how and when the Plan will be implemented. (CHO to assist.)

II-2) Develop a Middle-Income Housing programme; draft proposals for this programme will include inputs from all Housing Officers, and will be presented to a Reference Group. (HO-I to assist.)

II-3) Promote adoption of uniform housing standards for all Government and institutional housing, emphasising affordability.

II-4) Develop strategy to encourage institutions (gov't and non-gov't) to develop staff housing. Several institutions (including Councils) are requesting serviced land for staff housing; formulate a plan allowing institutions to be allocated "raw" land. This would ease pressure on MLGL's development expenditure ceiling, and create more serviced land. (CHO to assist.)

II-5) Coordinate the development of the Cooperative Housing option viz housing delivery programmes. This will include step-by-step investigation of cooperative housing (e.g., a survey to test attitudes and an informational Seminar). (CHO to assist.)

II-6) Develop action plan to incorporate SS-I (Site & Service Type I) in all project plans. (HO-III to assist.)

II-7) Provide inputs to and monitor the revision of the Development Control Code. Develop mechanism to review the Code on a regular basis to ensure that it promotes Housing Policy objectives. (HO-III to assist.)

II-8) Examine ways for BHC to use small contractors for construction and maintenance, and develop appropriate programme.

II-9) Develop procedures for maintenance of waiting lists at BHC and SHHA that will help establish means for accurate assessment of Housing Need, and provide controls in the allocation system.

II-10) Ensure that the study for housing designs of Rural Local Authority staff is implemented; coordinate the reference group.

This exercise will include analysis of housing needs for all Extension Staff, and development of uniform tendering and construction procedures for all such staff housing.

II-11) Determine which building materials are the largest consumers of foreign exchange, and the foreign exchange content in different types of housing designs. Then develop a strategy to reduce dependency on foreign purchase of materials. (H0-I to assist.)

II-12) Investigate the precise needs for high cost housing, particularly since it is generally not affordable by Batswana.

II-13) Monitor progress of the committee examining the creation of a Research and Development institution to improve low-cost housing. Note that the German Government is interested in supporting an R & D unit with grant funds for two years.

II-14) Examine ways and develop a programme to promote local production of building materials. Support and utilise RIIC (Rural Industries Innovations Centre) where possible. (H0-I to assist.)

II-15) Create communication links with the Ministry of Mineral Resources & Water Affairs, and develop programme to (1) increase mine town rentals to the level of Government rentals, (2) examine what further steps are required to convert all mining towns to open town status.

II-16) Participate in Steering Committee meetings for Gaborone (Gaborone West Phase I & II etc).

Housing Officer III:

The Housing Officer III (HO-III) is primarily responsible for providing professional guidance and technical support to the low-income housing delivery programmes. This entails concentration on implementation of relevant National Housing Policy, improvement of the Self Help Housing Agencies' management systems and housing delivery capacities, and general oversight of the low-income housing programmes.

III-1) Assist with the conversion of the Audit-4s to Sirius microcomputers, particularly the software development. Identify training needs in the conversion process and organize ways to meet such needs.

III-2) Provide oversight for the implementation of acceptable recommendations in the Debt Management Final Report, and in the SHHA Evaluation Final Report. In particular, maintain close oversight of SHHAs' Debt Management Action Plans. (CHO to assist.)

III-3) Periodically review progress (effectiveness) at all SHHAs in utilising the Customary Courts to help enforce Service Levy and BML payments. Conduct periodic Seminars with all SHHAs and Urban Court Presidents to improve effectiveness, identify problems, and promote cooperation. (CHO to assist.)

III-4) Oversee COR Registry System implementation. (HO-I to assist.)

III-5) Examine COR land use (residential use only?) issues and resolve within Urban Development Committee context. (HO-II to assist.)

III-6) Investigate the possibility of introducing a voucher system to replace SHHAs' building materials stores programme. Examine the cost implications to the plotholder, and possible reductions in the Service Levy. Propose appropriate action. (HO-I to assist.)

III-7) Investigate the feasibility of a cash loan scheme for plotholders to pay builders. (HO-I to assist.)

III-8) Introduce a process to register private builders of SHHA units, and institute controls on quality of construction. (HO-II to assist.)

III-9) Periodically update the SHHA Procedures Manual. Conduct workshops on the Manual, and oversee implementation of all procedures. (CHO to assist.)

III-10) Formalise SHHA objectives and operations; publish a Government booklet explaining and defining SHHAs' role--namely, project implementation to provide minimum shelter for the low-income. (CHO to assist.)

- III-11) Review the SHHAs' capacities for plot allocations and design a schedule/programme to extend allocations over a period of time compatible with staff capabilities.
- III-12) Design procedures to control fronting and ownership of two or more COR plots. Codify procedures for re-possessing plots from offenders and from applicants who submit false information on their applications. (HO-II to assist.)
- III-13) Assist Donors with SHHA issues in preparation of new projects (e.g., USAID with Francistown Phase IV), and with evaluation and closure of such projects (e.g., IBRD's Urban II project). (CHO to assist.)
- III-14) Work with the Senior Public Health Engineer to develop a strategy to respond to growing COR plotholder requests for private water connections and water-borne sewerage on COR plots. Economic realities and affordability factors, plus technical engineering factors, must be considered within any resulting proposal. (HO-II to assist.)
- III-15) Assist the Senior Public Health Engineer to develop a strategy for ensuring that Urban II plots receive a superstructure for their REC IIs. (HO-II to assist.)
- III-16) Develop a proposal to utilise the private sector to provide such SHHA services as refuse collection. Such a proposal must not result in increased costs to the plotholder. (HO-I to assist.)
- III-17) Provide technical inputs (advice, backup, etc) for the In Service Training Unit component that focuses on SHHA, assisting the Staff Development Training Officer and ULGS. (CHO to assist.)
- III-18) Prepare new annuity tables for repayment of the BML (for P50 - P1200 at 9% over 15 years, and P50 - P1200 at 11% over 15 years.) (HO-I to assist.)
- III-19) Examine training need for Accounts Clerks relative to compilation of data assessing actual collections versus collection units for BML and Service Levy payments. (PFO & HO-I to assist.)
- III-20) Assist Gaborone SHHA in addressing the problem of plotholders not respecting plot boundaries--analyse possible solutions with DTRP, SHHA, and Department of Survey & Lands. Prepare national strategy to avoid such problems. (HO-I to assist.)
- III-21) Determine, with MLGL's Principal Finance Officer and the Councils, how the Treasury Departments can take more responsibility for debt collection (BML & Service Levy). (HO-I to assist.)
- III-22) Compile a summary report of all SHHAs' Monthly Statisti-

cal Reports, and distribute to the Councils. (HQ-I to assist.)

III-23) Attend Steering Committee meetings for Lobatse Town Council, providing representation for the Housing Section.

III-24) Attend Steering Committee meetings for Jwaneng Town Council.

M E M O R A N D U M

DATE: 19 July 1985

TO: Mr. Charles Ntwaagae, Chief Housing Officer
FROM: Mr. J. Ronald Campbell, CHF Consultant
REF: SHHA Seminar (12 August - 16 August 1985)

After reviewing the draft agenda for the above referenced seminar, I share your concerns about the seminar.

Generally, the seminar does not have a general theme, nor do individual days have a theme that might tie into an overall theme. In addition, this year's seminar does not appear to be making any connection with the seminar of last year.

On the positive side, the seminar does propose to address very pertinent issues which are of concern to all SHHAs, and which require action. For example, debt management, the C.O.R. Registry System, land tenure systems, Development Control Code review, sanitation systems, computerization of the SHHAs, middle-income housing, cooperative housing, SHHA procedures manual review, and discussion of Urban Development Committee issues. However, the diversity of these topics and their number do suggest that perhaps too much is being undertaken.

The following recommendations are submitted for your consideration:

- a) that a central theme be identified, and that each day's sessions formulate a sub-theme that leads to the next day's activities and that directly relates to the central theme.
- b) that the presentations be reduced somewhat and be delivered in such a way as to encourage participation by the SHHA staff (e.g., small groups, panel discussions, etc)
- c) that the theme focus on a major set of issues (e.g., debt management, which would generate sessions on customary courts, COR Registry System, computerization, SHHA procedures).
- d) if you prefer to retain the proposed presentations, that they be reorganized to ensure that a day's activities all relate to one theme.

As we have discussed, future seminars should be developed in response to the needs of the SHHAs in consultation with ULGS and SHHA personnel. Ad hoc seminars, as you rightly pointed out in our discussions, are of little value unless they relate to specific needs and goals. (See attached draft for suggested changes in the agenda.)

M E M O R A N D U M

TO: Mr. R.M. Makhwade, DPS/U/H
FROM: Mr. J. Ronald Campbell, CHF Consultant
REF: Urban II Commercial & Industrial Plot Costings

The following comments are presented per your request of 11 July 1984. These comments are based on review of LG 4/1/17 VI (M-12 & F-36).

This exercise of apportioning costs and drawing up leases has been on-going since 1981. The use of leases for commercial plots is not in compliance with general policy; however, it was an agreed part of the Urban II project, and was included as a condition of the World Bank loan. The Bank has since stated that the use of leases was intended only to help facilitate access to the plots by project beneficiaries (e.g., the lease arrangement enables plot payments to be made over a period of 10 years, rather than within three months as required by an FTG).

In all cases, FTG should be utilized instead of a lease; simple leases are not considered adequate collateral by lending institutions in Botswana.

Approval should be given to average costs according to the level of services provided. However, Attorney General's should be consulted (as suggested by DSL) to determine how a plot holder with less than full services can be charged at a later date for improvements to his/her services. For example, if a plot is sold on FTG basis, but does not have access to sewerage or electricity how can Government recover the costs when the plot is eventually provided these services?

The Urban II loan agreement dictates that all commercial and industrial plots should be leased or sold with a premium of 25%. This is in direct agreement with Government policy of providing cross subsidies to low income groups, and would help offset infrastructure subsidies to SHHA projects. However, the Bank agreed that a lower premium could be used. Therefore, item 3 of M-12 is somewhat inaccurate--the 10% addition proposed by DSL is actually less than the 25% addition agreed to in the Urban II project.

Several efforts have been undertaken by several different parties to finalize this matter. The SPTC and its SHHA Advisor worked on the matter in 1981/82, the UDC also focussed on the matter in 1982/83, and finally the UDC (Lobatse/Jwaneng) completed an exercise in 1985. A decision must now be made on which set of calculations should be accepted. Note that DSL's figures in F-36 accept the original figures as opposed to the 1985 UDC effort; thus, simplifying the process of obtaining final figures.

The 10% addition should be retained at a minimum. However, retention of the 25% addition should be considered on the basis that this addition serves as a cross-subsidy to low-income plots. Reduction of the addition reduces monies available for low-income subsidies.

Repayment of the costs should be calculated on the basis of 8.25% over 10 years as agreed in Urban II and suggested by DSL.

Francistown costs are not that far off in relation to current costs of developing commercial plots elsewhere in Botswana.

I recommend that the DSL suggestions in F-36 be adopted and implemented as soon as possible. Any further study or analysis will only serve to delay and complicate the issue. In the future, all such plots should be issued with FTGs from the beginning.

M E M O R A N D U M

DATE: 22 July 1985

TO: Mr. R.M. Makhwade, DPS/U/H
FROM: Mr. J. Ronald Campbell, CHF Consultant
REF: SHHA Service Levy Evaluation

For your information, the following provides some background to the the issue of evaluating the Service Levy calculation.

- 1) When the Service Levy calculations were completed for FY 84/85, the Principal Finance Officer (PFO) and the Low Cost Housing Officer (LCHO) recognized some discrepancies in the method of calculation from Council to Council.
- 2) Since FY 81/82, the Ministry of Local Government & Lands (MLGL) noticed that the Service Levy calculations were being made assuming optimum delivery of services (e.g., refuse collection, road maintenance, water supply & maintenance) as well as full complements of staff. However, in reality, levels of services and staff were somewhat less than that assumed in the calculations.
- 3) All SHHAs were averaging the costs of infrastructure for all projects, and including the result in the Service Levy calculations. Consequently, people who have held a plot since 1978 or 1980 were effectively paying for plots in Gaborone West. This practice results in plotholders never being able to pay-off their infrastructure costs. Although this helps subsidize infrastructure costs for new plotholders, it is in contradiction to policy and prevents Certificate of Rights plotholders from obtaining "equity" in their plot. A major effect of this practice is that it further inhibits access to finance for COR plotholders.
- 4) The PFO and the LCHO also noted that the method of calculating the Councils' administration costs attributable to SHHA, which forms a part of the SHHAs' overhead costs, appears to burden the Service Levy more than may be necessary.
- 5) The LCHO noted that the SHHA technical assistance, which focuses on helping plotholders develop their plots, is included in the Service Levy calculation for all plots--regardless of whether or not the plot has been developed.
- 6) The Housing Policy, the Land Tenure Policy, and the SHHA Evaluation all support an examination of the Service Levy and its method of calculation.
- 7) In view of all the above, the LCHO recommended in September 1984 that the Housing Officer I (HO-I) become involved with the PFO in an extensive analysis of the Service Levy. This exercise was also included as part of the Housing Plan activities. In

January 1985, the HO-1 was directed to treat the matter as a priority. In March 1985, the exercise was included in the "Housing Section Responsibilities" under HO-1 tasks.

If the HO-1 is unable to complete the exercise himself, then PFO's request that the exercise be undertaken by short term consultancy should be honored (particularly if U.K. grant funds can be used). The exercise should do the following:

- ** Analyse Councils' finalized Fiscal Year Reports versus the Service Levy Calculation for the same year to ascertain the accuracy of the calculations relative to actual costs.
- ** Analyse the Service Levy calculation components of Councils' administration costs attributable to SHHA, of refuse collection, water supply and maintenance, and road maintenance, to ensure that the components reflect actual expenditures.
- ** Assuming that the Department of Survey & Lands, the Urban Development Coordinators, and HO-1's exercise to determine an updated square meter cost for converting COR plots to Fixed Term Grant (FTG) is completed, use the results to determine a benchmark cost for infrastructure costs of all existing plots.
- ** Isolate the infrastructure costs of a SHHA plot from the Service Levy into a separate component. Inform plotholders that this is the capital cost of their plot (compare the FTG practice), and permit them to make amortized payments at 10% interest over 25 years (or existing PDSF rate). Alternatively, the plotholders may make accelerated payments. In this way, plotholders will be able to pay-off the infrastructure costs and gain additional equity in their plot.
- ** Examine the possibility of using the Service Levy solely to recover recurrent services (water supply, SHHA overheads, road maintenance, refuse collection, sanitation, etc), reducing the SHHA overheads component where possible. For example, introduce a "user-fee" for SHHA's technical assistance inputs for a period of eighteen months, which would thereafter fall away and reduce the "effective Service Levy" for plots with developed plots.
- ** Recommend how the calculation itself might be simplified or revised to ensure implementation of the above exercise.
- ** The result should be introduction of two charges separate from the Service Levy--infrastructure and technical assistance, both of which fall away in time. The resultant Service Levy would be more akin to Rates and Local Government Taxes, in that it would recover recurrent expenditures for services. In addition, the Service Levy would undoubtedly be much less than current levels.

M E M O R A N D U M

DATE: 23 July 1985

TO: Mr. R.M. Makhwade, DPS/U/H
FROM: Mr. J. Ronald Campbell, CHF Consultant
REF: "Mid Level Housing" Proposal

After reviewing the proposal per your request, the following comments are submitted for your perusal.

- 1) Generally, the proposal focuses on strategies that can be implemented within existing institutional capacities and programs. Such an approach is valuable in that it will help ensure implementation in the short and medium terms. However, additional strategies are required to provide longer term solutions. Such longer term strategies should enhance Government's programs through involvement of the private sector rather than expanding the scope of public programs.
- 2) The proposal admits that it emphasizes Government solutions at a time when Government is hampered by limited resources, and suggests this could be alleviated through involvement by the Botswana Building Society (BBS) and the Botswana Housing Corporation (BHC). However, funds to enable such involvement are proposed to come from Government or from Donors (through Government). In either case, during the National Development Plan VI (NDP-6) period, the Botswana Government must either allocate additional money to housing or redistribute existing NDP-6 allocations toward housing. The first alternative implies that Government would either take funds away from some other sector or approve a deficit budget. The second alternative suggests that existing resources for housing be redirected, reducing the funds available for low-income people.
- 3) The proposal states that subsidies are necessary for the Mid Level Housing Program in order for the program to reach the middle income people. Although Botswana's housing policy states that limited subsidies may be given to middle income people, such subsidies should support production rather than consumption (e.g. not support rental or mortgage subsidies). In addition, high income people are included as beneficiaries in the proposal. Although such inclusion is practical, considering that the lower end of the high income group also has limited home ownership opportunities, the high income people would also receive subsidies. This contravenes Botswana's Housing Policy. Therefore, the subsidies should be quantified, and directed towards production. In addition, controls should be established to prevent the subsidies from going to high income people.
- 4) The proposal does not indicate specifically how the private sector might be induced to assist with housing delivery. BBS and BHC (a parastatal) are mentioned, but again their involvement is

reliant on Government financing. Cooperative housing as a strategy is ignored; yet, cooperative housing has been shown throughout the developing world to be a responsible, people-oriented private sector approach that has positive results. In particular, cooperative housing provides collective bargaining power for its members that enable the cooperative to obtain financing. In addition, cooperative housing has long term cost savings benefits, and has a proven record of low interest and good cost recovery. Therefore, cooperative housing should be considered as a Mid Level Housing Program strategy.

5) Other strategies to involve the private sector are essential, since NDP-6 financing constraints already dictate that Government will be able to address only 35% of urban housing needs (or 10% of total national needs).

In conclusion, it is appreciated that action is required somewhat urgently in order to begin development of a viable housing delivery system for the middle income. One major benefit of a middle income program would be removing pressure from the Self Help Housing program, which currently is besieged by applicants from the middle income group. Consequently, the Ministry may want to consider a two-pronged approach to the Mid Level Housing program:

- a) proceed with the existing proposal which will focus on establishing strategies for the immediate term;
- b) develop longer term strategies that will involve private sector inputs and enhance Government's programs.

In this way, a program can be started with minimum delay while longer term planning continues to resolve some of the larger issues concerning private sector inputs.

M E M O R A N D U M

DATE: 25 July 1985

TO: Mr. R.M. Makhwade, DPS/U/H
FROM: Mr. J. Ronald Campbell, CHF Consultant
REF: BHC Tenant Purchase Scheme

Per your request, I have reviewed the BHC Tenant Purchase Scheme proposals submitted by the Botswana Housing Corporation (BHC), and the Housing Section's comments and counterproposals. The following comments are submitted for your perusal.

- 1) Attachment II recommends three amendments to BHC's proposal:
 - a) The affordability calculation should coincide with BBS' methodology--monthly loan repayment plus insurance fees.
 - b) The management charge be reduced to 0.5%, and provision of BHC maintenance be cancelled.
 - c) Tenants who cannot afford the house they occupy should be able to move into less expensive houses as available.
 - d) An alternative to "b" suggests retaining maintenance for three years until the tenant builds up sufficient equity to cover any risk from cancelling maintenance.
- 2) The amendments provide will improve affordability and allow more people to participate. A subsidy exists in the 10% interest rate, which is 3 - 4% lower than the market rate. However, the Scheme can provide BHC with funds to build more houses.
- 3) An education program will be essential. For example, although affordability calculations enable more people to participate, maintenance and rates are real costs that must be met.
- 4) Essentially, the recommendations are workable and contain little risk for BHC. The BHC proposal should incorporate the recommendations and be submitted to Cabinet for approval.
- 5) The BHC proposal confirms the high cost of BHC housing. The following concern broader considerations over the longer term.
 - a) How will BHC rents be increased to economic levels (1985's 20% increase addresses budget price not economic rents);
 - b) Standards and costs of BHC houses must be re-examined, or affordability problems will continue demanding heavy subsidies;
 - c) Will the Scheme's revenue repay outstanding BHC loans, build more houses, or offset annual expenditures?
 - d) If the Tenant Purchase Scheme proves popular, BHC's cash flow and management revenue base could be adversely affected.

M E M O R A N D U M

DATE: 2 August 1985

TO: Mr. R.M. Makhwade, DPS/U/H
FROM: Mr. J. Ronald Campbell, CHF Consultant
REF: Housing Plan

Attached are a draft Introduction and a suggested format for the Housing Plan. After review of the Plan's current draft, and after discussions with the Housing Section staff and yourself, the following observations are presented for your perusal.

- 1) Obviously, the Plan needs an Introduction that states objectives, relates it to the National Housing Policy and NDP-6 Housing Chapter, and explains what the Plan will facilitate.
- 2) The stated actions of the Plan should include specifics of the "who, how, and when" of implementation.
- 3) When the Plan refers to Housing Policy in relation to existing situations or requirements for change, the specific chapter and paragraph of the Policy should be cited.
- 4) Consideration should be given to production of a Time Bar Chart for the Plan, covering the NDP-6 period. All actions should be identified according to priority, timing, length of activity, and linkages with other actions.
- 5) Oversight and monitoring procedures for controlling BHC should be included in the Plan.
- 6) A summary budget should be included in the Plan. The summary budget would include existing NDP-6 budget allocations, plus projected budget needs for new programs (e.g., middle-income housing, rural housing etc).
- 7) The Plan should cover the entire NDP-6 period, and allow for regular evaluation. Such evaluation would ensure that the Plan is on schedule, is meeting goals, and is revised where necessary.
- 8) HO-I should be relieved of all duties and allowed to concentrate on production of another draft of the Plan. This emphasis on the Plan should remain in effect until it is finalized and approved by yourself and the Permanent Secretary.
- 9) After review of this memo and the attached documents, a meeting should be called to discuss the exact form of the next draft.
- 10) The Housing Finance section of the Plan is generally good. Nevertheless, it should be shortened and incorporated into the Plan in consideration with the above suggestions.

DRAFT

MINISTRY OF LOCAL GOVERNMENT & LANDS

National Housing Plan for the Implementation of Housing Policy

In 1980, His Excellency the President appointed a special Commission to examine national housing issues, and to recommend a national housing policy. After one year of investigation and study, the Commission presented a Report on Housing Policy to Parliament, which was subsequently adopted as National Housing Policy by Government Paper No. 2 of 1981.

The National Housing Policy provides the general framework for the implementation of housing programmes and projects. In addition, the National Housing Policy (para. 1.06 - 1.09) directs the Ministry of Local Government and Lands (MLGL) to "prepare a housing plan...(that) implements policy." The Housing Policy states that a housing plan "sets forth a specific programme of action to achieve certain goals." In this context, the Housing Plan provides guidance for the development of quantified objectives and detailed methodologies, which will ensure that the policy is put into effect. Although many implementation procedures are already in place, and many parts of the Housing Policy have already been implemented, this Housing Plan provides additional procedures for further Housing Policy implementation.

In response to Government White Paper No. 2 of 1981, MLGL created an Urban and Housing Division to provide additional capacity for the Ministry to implement Housing Policy and oversee national housing issues. For example, this new capacity enabled MLGL to produce Botswana's first Housing Chapter as part of the National Development Plan VI (NDP-6), which was a Housing Policy requirement--"a chapter in future national development plans be reserved for housing" (para. 1.09)

The NDP-6 Housing Chapter goes a long way in translating the National Housing Policy guidelines into development objectives. This Housing Plan, however, takes additional steps in providing a national strategy for obtaining Housing Policy goals. These goals are simply stated in Government Paper No. 2 of 1981:

- 1) "To promote the building of new urban housing for all income levels at a pace which will ensure that no inhabitant of an urban area is forced to reside in an unauthorized settlement; and,
- 2) To improve the quality of housing in rural areas by offering assistance in the form of additional village and regional planning and by introducing a modified version of the self help housing scheme."

In this regard, the Housing Plan assigns authority and direction for action in the provision and development of shelter, establishes an implementation framework for the public and private and parastatal sectors to effect Housing Policy, and defines lines of approval and evaluation of the Plans' actions. In addition, the Housing Plan provides:

- 1) Compilation and analysis of social and economic data, particularly in relation to housing need, establishing effective housing demand, and identifying beneficiary groups;
- 2) Analysis of public and private sector resources available for the shelter sector in relation to production outputs required to meet housing needs;
- 3) Statements of strategy and outlines of how action will be implemented, specifying national shelter objectives;
- 4) Specifications for development of project monitoring and evaluation systems, including management roles and responsibilities; and,
- 5) A framework for designing concise procedures for incremental review and revision of the Plan, including continuing policy development and implementation improvement.

Within the above context, this Housing Plan is divided into several sections. The first section examines housing production needs and goals. The second section provides strategies for developing and expanding housing delivery programmes. The next section assess housing finance requirements, and provides specific strategies for mobilising housing finance and creating mechanisms for increasing the general public's access to finance. The fourth section examines cost recovery issues and establishes specific plans for reducing unnecessary subsidies, redirecting subsidies towards production, and improving debt management. The fifth section reviews housing standards vis-a-vis affordability and cost recovery principles, outlining necessary actions to strengthen and revise standards accordingly. The next section focusses on organisation and management of housing programmes, including programme development and monitoring as well as personnel requirements and training needs.

Finally, a summary of actions is presented in direct relation to relevant Housing Policy requirements. This summary is also presented in graph form in the Appendix to highlight the priority of each action, their relation to one another, and the amount of time allocated to each action.

DRAFT

Format for the National Housing Plan

- I. Introduction.
- II. Overview.
- III. Diagram of actions in relation to specific Housing Policy chapters and paragraphs.
- IV. Summary of actions to facilitate Housing Policy implementation.
- V. Time Bar Chart.

Sample format for "Summary of Actions:"

Housing Policy Reference Number (e.g., chapter & paragraph).

Description of Policy requirement (e.g., one or two lines), including any modifications from Government Paper No. 2.

Action to be taken to implement this policy, including statements of who will be responsible for implementation, how long implementation might take and when it will take place.

Sample format for "Time Bar Chart:"

Tenant Purchase Scheme	<.....8-weeks.....>
Mid Level Housing Scheme	<.....8-weeks.....>
Rural Housing Scheme	<.....>

MINUTES ON THE MAHALAPYE UPGRADING FEASIBILITY
STUDY REPORT HELD ON THE 22/7/85

PRESENT

<u>NAME</u>	<u>DESIGNATION</u>	<u>MINISTRY/DEPARTMENT</u>
A.B. Masalila	DPS/R&L (Chairman)	MLGL
G. Lekula	AO/L (Secretary)	MLGL
M.K. Mogalakwe	ARU	ARU
S.T. Muzila	HO II (C)	MLGL
G.M. Horner	HO II (C)	MLGL
B. Machacha	PAO/L	MLGL
R. Chepete	Urban Planner	DTRP
B. Petto	Reg. Planner	DTRP
T. Moleleki	P.O.	MLGL
B. Bellard	S.E.	MLGL
C.T. Ntwaagae	C.H.O.	MLGL
J.R. Campbell	CHF Consultant	MLGL
B. Dintwa	US/R	MLGL

Absent with apologies

D. Green

CHAIRMAN'S REMARKS

In his opening remarks the Chairman informed the meeting that the report on the Mahalapye Upgrading Feasibility Study has been published. He told the meeting that the purpose of the meeting was to look into the recommendations of the report, make comments and suggestion so as to get the Ministry stand.

The meeting was told that the report reflect the government stand regarding the upgrading of the major villages. He said that it was now urgent that the Ministry should look into the recommendations of the report as the districts (Central in this case) are eager to go ahead with the implementation of the recommendations of the report.

GENERAL COMMENTS

The feasibility and suitability of Mahalapye as a typical rural village was questioned. It was argued that Mahalapye does not possess the characteristics of a typical rural village.

The meeting was however reminded that much as the study was on Mahalapye, we should bear in mind that Mahalapye is a Sub District Centre. The main purpose of choosing Mahalapye was to encourage the Socio Economic growth of the village. It was further stated that the upgrading is meant for Primary Centres only.

/agreed

The feasibility and affordability of the Mahalapye upgrading was discussed at length. It was felt that government can not afford some of the recommendations. The main area of a concern in this regard was staffing. It was argued that some of the officers recommended at village level could not be provided at District level at the present moment. The meeting /that even the report recognised the prevalence of manpower shortage throughout the country. It was therefore agreed that training of personnel should be an intricate part of the Mahalapye village upgrading. The meeting observed that some of the recommended posts seem to be a replication of officers which are already in existence.

The meeting argued that the questioned of affordability should be taken as a long term problem, especially the manpower part of it. It was agreed that the recommendation could be implemented over time.

The meeting felt that the implementation of the recommendations of the report will be problematic until and unless decentralisation becomes a reality. It was argued that the decentralisation done so far is meaningless as power and authority have not been devolved to the Sub-Districts. It was also felt that the implementation of the whole village upgrading cannot succeed without the backing of both the Central Government and the politicians. It was therefore agreed that the Central District Council should be consulted first before the Ministry takes a stand on the recommendation which says that Councillors at the Sub-District should be members of the Mahalapye upgrading committee so that they can keep on reporting to the Central District Council.

It was however cautioned that we should take cognisance of the political implication/bearings it may have on the whole thing.

ADMINISTRATIVE UPGRADING

In addressing itself to the recommendation on administrative upgrading, the meeting observed that the report failed to link what it recommended with what is going on in Mahalapye at present. The meeting did not favour the introduction of a new semi-autonomous administrative machinery for the village.

It was therefore agreed that we can upgrade the administrative machinery by re-enforcing and improving the already existing administrative structures in the Sub District by:-

- (a) devolving more power and authority to the Sub-District.
- (b) giving the Sub-Districts more staff to have other people concentrating on the Mahalapye upgrading.

ECONOMIC UPGRADING

On the Economic upgrading the meeting felt that Mahalapye still lacks a number of facilities and infrastructural services. This it was said, tended to shy investors away as they prefer to go to urban centres where there are services.

The meeting accepted the recommendations of the report on economic upgrading but felt that they need to be re-enforced. It was argued that Mahalapye does not only need the re-enforcement of what is there but need more additional facilities and services.

On the recommendation that construction of village upgrading projects should be carried through labour intensive, the meeting observed that the recommendation should be seriously looked into, especially regarding the supervision of the workers.

It was felt that the water situation in Mahalapye need serious attention.

PHYSICAL UPGRADING

The meeting supported the recommendations on the physical upgrading of Mahalapye, which covers housing and infrastructure (water supply, sanitation, plot improvement and electricity.

INSTITUTIONAL HOUSING

It was the feeling of the meeting that institutional houses should not be clustered in one area thus isolating them from the rest of the village.

It was argued that should institutional houses be clustered in one area, the villagers would not see that as part of the village upgrading. It was therefore suggested that institutional houses should be scattered all over the village so that they can share infrastructural services with the rest of the village.

Department of Town and Regional Planning informed the meeting that at present they have consciously clustered institutional houses in one place to avoid costs. It was agreed that Department of Town and Regional Planning should come up with an acceptable plan.

RURAL SHHA

The meeting agreed with the recommendation of the report in rejecting the implementation of an urban type of SHHA in rural areas.

It was argued that a rural SHHA along the existing urban programme will raise various affordability questions due to in availability of economic opportunities in rural areas. It was argued that urban SHHA is meant for people who are in desperate need of accommodation while on the other hand rural SHHA will more or less mean the improvement of the quality of housing in rural villages.

METHODOLOGY OF HANDLING THE REPORT

The meeting agreed that the views of the Districts be sought through seminars. It was also agreed that all affected ministries should be given the report for their comments. They should be told that the recommendations of the report have not been approved yet.

MASTER LIST
MLGL HOUSING DIVISION FILES

MAIN CLASSIFICATIONS:

HD 1 HOUSING IMPLEMENTATION
HD 2 HOUSING POLICY
HD 3 CONTRACT MANAGEMENT

HOUSING IMPLEMENTATION:

PROCEDURES:

HD 1/2/1 ACCOUNTING MANUAL
HD 1/2/2 ANNUITY TABLES
HD 1/2/3 BML INTEREST CALCULATION ISSUE
HD 1/2/4 FIXED TERM GRANT
HD 1/2/5 SERVICE LEVY CALCULATIONS
HD 1/2/6 BUILDING MATERIAL CASH SALES
HD 1/2/7 PROCEDURES MANUAL & COMPENSATION MANUAL
HD 1/2/8 SHHA POLICIES
HD 1/2/9 DEBT MANAGEMENT

REGULATIONS:

HD 1/3/1 BUILDING CONTROL ACT
HD 1/3/2 STATE LAND ACT: DOCUMENTS
HD 1/3/3 STATE LAND ACT: PRE-1982 AMENDMENTS
HD 1/3/4 STATE LAND ACT: ENFORCEMENT
HD 1/3/5 REPOSSESSION FOR UNSIGNED CORs
HD 1/3/6 COUNCIL BYE-LAWS
HD 1/3/7 TOWN & COUNTRY PLANNING ACT
HD 1/3/8 DEVELOPMENT CONTROL CODE
HD 1/3/9 CUSTOMARY COURTS

REPORTS:

HD 1/4/1 SHHA STATUS REPORTS
HD 1/4/2 MONTHLY STATISTICAL REPORTS--FTC
HD 1/4/3 MONTHLY STATISTICAL REPORTS--GTC
HD 1/4/4 MONTHLY STATISTICAL REPORTS--LTC
HD 1/4/5 MONTHLY STATISTICAL REPORTS--SPTC
HD 1/4/6 MONTHLY STATISTICAL REPORTS--JWANENG
HD 1/4/7 MONTHLY STATISTICAL REPORTS--KASANE
HD 1/4/8 HOUSING SECTION STATUS REPORTS (MLGL)

REGULAR MEETINGS:

HD 1/5/1 FRANCISTOWN URBAN II
HD 1/5/2 SELEBI-PHIKWE URBAN II
HD 1/5/3 STAFF MEETINGS, MLGL DEPT/SECTION MEETINGS
HD 1/5/4 UDC, GABORONE
HD 1/5/5 UDC, LOBATSE/JWANENG

HD 1/5/6 UDC, FRANCISTOWN/SELEBI-PHIKWE
HD 1/5/7 OTHER (Urban Development Committee see 2/4/1)

TRAINING:

HD 1/6/1 TRAINING--GENERAL
HD 1/6/2 AUDIO-VISUAL
HD 1/6/3 VIDEO TAPE OF SHHA PROGRAMME
HD 1/6/4 TRAINING DOCUMENTS
HD 1/6/5 TRAINING PROPOSAL FOR SHHA
HD 1/6/6 HOUSING ADVISOR TRAINING
HD 1/6/7 SCHEMES OF SERVICE
HD 1/6/8 IN SERVICE TRAINING UNIT (ISTU)
HD 1/6/9 UNCHS--REGIONAL TRAINING
HD 1/6/10 CORRESPONDENCE

SHHA--GENERAL:

HD 1/7/1 FRANCISTOWN
HD 1/7/2 GABORONE (GENERAL)
HD 1/7/3 GABORONE (1978-80)
HD 1/7/4 GABORONE (PROJECT MEMOS)
HD 1/7/5 GHANZI
HD 1/7/6 JWANENG
HD 1/7/7 KASANE
HD 1/7/8 LOBATSE
HD 1/7/9 NEW NALEDI
HD 1/7/10 ORAPA
HD 1/7/11 PELENG
HD 1/7/12 SELEBI-PHIKWE
HD 1/7/13 SHHA EVALUATION

SANITATION:

HD 1/8/1 SANITATION--GENERAL

PLANNING:

HD 1/9/1 PLANNING--GENERAL
HD 1/9/2 HOUSING FINANCE
HD 1/9/3 FRANCISTOWN PHASE IV
HD 1/9/4 GABORONE WEST
HD 1/9/5 GABORONE STEERING COMMITTEE
HD 1/9/6 LOBATSE STEERING COMMITTEE
HD 1/9/7 JWANENG STEERING COMMITTEE
HD 1/9/8 KASANE
HD 1/9/9 SELEBI-PHIKWE STEERING COMMITTEE

SHHA INFORMATION & FINANCE SYSTEMS:

HD 1/10/1 AUDIT-4 ACCOUNTING SYSTEM
HD 1/10/2 COMUPUTERISATION

STAFFING:

HD 1/11/1 HOUSING SECTION STAFF
HD 1/11/2 COUNCIL STAFF (SHHA)

HOUSING POLICY:

HOUSING POLICY:

HD 2/1/1 GENERAL
HD 2/1/2 MEMORANDA (CLOSED)
HD 2/1/3 NATIONAL DEVELOPMENT PLAN
HD 2/1/4 HOUSING NEEDS
HD 2/1/5 WORKING PAPERS
HD 2/1/6 COMMISSION NOTES
HD 2/1/7 IMPLEMENTATION
HD 2/1/8 HOUSING PLAN

INTERNATIONAL AGENCIES:

HD 2/2/1 CLUSA & OTHER PVOs
HD 2/2/2 VISITS FROM OTHER COUNTRIES
HD 2/2/3 HABITAT

BUILDING MATERIALS:

HD 2/3/1 COSTS & DESIGN
HD 2/3/2 PRODUCTION SYSTEMS--LESOTHO
HD 2/3/3 BUILDING INDUSTRIES REFERENCE GROUP
HD 2/3/4 TRADITIONAL BUILDING MATERIALS

URBAN DEVELOPMENT COMMITTEE:

HD 2/4/1 U.D.C. MINUTES

MIDDLE-INCOME HOUSING:

HD 2/5/1 GENERAL

SUBSIDIES AND HOUSING ALLOWANCES:

HD 2/6/1 GENERAL

MINE TOWN DEVELOPMENT:

HD 2/7/1 GENERAL
HD 2/7/2 KGASWE COAL PROJECT

LAND TENURE:

HD 2/8/1 GENERAL

BOTSWANA HOUSING CORPORATION:

HD 2/9/1 GENERAL

SURVEYS & LANDS:

HD 2/10/1 GENERAL

LOW COST HOUSING--OTHER COUNTRIES:
HD 2/11/1 GENERAL

URBAN DEVELOPMENT STANDARDS:
HD 2/12/1 GENERAL

COOPERATIVE HOUSING:
HD 2/13/1 GENERAL

MAJOR VILLAGE HOUSING:
HD 2/14/1 GENERAL
HD 2/14/2 MAHALAPYE PILOT PROJECT

NEWS CLIPPINGS
HD 2/15/1 GENERAL
COUNCIL HOUSING
HD 2/16/1 GENERAL

POOL & INSTITUTIONAL HOUSING:
HD 2/17/1 GENERAL

DTRP:
HD 2/18/1 GENERAL

ULGS:
HD 2/19/1 GENERAL

DIRECTOR OF PERSONNEL:
HD 2/20/21 GENERAL DIRECTIVES

HOUSING FINANCE:
HD 2/21/1 GENERAL
HD 2/21/2 BOTSWANA BUILDING SOCIETY

CONTRACT MANAGEMENT:

FUNDING AGENCIES--GENERAL:
HD 3/1/1 USAID--BOTSWANA MISSION
HD 3/1/2 USAID--RHUDO (NAIROBI)
HD 3/1/3 USAID--H.I.G. (BROADHURST II)
HD 3/1/4 USAID--GABORONE WEST (PHASE I & II)
HD 3/1/5 U.S. AMBASSADOR (SELF HELP FUND)
HD 3/1/6 GOVERNMENT OF BOTSWANA
HD 3/1/7 WORLD BANK
HD 3/1/8 HABITAT
HD 3/1/9 CIDA
HD 3/1/10 SIDA
HD 3/1/11 OTHER

AUDITS & EVALUATIONS:

HD 3/2/1 USAID AUDITS
HD 3/2/2 A.R.U. (& G.O.B.) STUDIES
HD 3/2/3 WORLD BANK EVALUATIONS
HD 3/2/4 HABITAT EVALUATIONS
HD 3/2/5 CIDA EVALUATIONS
HD 3/2/6 SIDA EVALUATIONS
HD 3/2/7 OTHER <SHHA Evaluations see 1/7/13>

OPTION PAPERS:

HD 3/3/1 BOTSWANA OPTIONS PAPER

LCHO HANDOVER NOTES

HD 3/4/1 UPCHURCH NOTES
HD 3/4/2 KARG NOTES
HD 3/4/3 CAMPBELL NOTES

HD 3/5 (CLOSED)

HD 3/6 (CLOSED)

REPORTS:

HD 3/7/1 QUARTERLY REPORTS

CORRESPONDENCE:

HD 3/8/1 GENERAL

TECHNICAL ASSISTANCE:

HD 3/9/1 SHORT TERM CONSULTANCIES
HD 3/9/2 VOLUNTEERS
HD 3/9/3 LONG TERM T.A.
HD 3/9/4 GENERAL

HD 3/10 (CLOSED)

CONFERENCES:

HD 3/11/1 MATERIALS
HD 3/11/2 CONFERENCE OPPORTUNITIES

AFRICA HOUSING CONFERENCE (USAID)

HD 3/12/1 PAPERS
HD 3/12/2 SPEECHES
HD 3/12/3 DESCRIPTION & ITINERARY
HD 3/12/4 CORRESPONDENCE
HD 3/12/5 TELEXES
HD 3/12/6 BOTSWANA DELEGATION
HD 3/12/7 SHHA PREPARATION
HD 3/12/8 CONFERENCE IX