Institute of

Development

Management [Botswana, Lesotho and Swaziland]

ENVIRONMENTAL FACTORS

OF

LOCAL GOVERNMENT ADMINISTRATION IN BOTSWANA

BY

MATTHEW A. B. SARPONG

IDM RESEARCH PAPER No. 4

October 1978

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FOREWORD

It is the practice of the Institute of Development Management to combine as much as practicable its three major activities namely training, consultancy and research, in order to achieve its objectives to the maximum degree possible.

This paper (number 4 in the research series) containing the results of a study of the environmental factors of Local Government Administration in Botswana, with particular attention to inter-relations among staff, councillors and other agencies, is in consonance with this practice.

The study was originally conceived as a joint effort by Matthew Sarpong, Darrell Lockett and Philip Morgan, all members at the time of the IDM staff. After the initial interviews covering 8 of the 11 local government councils, in which Darrell Hockett participated, he and Philip Morgan left the IDM. Matthew Sarpong completed the interviews with the assistance of David Olson. Later Michael Moyo assisted with analysing and collating the survey results. The Institute and the author wish to acknowledge the help and contribution of these past and present members of staff.

Such a national exercise involving a by-no-means insignificant part of the administrative machinery of the country needed more than the enthusiasm of the Institute's staff to be successful. For this reason the Institute records its appreciation to all officers in the Ministry of Local Government and Lands, particularly Bahiti K. Temane, Under Secretary, and in the Unified Local Government Service, in particular Marcus Rowland, Establishment Secretary, and Pansy Flemming, Training Officer, for their assistance throughout the study. Our sincere gratitude is expressed also to the District Commissioners, Council Secretaries and Town Clerks for their part in arranging interviews and, sometimes accommodation for the IDM interviewing staff. Lastly the following pages are testimony of the co-operation of all those councillors and staff who patiently answered the various questions related to the study. We thank them all

While this study cannot claim to have covered all environmental problems and problems of relationships and training in the local government system of Botswana, it is hoped it will evoke a further look, in depth, into some of the problems that have been mentioned in more general terms. Furthermore, it is hoped the study will constitute a useful and provocative background for discussions at future IDM regional courses and at central and local government levels in Botswana, Lesotho and Swaziland and elsewhere in the search for the best and most pragmatic administrative machinery at the local level for the most effective contribution to the formulation and implementation of national development policies and programs.

The author assumes responsibilities for the final form of the Study and for its contents. Provided acknowledgement is made, part or all of the Study may be reproduced.

GEORGE V. HAYTHORNE
DIRECTOR, IDM

GABORONE
October, 1978

A STUDY OF THE ENVIRONMENTAL FACTORS
OF LOCAL GOVERNMENT ADMINISTRATION
IN BOTSWANA (INCLUDING INTER-RELATIONS
AMONG STAFF, COUNCILLORS AND OTHER AGENCIES)

by

MATTHEW A. B. SARFONG*

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I N T R O D U C T I O N

Between 12th May, 1975 and 20th June, 1975
the IDM held a course in Local Government Administration
for the senior officials of Local Government staff;
the participants were mainly Town Clerks, District
Council Secretaries and several senior local government
staff members. This course was repeated between
14th June and 9th July, 1976. The second course
was two weeks shorter than the first course.*

Before the start of the first course,
Philip Morgan and the author conducted a pre-course
interview of three district councils to test the
proposed content of the course on some local government
personnel.

During the pre-course interviews and during
the discussions which took place during the two
courses certain issues cropped up. These issues
ranged from the poor conditions in the various
offices of council staff to the lack of information
or knowledge by councillors of the nature of their
work. While some of these issues raised quite a
lot of debate and sometimes heated argument among
participants, it became apparent that the IDM
instructors as the moderators of the discussions
were placed in an invidious position because of
their lack of information on what actually was
taking place in the local government authorities or
indeed what the detailed set-up of council administration
in the country was. This handicap made it difficult
to contribute or to direct the discussions towards
a fruitful and meaningful goal. Nor could one make
any dynamic suggestions for mitigating or overcoming
the problems involved since one was not in possession
of the actual facts of the situation, its intensity
or how widespread or nation-wide it was. One was
in the dark and any suggestions which one made in
this situation were likely to be either presumptuous
or very wide of the mark. Physicians do not prescribe
until and unless they are satisfied they have diagnosed
the sickness properly.

In the light of the above, it was thought useful
to attempt to find out how widespread or nationwide
some of these conditions described or issues raised
were throughout the country; whether they were having
any impact on the working of local government
administration in the country; whether those who were
in the thick of it had any suggestions for overcoming

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* A third course of 4 weeks duration took place
  from 8th May to 2nd June, 1978.

or minimizing them; and in the light of all
the facts and information which could be gathered,
what the IDM could do about any such widespread
or nation-wide situation; in other words, how
could training and consultancy help to overcome or
mitigate the intensity of the situation. The
purpose, then, of this study has been to collect
facts and information upon which to make certain
broad deductions as to what, in respect of the
smooth running of local government administration,
was actually happening throughout the whole country.

The objective is two-fold:- Firstly, to
provide first hand information on the conditions in
the local government set-up in Botswana for IDM staff
to enable them to take meaningful part in discussions
in future local government courses.

Secondly, and more importantly, to help
minimise any serious constraints to effective adminis-
tration in the local government set-up by the provision
of training opportunities aimed at making both
officials and councillors rise above any petty issues
that hamper good administration and generally to
formulate programmes for local government training
which are in tune with actual conditions and problems
in the field. Closely allied to the second objective
is to bring to the attention of the central government,
(in this case the Ministry of Local Government and
Lands generally, or particularly, the Unified Local
Government Service) any situations or conditions
which are found to be general and which would seem
to require government action for their improvement
for better local government administration.

For the keen local government scholar this
general study may bring up particular issues which
would suggest a deeper examination and research.

The method of the study, the number of persons
interviewed, and the itinerary followed are reproduced
as Appendices.

PART I

CHAPTER ONE

OFFICE CONDITIONS

   (i) PHYSICAL

       (a) Space
       (b) Filing System

   (ii) CLERICAL SUPPORT

CHAPTER I

OFFICE CONDITIONS

Conditions under which one works, particularly office conditions, play a by-no-means minor part in one's output or performance.

Conditions were studied from three points of view: actual physical space, the filing system, and clerical support. (The last aspect was necessary because of an interest and concern with the staffing conditions under which senior personnel of the organization were working).

i) Physical

(a) Space: Most office buildings were conversions of buildings that had been constructed originally for some other purposes. Obviously the arrangements in these buildings were not quite sutable as offices even after much effort to convert them for the new purposes. What is more, they were generally inadequate for use as offices spacewise.

It was observed that out of the 114 senior officers interviewed 70 (61%) were sharing office accommodation which was inadequate for then, In one council, there were as many as 9 senior and junior officers packed together in one room. Even where officers had their own individual rooms, there were still a few of them who considered that the space allocation was not adequate; this however, was a small number, about 6%.

The inadequancy of office accommodation, apart from the conversion of buildings not originally intended for offices, seems to have been compounded by the rapid expansion of local government administration.

This was evident because even where
office buildings had been constructed
over the past few years purposely
for the use of local government
administration, they were proving
inadequate. Examples of these are
Gaborone and Selebi-Pikwe Town Councils.

This, however, is not to say that the
sharing of offices per se is undesirable.
On the contrary, in certain cases it
is important and desirable for officers
(seniors or juniors) either because of
the similarity of the work they are
doing or the need for them to consult
or discuss matters with each other
very frequently, to be together in the
same room. What is of concern is
inadequate office space. Under such
a condition, staff may be working under
cramped conditions. This usually
adds to other difficulties and acts as
a deterrent to effective performance.

Only in the case of some six per cent of
the people sharing rooms could the
space be considered adequate. Council
Secretaries, Town Clerks and Treasurers,
invariably had their own separate
offices; these, though, numbered just
over one quarter of all senior officers
interviewed.

The aim, as stated, was to find for
ourselves the office conditions including
available space, which can have a
profound effect on productivity, performance
and efficiency. It is apparent from
the foregoing that, generally speaking,
the office accommodation at the various
councils is not all that can be desired.

Indeed the situation appears to have
been realised by the Government. At
some places visited, plans were a-foot

to construct new offices for the councils
with actual construction under way in
some districts. In two places, these
offices, called integrated offices*,
had been completed and were in use.

Some officers referred to the need for
improving the residential accommodation
of council staff and that the conditions
of service of council staff generally
should be made comparable with those of
central government officers. These
matters did not form part of the study
and were not pursued.

(b) Filing:

The filing systems in the various
council offices were considered to follow
a standard pattern by half of officers
interviewed and not systematic by the
other half. This equal distribution of
views on the filing system runs through
nearly all the councils: whichever
view (systematic or not systematic)
predominated, the majority in most cases
was not more than 51% either way; only
in two councils was there complete
divergence - in the Selibe-Pikwe Town
Council 81% of the senior officers felt
that the filing system in their council
was systematic, while, on the other
hand, in the South-East District Council
66% felt that their system was not
systematic.

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*To house other district administrations besides the
district councils. It is understood that the number
of completed offices have now risen to three; these
are at Tshabong (Kgalagadi District Council), Ramotswa
(South-East District Council) and Maun (North-West
District Council). Others are at various stages.

Evidently, some councils need assistance
to re-organise and maintain a systematic
filing system.

With respect to the safe keeping of files
opinion was again about equally divided.
Fifty-four per cent of all the officers
interviewed considered their files were
secure and that they were provided with
adequate storage facilities. There was
a diversity of opinion among some
councils, ranging from the whole hundred
per cent officers interviewed in one
council (South-East District Council)
saying that their files were insecure,
to the other extreme in another council
(Selibe-Pikwe Town Council) where 91
per cent said that their files were secure,
followed by Francis own Town Council
and Kweneng District Council 88% and
86% respectively.

It is evident, however, from what has
been said earlier about office space,
that, generally, there was lack of
adequate space for storing files and
therefore this was likely to render
files insecure because one found in a
number of places files left around on
the floor and on top of cupboards
including some which were currently
in use.

It is hoped that with the provision
of adequate office facilities this
problem will ultimately be resolved.

ii)   Clerical Support

As managers and administrators, the
senior staff of councils require
support both technical and clerical to
be able to implement the decisions of
the councils.

It was gratifying to note that out of
the total of 101 senior officers
interviewed 54 (i.e. approximately 54%)
said that they had an adequate number of
clerical support. Where staff said that
their clerical support was inadequate,
the difference between the numbers of
such staff and those who were of opinion
that the number of clerical staff was
adequate was very narrow indeed. In
one council i.e. Lobatse Town Council,
the verdict was unanimous among all the
senior staff interviewed that the
number of clerical support was adequate.

Numbers alone, however, do not imply
efficiency or the right output. <u>Training</u>
is an essential pre-requisite for those
who should be rendering efficient service.
In this connection 64% of the senior
officers interviewed throughout the
country were of the opinion that their
clerical support was generally untrained
and therefore not quite up to the
required standard for their respective
posts. This opinion was strongest in
the Ghanzi District Council where 89% of
the interviewees said that their clerical
support was untrained. Ghanzi was
followed by the Southern District Council
86%, Central District Council 82%,
and North West District Council 75%.
These percentages might reflect the
type of work or output that one would
expect from the councils concerned, unless
senior officers did a lot of "in-office"
training themselves at the expense of
their own duties.

Training in this respect was not
connected merely with academic or
pre-entry education but <u>functional
training such as typing, book-keeping,
filing and the general run of the most
elementary rudiments of office
administration.</u>

There were only three notable
exceptions regarding the number of
trained or untrained clerical support.
These were Francistown Town Council where
66% considered the clerical staff were
fairly adequately trained; North-East
District Council followed with 60%,
and Gaborone Town Council with 54%
of the senior staff agreeing that
their clerical support was trained.

In the aggregate, 64% of the senior
staff were of the view that the
clerical support in the local government
administration are untrained. For a
higher output within the local government
set-up the conclusion is obvious in this
respect; more training is required
for the clerical staff, a point which is
raised again in chapter 4 below.

CHAPTER TWO

MANAGEMENT PRACTICES

    (i)   Responsibility

    (ii)   Authority

    (iii)   Accountability

    (iv)   Finances

               - Availability, Adequacy and Control

    (v)   Information Sharing:

               (a) Official Handbooks and
                    Reference Materials

               (b) Written Instructions

               (c) Briefing

CHAPTER II

MANAGEMENT PRACTICES

Management practices in council offices were examined under five sub-headings, namely responsibility, authority, accountability, finances and information sharing.

(i) Responsibility:

Throughout the courses mentioned in the Introductory part of this study, it had not been possible to obtain any authoritative job description from any of the officers in respect of the posts they held. The survey provided an opportunity to find out whether in point of fact there existed any such job descriptions or whether staff knew what they were about with regard to their respective posts.

Generally speaking, there were no written job descriptions; however, of the 105 . officers interviewed 72 (i.e. 68.6%) said that they knew what their posts consisted of; in other words they knew the responsibility attached to their posts and that this responsibility reflected the positions in which they were. Twenty of them (i.e. 19%) said that their positions reflected to a high degree the responsibilities they carried; 9 (i.e. 8.6%) said that there was some responsibility attaching to their posts, while only four (i.e. 3.8%) said that the responsibility which they were shouldering was quite inconsistent with their positions.

In Table 1 are shown the highest and lowest percentages in respect of the four categories under which an officer's position was examined in relation to the degree to which it did or did not reflect responsibility.

Table 1

		Reflecting Post (a)		A Great Deal (b)		Some (c)		No Consistency (d)	
		No	%	No	%	No	%	No	%
	Total	72	68.5	20	19	9	8.5	4	3.8
Responsibility	Highest	12	16.6	4	20	2	22.2	1	25.0
	Lowest	1	1.4	0	0	0	0	0	0
	Total	66	66	19	19	11	11`	4	4
Authority	Highest	10	15.2	4	21	2	18.2	2	50.0
	Lowest	1	1.5	0	0	0	0	0	0
	Total	68	82.9	9	10.9	14	17	4	4.8
Accountabi- lity	Highest	9	13.2	2	22.2	3	21.4	2	50
	Lowest	0	0	0	0	0	0	0	0

Total   = Total number of responses in each of the four categories - (a), (b),
           (c), (d) - from all councils; each total is expressed as a percentage
           of the grand total of all the categories.

Highest = The highest number of responses in each category from an individual council.

Lowest = The lowest number of responses in each category from an individual council.
           (The highest and lowest responses are expressed as percentages of
           the total in each category).

It seems that there is an urgent need to
look into the question of drawing up job
descriptions for the various positions in
each cadre in order to demarcate the
responsibility of each officer and therefore
be able to evaluate performance and avoid
overlapping and "passing-the-buck."

(ii)   Authority

Responsibilities can only be discharged
when the appropriate authority for so doing
has been adequately delegated to the post
in question. Accordingly, officers, were
questioned as to whether they thought that
they had or had not the appropriate authority
for discharging the responsibility attaching
to their various positions.

Here again the answers were in a descending
order showing that the majority had the
authority which should go with the responsi-
bility of their positions. Of the 100
officers who responded to this question of
authority vis-a-vis their position, 66
said that there was adequate authority
reflecting their positions, 19 said there
were some, and 4 said there was no appropriate
authority delegated to them for the discharge
of their responsibility.

This again may be the result of the lack
of written job descriptions which, therefore,
leaves officers in the dark as to exactly what
their responsibilities are and, therefore,
what should be the authority that should back
them in the execution of their responsibilities.
Again therefore it boils down to clearly
defined job descriptions. (Table 1 again
gives more details of this section of the
study).

(iii)   Accountability:

Where there is a delegation of responsibility,
there ought to be an accountability. An
attempt was made to find out whether this

principle was known and accepted by the
senior staff of councils, and, if so, to
what extent they deemed themselves
accountable for the responsibility attaching
to their respective positions.

By far the greatest majority of those
questioned felt that, all in all, they
were accountable directly to someone else;
either above them or to "council"*
for those responsibilities which were
attached to the positions they held; 68
(i.e. 71.5%) of the 95 staff interviewed
and who responded were of this view.
Twenty-three (i.e. 24.3%) were of the opinion
that they should be accountable but did not
know to whom. Four (i.e. 4.2%) said that
their accountability was completely
inconsistent with the responsibility they held.

As may be seen from Table 1 there is a
noticeable correlation between the "total"
responses under (i) (ii) and (iii) in-so-far
as the four categories under which the answers
are grouped are concerned, that is to say,
the "total" under Reflecting Post" is about
the same for "Responsibility". "Authority
and "Accountability"; similarly the "totals"
under a "great deal" for all three
(Responsibility, Authority and Accountability)
are about the same. Under "No Consistency"
the totals are the same. In other words,
those who knew their responsibility, knew
also the authority attached to it, and their
own accountability; while those who felt
that their responsibility did not reflect
their positions, did not know what authority
they ought to have and whether or not they
were accountable to anyone.

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*Referring to the elected councillors as a body.

Once again the root cause may lie in the
absence of authoritative written job
descriptions. This conception was
strenthened during the interviews when some
officers gave as their opinion the fact that
there was some interference between staff
and staff, between staff and councillors,
and between councillors and councillors,
because of the general lack of proper
definition of responsibilities attaching
to various posts. In fact, some were of
the view that between the various district
bodies, i.e. the Councils, Land Board,
District Administration, and so on, there
was a complete lack of an understanding of
each other's responsibility and therefore
there was either overlapping or interference
which usually caused delays and inefficiency.

It would appear that not only in the case
of individual positions in the councils
but also among the various district
authorities or establishments was there a
need for "job descriptions" or "terms of
reference" of the respective institutions.
Hazy or inadequate knowledge of a person's
or institution's responsibility is bound
to create uncertainty, failure to accept
responsibility, and indecision or lack
of the ability to make decisions on time -
all of which are constraints to solution of
problems and, ultimately, hamper development.

(iv)   Finances:

Generally, money was said to be readily
available for approved projects. It was
thought, however, that the money available
was not adequate for the aspirations of
certain areas. Sixty-six of the 114 officers
who responded on this issue said that the
finances of councils were insufficient as
against those (34%) who thought that
the finances were sufficient.

This apparent insufficiency or inadequancy
of council funds was said to be attributable
to the expanding nature of the activities of

councils. This was the opinion of 90%
of those interviewed as against 10%
who were of the opinion that the activities
of councils were diminishing because, in
their view, major infrastructural projects
had been completed since the establishment
of councils and that there was not much
(besides maintenance) which required to
be done at the present moment.

The money available is quite adequately
controlled and although some of the people
interviewed felt that control needs to
be tightened in some places, this view
was not generally speaking shared in most
councils.

As usual, there was a certain number of
people who thought the method of obtaining
money for projects was rather cumbersome
and required stream-lining. Without the
opportunity to go into the details of the
procedure for the release of money to
councils from, for example, donor countries
through the Ministries of Finance and
Development Planning and Local Government
and Lands, and from council to the actual
officers who spend the money in the field,
it is not possible to say whether this view
has any substance or not. Set against
the view expressed by 56% regarding the
ready availability of funds, however, one
may assume that this latter view i.e. the
cumbersome nature of the procedures, should
not be taken too seriously.

v)   Information Sharing

The issue of information sharing was examined
under the headings, official handbooks and
reference materials, written instructions,
and briefings.

   a) By official handbooks is meant the
       manuals prepared as guides for performance
       of certain administrative and other
       functions. This would include the
       handbook for chairmen, secretaries and
       members of district and town councils

issued by the Ministry of
Local Government and Lands and others
similar to it. Reference materials
includes general literature which
serve   as references when needed
e.g. dictionaries, laws of Botswana, etc.

These are desirable adjuncts for
efficient performance but it appeared
they were not readily available. Where
they were, they were mutilated and out
of service, and in some cases out of date.

There was genuine demand for these
handbooks and other materials or for
those which existed to be brought up to date
regularly. In a few instances some
people had not even seen, for instance,
the Ministry of Local Government and
Lands handbook nor any copy of the
Local Government Act of Parliament.
This is certainly undesirable because
the presence of this material should
make it possible for the more senior
officers to call the attention of those
below them to these documents so that
some idea of the background of what was
being, or should be, done by councils
and their staff could be gleaned from
them.

b) Written instructions were few and far
between except where circulars have been
issued from the ministries or departments;
these were posted on the general notice
board. Internal office instructions in
writing seemed to be generally absent.
In the few cases where they were
available, and could be found (sometimes .
on very old files) they were, like some
official handbooks, rather out of date
and were inapplicable in the present
circumstances. It is advantageous
that instructions which require to be
followed over a period of time and by as
many of the officers of the council
offices as are concerned, should be put
into writing so that they could be
referred to as often as possible and not
forgotten.

c) As regards briefings there seemed
    generally to be satisfactory
    methods of doing this except that
    they presumably, in some cases,
    required to be institutionalized.
    It was, for instance, advisable for
    the occasional meetings of the
    council secretary and his lieutenants
    with their junior staff (which took
    place in some cases only once in a
    while in an ad hoc manner) to be made
    regular practices, monthly or quarterly,
    as the case may be, to make sure that
    each side was aware of what was
    happening in the other camp. This
    would ensure that there was no
    overlapping and ensure that the need
    for cooperation and dovetailing was
    emphasized.

    Councillors also appeared to receive
    sufficient briefings from council
    staff. The general practice was for
    councillors to approach the council
    secretary or town clerk who would
    then refer them or invite the
    appropriate officer to provide the
    required information to councillors.
    Here again, there would seem to be
    need for some systematization to
    ensure that the councillors do not
    come rushing into offices or that they
    do not come and sit around without being
    attended to in time.

    On the whole, however, councillors
    seek official information at council
    meetings; but out of council meetings
    opportunity should be provided for
    them to approach, through the council
    chief executive, any of the officers
    in the council office for information
    to assist them to prepare (for
    instance) for motions, etc. or to
    assist them to advise their own
    constituents of events within the
    council.

CHAPTER THREE

STAFF: CALIBRE AND RELATIONSHIP

(i)   Experience, Training and Education

        (a)   Experience
        (b)   Training
        (c)   Education

(ii)   Roles and Relationships (Communicating)

        (a)   Formal

              - Internal : intra-staff

              - External : 1) Councillors

                            2) The Public, and

                            3) Central Government
                               and the District
                               Administration

        (b)   Informal

              - Internal

              - External

CHAPTER III

STAFF: CALIBRE AND RELATIONSHIPS

    After looking at some of the physical and
other environments of Council Offices, inquiries were
made as to what the staff thought about themselves
and their juniors and what kind of relationship
existed among themselves as staff (on the one hand)
and between them and other institutions and people
(on the other).

  i) Experience, Training and Education

        Assuming these three* (or the absence of them)
        constituted the basis of efficiency or effect-
        iveness, or the reverse, staff were asked
        about their experience, training and education,
        and about that of the juniors serving under
        them.

        Table 2 and corresponding Figure A below
        summarize the opinions expressed.

        In all the three spheres i.e. experience,
        training and education, the people interviewed
        believed that on the part of the senior
        staff these were adequate but that on the
        part of the junior staff they were inadequate.
      (This opinion is, of course, only natural and
        understandable since the queries were directed
        only to senior staff. One would have liked to
        know what the views of the juniors would have
        been on these matters but time did not permit
        any interviews with junior members of the
        local government staff. This might be done
        in the future as noted in the introduction).

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*The separation of these three in the following pages
 is merely for analytical purposes. By and large,
they should be regarded as inseparable complements for
 the good running of any service.

TABLE 2

SUMMARY OF RESPONSES AS TO CALIBRE OF STAFF

	Experience		Training		Education	
	Adequate	Inadequate	Adequate	Inadequate	Adequate	Inadequate
Senior Officer	71%	29%	49%	51%	51%	49%
Junior Officer	33%	67%	17%	83%	41%	59%

TABLE 2 EXPRESSED GRAPHICALLY

KEY
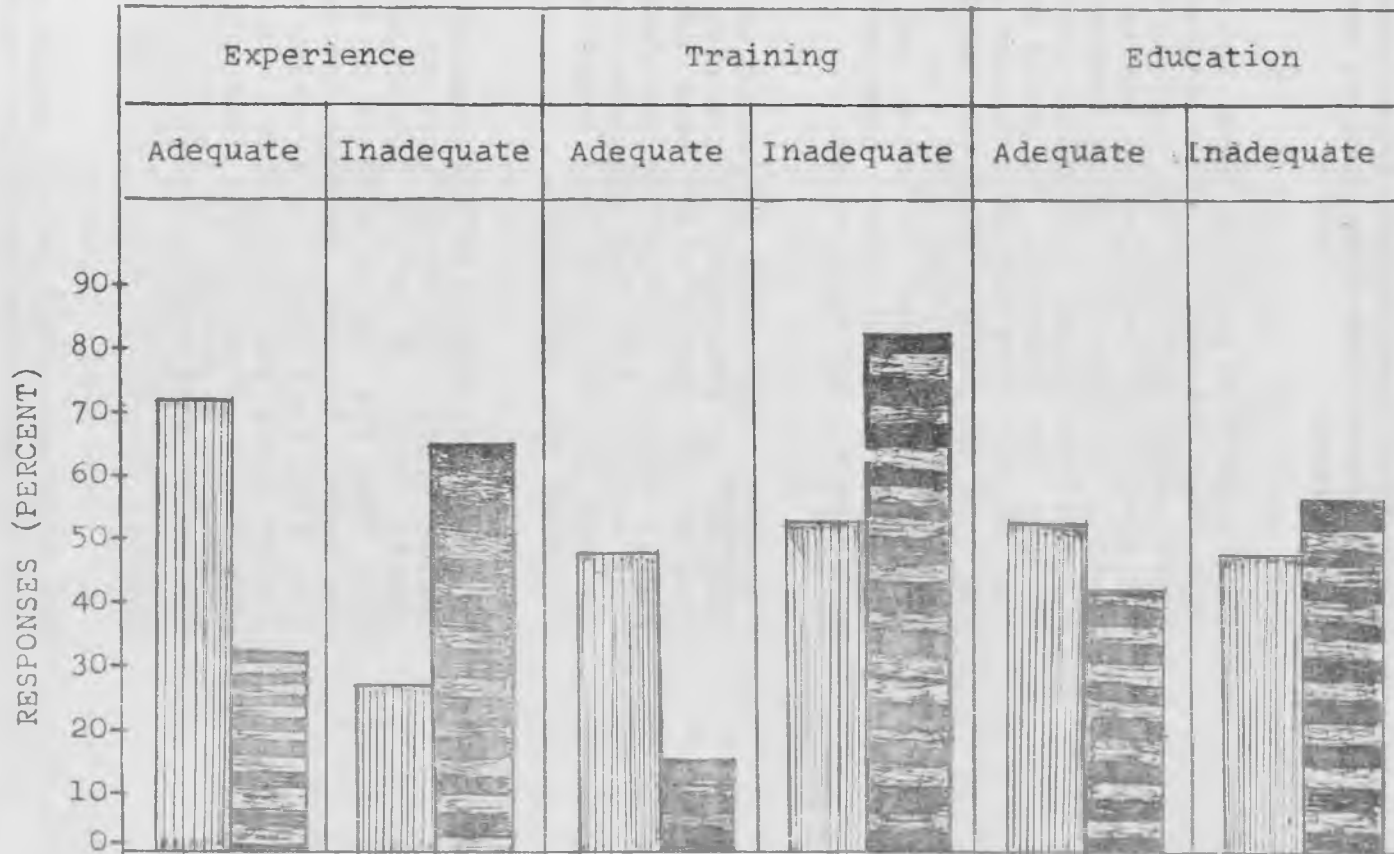
Senior Staff

Junior Staff

a) Experience: 71% of the persons
interviewed said that the seniors were
adequately experienced; only 29% held the
view that some of the seniors were not
adequately experienced.

In respect of the juniors, 67% felt that
these were inadequately experienced, while
33% believed that some juniors were well
experienced.

The proportion between those who were of the
view that the seniors were adequately
experienced and that the juniors were
not adequately experienced varied from
council to council. This, however, did
not conform to any noticeable pattern as
between the councils. On would hope
that either view was determinant upon
the type of juniors whom the senior officer
concerned was working with i.e. if they
were helpful, eager to learn, and cooperative,
the seniors would regard them as having
experience, and vice versa.

b) Training: the views expressed as to the
adequacy or otherwise of training in the
case of the senior staff were not too
widely apart. Forty-nine per cent felt
that senior staff had adequate training
whereas 51% believed that senior staff
training was inadequate.

On the other hand, in the case of the
junior staff, the views were very wide
apart: only 17% of the senior officers
felt that the junior members of staff were
adequately trained, whereas the bulk of them
i.e. 83%, felt that the training of the
junior staff was inadequate. In this
respect, it would appear that the senior
staff were referring to functional
training of the staff as against ordinary
general pre-entry education (see below).

The view expressed by the senior staff would
seem to imply that there is a need to have
a systematic or organized programme for

training the junior staff to make
them more effective. How this should
be done was not discussed, but it is
noteworthy that the training of local
government staff in the IDM is limited
mainly to the senior echelons of the staff and
that there would seem to be a need for
a carefully planned training arrangement
for the other half of the Local Government
staff.

c) Education: the views here make interesting
reading. Although the same trend is
maintained, i.e. the seniors regarding
themselves as more adequately provided
for than the juniors, the divergence is
not wide. Whereas 51% of senior staff
said that seniors had adequate education,
49% said that the reverse was true.
Similarly in the case of junior staff 41%
of the senior staff believed that the
juniors had adequate education, whereas
59% did not think so.

The close relationship between the views
in this regard may be attributed to the
fact that whereas the senior staff were
naturally eager to protect themselves,
there was, at the same time, an almost
equal opinion that the recently recruited
junior staff were, in terms of general or
pre-entry education, not lagging too far
behind their seniors. In point of fact
it might be true to say that the newly
recruited junior officer possesses in
terms of general and pre-entry education
more advantages than the senior officer
before him. Again it is likely that were
one to interview the junior staff, one
would find that the response would be
in the diametrically opposite direction
and presumably the differences between
"adequate" and "inadequate" education
with regard to the seniors and juniors
would have been extremely wide.

It would, therefore, appear that there
is not much to choose between the juniors
and the seniors insofar as general
education or pre-entry education is
concerned, but that naturally because

of the fact that they have not been
long in the service and that there is
no adequate training facility for them,
the juniors lag behind the seniors in
the performance of their respective
duties. This shortcoming, their seniors
put down as lack of experience, since
they, i.e. the seniors, have invariably
come to where they are through expereince.
Experience, which they say is the best
teacher, is also very expensive in terms of
time and dynamism and it would seem
that there is a need to consider some
systematic programme for training the local
government staff particularly at the junior
levels to increase their effectiveness
and to prepare them to take over as time
goes on.

ii) Roles and Relationships (Communicating)

In council offices, as indeed in every other
office, there is a need for some definite line
of communication among the staff. In the case of
the council offices there is a second need, namely
a need for definite lines of communication
between the staff on the one side and the
councillors on the other. The need for what
one of the staff members interviewed termed
"working relationship between the staff members"
is an essential prerequisite for the coordinated
effort required on the part of the whole
council staff to enable them to implement the
decisions of the council effectively. As far as
relationship between staff, on the one side, and
the councillors, on the other, there could exist
what was regarded as an imbalance of strength
(presumably political) between these two groups:
the former being the weaker and the latter the
stronger. If both of them were to pursue
successfully the aspirations of the entire
council, then there was a need for some relation-
ship between them in order that they would
pull in the same way instead of in opposite
directions.

Accordingly information was obtained on the
relationships and the roles or the methods of
communicating in a formal way among staff
themselves, and also between staff and other

outside bodies and persons including
councillors; in other words, internal and
external formal relationships and roles.
The informal internal relationships of staff
and the informal external relationships of
staff with outsiders was also discussed.

a) Formal Relationships:

Internally there seemed to be adequate
relationship or contact among officers,
at least those in the positions represented
by the officers interviewed. These mutual
contacts among the officers ranged from
those who were seeing others daily, to
those who were seeing others at rather
irregular times. There were, or course,
cases where officers rarely were seeing
or were seen by any or some of the other
officers.

The officers who were being regularly
contacted by other officers were firstly
the Treasurers; very close to them
were the Council Secretaries or Town
Clerks, with the Works Foremen coming
a little way behind them, the latter also
followed closely by the Revenue Officers.
If one took the total number of interactions
among the nine categories of officers
concerned, then the percentages of those
interactions which took place among the
four categories of officers mentioned were
respectively 26%, 25.5%, 12.5% and 10.9%
The reasons presumably are obvious: in the
case of the Treasurer there was always
a question of funds for various things to be
done from almost all the officers - from
the self-help housing officer, the land
board secretary, community development
officer, education secretary - all of them
wanting money or wanting to know what
funds there were, and so on and so forth;
the Council Secretary/Town Clerk is the
focal point with whom each officer is or

should be in touch for advice,
instructions, and so on; the Works
Foreman is responsible for general
maintenance of buildings and perhaps
the control of vehicles and so was
an "important figure" to whom each
officer was obliged to go at one time
or another; and so with the Revenue
Officer.

Some of the contacts were mutual, in
other words, the Council Secretary/Town
Clerk went to see the Treasurer when
necessary and vice versa; others,
however, were one way - the more junior
usually going to see or being called to
"come and see" the more senior ones.

In Table 3 a summary is presented both
in actual numbers and in percentages, in
respect of the nine positions whose
incumbents were interviewed, the
respective figures of officers who were
contacting them, the number of officers
with whom they were in mutual contact,
the number of officers whom they were
going to see; and also three columns showing
the number of people (again in quantities
and percentages) with whom contact was daily,
at irregular times (some), or rare.

All in all there seemed to be a reasonable
amount of inter-relationship among the
senior officers at least at the level at which
the interviews were conducted. Whether
it existed among these officers and their
juniors is not clear since information
on this was not obtained. Secondly, there
would appear to be a greater demand on those
officers in positions of higher authority
or who had some special advantage or were
in charge of facilities or materials
of which the other officers were in regular
need. But it is important that there should
be among all the officers, both senior
and junior, a regularized interchange and
consultation because of the need to coordinate
all their activities in order to achieve a
full and effective whole in the administration
of the council affairs.

Table 3

SUMMARY OF FORMAL STAFF INTER-RELATIONSHIPS

	To	%	Mutual	%	From	%	Daily	%	Some	%	Rare	%
Secretary/ Town Clerk	49	25.5	30	14	2	2.6	46	23.1	40	39.3	4.	2.3
Treasurer	50	26.0	21.	9.8	5	6.7	35	17.6	36	16.4	15	8.7
Rev. Officer	21	10.9	15	7.0	15	20.0	20	10.1	17	7.8	18	10.4
Educ. Secretary	14	7.3	37	17.3	9	12.0	15	7.5	33	15.0	27	15.6
Health	16	8.3	31	14.5	12	16.0	14	7.0	28	12.8	37	21.4
C.O.D.	8	4.2	34	15.9	15	20.0	16	8.0	23	10.5	31	17.9
Works	24	12.5	32	15.0	7	9.3	38	19.1	22	10.0	17	9.8
Land Board	9	4.7	11	5.1	8	10.7	8	4.0	17	7.8	24	13.9
Self-Help Housing Off.	1	.5	3	1.4	2	2.7	7	3.5	3	1.4	-	-
Total	192	100	214	100	75	100	199	100	219	100	173	100

Table 3 does not indicate the officers
with whom the other officers listed are
in contact, either on their own
initiative or on the initiative of those
other officers. Accordingly, percentage
figures are reproduced in Table 4 in
two parts showing which officer was
seeing whom (Table 4 (a) or by whom each
officer was being seen (Table 4 (b).
These percentages relate to the proportion
of his visits to all the staff that an
officer paid to a particular officer
(Table 4 (a) and in Table 4 (b) the
proportion of all visits from all staff
that an officer received from a particular
officer.

Table 4 (a) and 4 (b) -

Table 4(a)

Contact Initiated From	SOURCE OF INITIATION OF CONTACT/MEETING (FROM OFFICERS ON LEFT TO OFFICERS BELOW)									
	Secretary/ Town Clerk	Treasurer	Revenue Officer	Education Secretary	Health Officer	C. D. O.	Works	Land Board	Housing	Others
Secretary/ Town Clerk	–	22.2	22.2	0	22.2	11.1	11.1	11.1	0	0
Treasurer	28.5	–	28.5	0	14.2	0	14.2	14.2	0	0
Revenue Officer	28.5	21.4	–	14.2	14.2	0	14.2	7.1	0	0
Education Secretary	28.1	31.2	9.4	–	9.4	0	12.5	9.4	0	0
Health Officer	28.8	28.5	11.4	11.4	–	.5.7	20.	0	0	0
C.D.C.	25.8	25.8	12.9	9.7	9.7	–	12.9	3.2	0	0
Works	33.3	22.2	22.2	0	22.2	0	–	0	0	0
Land Board	29.4	35.3	5.8	5.8	0	11.8	11.8	–	0	0
Housing Officer	33.3	33.3	0	0	33.3	0	0	0	–	0
Others	25.7	22.9	8.6	11.4	5.7	8.6	8.6	5.7	2.8	–

– Contact made with –

(e.g. Council Secretary/Town Clerk makes 22.2% of all his visits to Treasurer and nil to the Education Secretary)

Table 4 (b)

SOURCE OR INITIATION OF CONTACT/MEETING
(FROM OFFICERS BELOW TO OFFICERS ON LEFT)

Contact
made with-

	Council Secretary/ Town Clerk	Treasurer	Revenue Officer	Education Secretary	Health	C.D.O.	Works	Land Board	Housing	Others
Council Secretary/ Town Clerk	-	10.5	5.3	21	10.8	15.8	15.8	10.5	5.3	0
Treasurer	0	-	17.6	5.9	23.5	29.4	5.9	11.8	5.	0
Revenue Officer	0	0	-	0	0	0	100	0	0	0
Education Secretary	0	9.1	45.5	-	9.1	27.3	9.1	0	0	0
Health Officer	10	10	30	20	-	10	10	10	0	0
C.D.O.	0	25	25	0	0	-	0	50	0	0
Works	0	12.5	12.5	12.5	12.5	37.5	-	12.5	0	0
Land Board	0	0	33.3	33.3	33.3	0	0	-	0	0
Housing Officer	0	0	0	0	0	0	0	0	-	0
Others	0	0	0	0	100	0	0	0	0	-

- Contact initiated from -

(e.g. Council Secretary/Town Clerk receives 10.5% of all his visits to his office from Treasurer and 21% from Education Secretary.)

External:

As stated earlier, council staff need to forge
a rapport or relationship with

1) Councillors

2) the public, and

3) central government offices and
departments.

Without the appropriate contact with these three
groups, it is, or would be, certainly difficult for
council staff to perform their duties with any
degree of efficiency. Accordingly this type of
relationship was examined under two major headings:
the frequency of any contacts; i.e. whether they
were frequent or rare; and secondly the purpose of
the contacts - whether those who were contacting
the officials were seeking ordinary information
or were (particularly in the case of councillors)
putting any special pressures upon them.

Figure B on the next page summarises the responses:

FIG.B

COUNCIL STAFF: EXTERNAL RELATIONSHIPS
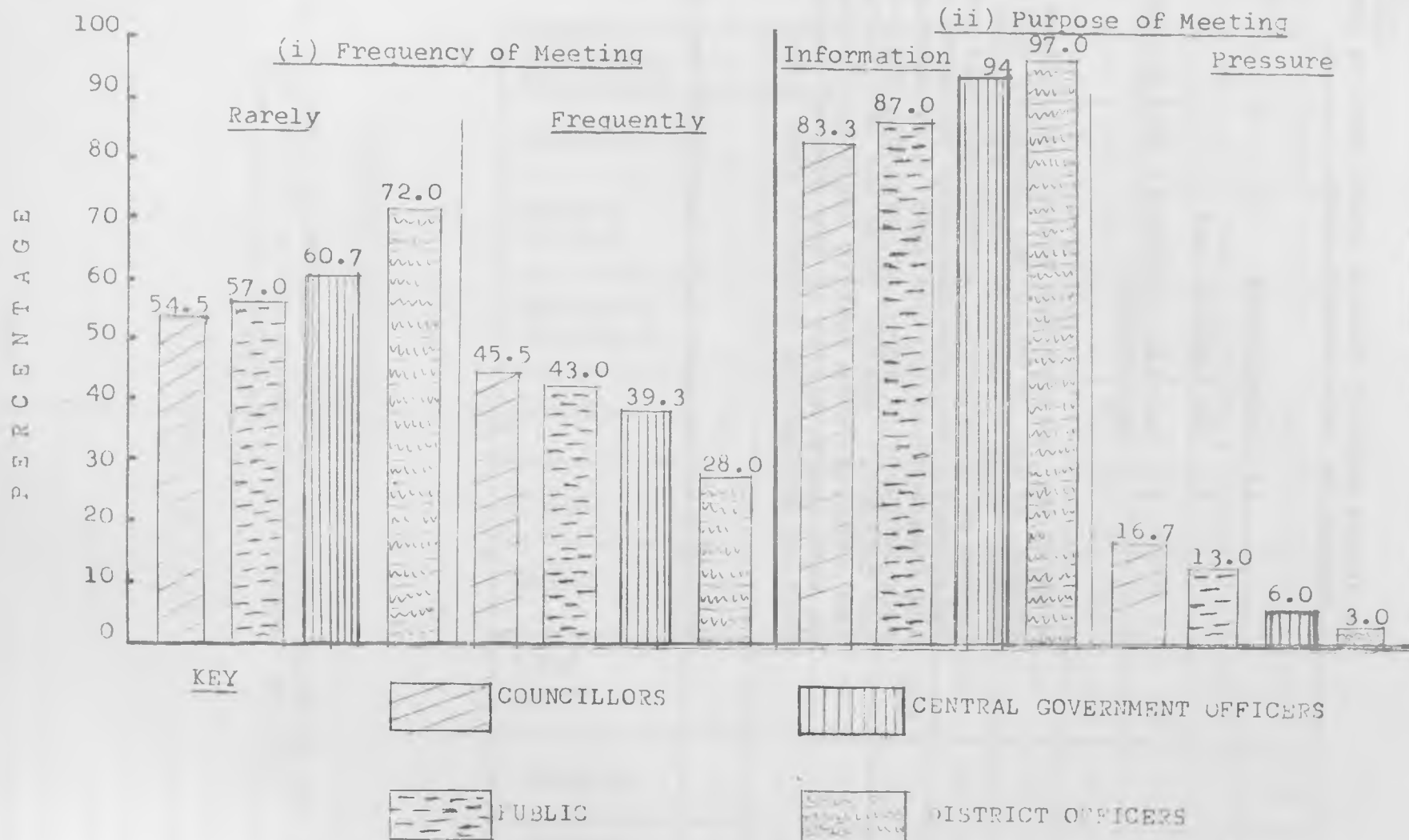
1) <u>Councillors</u>: One hundred and ten officers
   responded to the question whether there was
   any regular contact between them and their
   councillors. Out of these, 54.5% said that the
   meetings or contacts which they had with
   councillors were few and far between; in other
   words there were rarely many regular meetings
   between them and their councillors. Some
   45.5% however said that they had regular
   meetings with councillors. In the Kweneng
   District Council 71% out of the officers said that
   there was frequent intercourse between
   themselves and their councillors, whereas
   in the Selibe-Pikwe Town Council 90% of the
   staff said that rarely did the councillors
   approach them for any formal discussions.

   As remarked earlier these contacts are useful
   to both the staff and the councillors in
   knowing and appreciating each other's role
   and duties, and helping each other - from
   their mutual understanding of their roles -
   in the best interest of their council area.
   In view of this and of facts disclosed, it is
   hoped that <u>the Ministry may consider it</u>
   <u>advisable or desirable that some effort should</u>
   <u>be made to encourage regular consultation</u>
   <u>and interchange of ideas between the councillors</u>
   <u>and staff out of the council chamber</u>.

   The above appeal is strengthened by the fact
   that whatever contact now takes place between
   councillors and staff appears to be for
   information. Of the 108 members of staff who
   responded on this matter, 90 i.e. 83.5%
   of them said that councillors approached them
   for information and advice. This means that
   the great proportion of councillors are
   frequently in need of advice and information
   from the staff and this should be enough
   reason why some regular means of interchange
   outside the council chamber between the
   councillors and staff should be established.

   The responses show that only 18 i.e. 16.5%
   of the 108 who responded said that in their
   view the councillors who approached them did
   so with a view to putting pressure upon them
   to do certain things. The nature of pressures
   that were exerted was not gone into, but

there was not the slightest evidence
anywhere that any of these pressures
were of a corruptive or criminal nature.

2) The Public: Formal contacts with the
public seem to be much rarer than they are
among the staff themselves. Fifty-seven
per cent (61 officers) of the 107 officers
who responded said that there was rarely
much contact between them and the general
public. The remaining 43%, however, said
that there was frequent contact between
them and the public; the highest degree
of contact reported was in Gaborone where
78% of the officers interviewed in that
council said that they had frequent contact
with the public. This is perhaps in line
with popular belief. It is generally
believed, erroneously or not, that the
relationship between the council and the
public is a matter for the councillors
and that the staff should content itself with
the impersonal or inanimate discharge of
functions without coming into contact with
the public. This, however, would appear to
be a matter of relativity. It depends upon
the nature of contact that one is talking
about. For instance, 92 of the 106 officers
who responded (87%) said that the contact that
they had had with members of the public
had been connected with information and advice
required by the public. This was a general
trend: all the officers interviewed (i.e.
100%) in Francistown Town, Kgatleng District,
Lobatse Town, North West District and South
East District Councils, said that their
contact with the public had been for information
and advice sought by the members of the public.
Only in 13% of all the cases was there any
indication of pressure from the public on the
staff in their contact with them. This is
proof enough that members of the public require
to be educated on certain matters connected
with council affairs, they require information
as to what they should do in certain
circumstances, and so on, and that, invariably,
this kind of information and ideas or advice
required can be better given by the members
of council staff than councillors who, generally,
are concerned with the political issues
involved in such matters.

Obviously there is need for council staff and
members of the public to have regular formal"
contacts besides the public's contact with
their chosen councillors. The evidence
clearly indicated that, as in the case of
councillors and staff, there should be a
regular formal channel of communication
between the staff and members of the public.
For instance, when public meetings are
organized by councillors in their wards
or areas to explain council decisions and
policies, it might be advisable for certain
members of council staff to be present and
to help answer questions or give information
on the technical, professional or administrative
aspects of such decisions or policies, leaving
the political issues to be handled by the
councillors concerned. This suggestion does
not, of course, preclude the need for staff
to brief councillors sufficiently so that
the latter can hold their own at such meetings
nor does it relieve staff of their responsibility
to explain independently to members of the
public the technical, professional and
administrative aspects of council policies.

Public education is an essence of good
administration and it is desirable that
Council staff should provide a means of
having the public whom they serve informed
and educated of those aspects of the council's
work which fall onto their shoulders or come
within their responsibility.

3)   Central Government Offices and Departments

Relationships or personal interchange or
contact with officers of the central government
were also reported to be rather few and far
between. Fully 61% of the council officers
said rarely did they have any direct contact
with any officers of the central government.
This was at the headquarters level. At the
district level, the story was not different;
local council officers were not having enough
personal contact with other district counter-
parts. As much as 72% of the officers who

responded on this issue said that they
rarely had contact directly with officers
of the district administration. This is
rather strange and inexplicable. ..ith
regard to central government officers at
headquarters, one would accept the
infrequency of the local government staff
getting into contact with them because of
distance, at least. On the other hand
<u>since the district administration is (as
it were, interposed between the central
and the local government administrations,
one would have expected that contact with the
district officers or district administration
officers by the local government officers
was a frequent and regular affair.</u> whereas
only 39% of the senior officers said that
there was frequent contact between them
and central government officers, a smaller
percentage, 28%, appeared to have anything
near frequent contact with the district
administration officers.

As regards the purpose of the contact that
existed, almost all officers (94% in the case
of the central government and 97% in the case
of the district administration officers)
agreed that this was for information and
advice. Therefore only very little pressure
was exerted from the central or the district
officers insofar as the activities of the
district council or local administration were
concerned.

What was rather remarkable was the paucity
of contacts particularly between the local
government administration officers and the
district administration officers. <u>There
ought to be a regular and two way exchange
of ideas between the central government
and the district administration, on the one
hand, and the local government administration,
on the other.</u> The days when central government
officers sat at headquarters and wrote nicely
worded circulars and instructions to the
districts and local government councils for
implementation should be relegated to the

past. The modern development administration

in the modern African situation demands
a concerted effort on the part of all
public officers and this concerted effort
can only be achieved through regular
interchange of ideas, consultation with one
another, advice and discreet evaluation of
each other's responsibilities and performance,
and, in the case of the central government
officers (who can be said to be much better
placed as regards opportunities, authority,
and otherwise) regular encouragement to
their field officers symbolized by the local
government officers who are in direct touch
with the people at the grass-roots level.

b) Informal Relationships.

It is said that sometimes certain
official duties get done more quickly
and more efficiently through informal
contacts and discussions.

Internal

It was apparent from the responses that
there was some amount of frequent
informal relationship among the staff
of the local government councils. This
intra-staff informal relationship,
however, appeared to deal mainly with
the same topics that officers dealt
with or talked about formally in their
offices. Yet this method of handling
"open" official matters might be a
more satisfactory way for some officers
because it allowed them to get the
heat of most topics out of themselves -
something they could not do well within
the confines of the office with several
other officers both senior and junior
listening in.

Responses to subsequent questions showed
that the informal relationship among
council staff was generally introvertive
in the sense that the same group of

persons from the same council office
constituted the same group in both
formal and informal meetings or contacts.
It is apparent, for instance, that the
district administration officers did
not feature very frequently or
prominently in the informal contacts
or relationships of the council officers.
There is room for more such contacts.
This situation was applicable to
informal relationships with the chiefs
or tribal authorities within the council
areas and, indeed, with any other
institutions or persons who were outside
the perimeter of the local government
offices.

External

The need for council staff to "get
a little closer" to members of the
public and similarly to officers of
both the central ministries and depart-
ments as well as the district administ-
ration officers in their formal contacts
and relationships is noted elsewhere.
The same is perhaps more strongly
applicable in the case of informal
contacts with the officers from the
various other departments or institutions
in the districts who are not members of
the local government personnel. There
should be regular informal relationship
from which a lot can be learnt by and
from either side.

There may be difficulties (none of
which were apparent) but the functions
of all departments and institutions
within a district would seem to be
so close that informally, at least,
there should be frequent relationships
and discussions. These might lead to
formal relationships and discussions,
and therefore to the necessary and vital
consultation and cooperation which must

permeate the efforts of all the
district organizations and institutions
to improve the lot of their respective
districts. The roles may be different,
but they should all lead to one
single itergrated and complete whole.

P A R T II

CHAPTER FOUR

SOME OBSERVATIONS BY COUNCILLORS

1) Role of Councillors

2) Role of Staff

3) Briefing of Councillors by staff

4) Setting Priorities

5) Approaches to staff by Councillors

6) Relationships:

    - With other councillors

    - With staff

7) Training Requirements

    - Councillors

    - Staff

CHAPTER FOUR

SOME OBSERVATIONS BY COUNCILLORS

After speaking to members of staff it was thought
useful to seek observations by a number of
councillors. In some cases this was a means of
cross-checking the information or opinion offered
by the staff, particularly on such matters as the
role and relationship of staff with councillors
and the nature of suitable training for both
councillors and staff.

Accordingly the following seven main topics were
discussed with selected councillors: role of
councillors, the role of staff, briefing of
councillors by staff, setting priorities, approaches
to staff by councillors, relationship with other
councillors and with staff, and training requirements
for both councillors and staff.

It turned out that councillors held very useful
and pragmatic views on several of these subjects.
These views or observations are summarized below.

1.   The Role of Councillors

Councillors serve as the link or liaison
between the (Local Government) Council
and the community, bringing before the
council the needs, complaints, requests,
ideas and views of the people/community -
which views are obtained through Village
Development Committees, Parents Teachers
Associations, Women's Organizations, Kgotla
and other ad hoc meetings - and reporting
back to the people/community the council's
views and decisions on these.

They must also see that the needs etc. of
the people receive appropriate attention and
action.

In other words councillors must not only
serve as the means or channel of communication
between their respective wards and their
council, but also seek to obtain for these
wards their share of the development cake
of the district, bearing in mind that
collectively they are responsible for the total
and co-ordinated development of the whole
district or area of authority of the council.

2. The Role of Council Staff

Council staff are generally responsible
for carrying out or implementing, with
loyalty, efficiency and despatch, the
decisions and resolutions of the council.
This they should do within the framework of
relevant laws.

Their role as advisers to councillors
obliges them to provide adequate information
not only as a means of enabling councillors .
to take good decisions particularly in
regard to fair distribution of development
projects within the area, but to facilitate
a sound two-way communication between the
council and councillors on the one hand,
and the people or community on the other.

Staff responsibility for good administration
includes ensuring the proper collection of
fees and rates due to council, proper
disbursement of council funds; and the
maintenance and security of all council
property.

3. Briefing of Councillors by Staff

The responses to this question indicate that
the methods of briefing councillors by staff
follow 5 patterns which are related to certain
circumstances:

    - Written Requests ((a) outside and
                         (b) during meetings)

    - Oral Requests   ((c) outside and
                         (d) during meetings)
    =   (e) Agenda Supports

a) Written requests may be made by
   councillors outside council meetings
   for information of various forms.
   The required information may be sent
   in writing by return post.

   This practice was occasioned by the
   distance between council headquarters
   and councillors' homes. This same
   distance, however, could affect
   communication and render the inter-
   change of correspondence difficult
   or impossible.

b) During council meetings, written requests
   might take the form of written qeustions
   or motions directed at the staff.
   The appropriate answer or information,
   explanation or view would then be
   circulated in written form or read
   during a session of the meeting
   usually by the Council Secretary
   or on his behalf by another member of
   staff.

   In either case, the written reply, etc.
   would be prepared by the member of
   staff into whose sphere of responsibility
   the matter raised fell, cleared with
   the Council Secretary and (if a letter)
   signed by him or on his behalf.

c) Outside council meetings, oral requests
   for information were usually only
   possible in Town Councils or by district
   councillors whose wards abutted on the
   council headquarters, due to the vast
   distances between these headquarters
   and councillors' homes. Occasionally,
   however, councillors (even those from
   remote areas) did appear at the council
   office and asked for some information
   or other.

   The usual practice was for the councillor
   to approach the Council Secretary or
   Town Clerk with his problem; the latter
   would then direct the former to the

appropriate member of staff who
was the "specialist" in the matter,
or the "specialist" would be invited
to the office of the council Secretary/
Town Clerk to discuss the issue and
provide the necessary briefing. If
a councillor went direct to a member
of staff, he might be asked to go
through the Council Secretary or Town
Clerk unless some previous "dispensation"
had been agreed upon or the matter was
a minor routine one, such as checking
on a councillor's allowance from the
Treasurer or cashier.

d) Oral requests during meetings are more
    frequent. They may be made on the floor
    of the council chamber and answered by
    the Council Secretary or Town Clerk as
    chief executive/adviser to the council,
    or, with permission of the council, by
    one of his subordinates who is more
    knowledgeable because the matter falls
    within his department or speciality.
    Before or during the debate on any
    motion or matter the Council Secretary
    or Town Clerk may - on his own volition -
    seek permission to expatiate orally
    (personally or through an appropriate
    member of staff) on the background,
    legal or knotty points, or on any
    relevant issue which had not been
    previously communicated to councillors,
    or new changes since the last communication.

    Councillors also "do a lot of business"
    with the council office on the occasion
    of council meetings. This enables them
    to keep abreast of events and arm
    themselves with information as needed
    to participate fully in the proceedings
    of the current meeting and to prepare
    for subsequent ones. Such requests take
    place and are dealt with as described in
    the next-but-one paragraph above.

e) The fifth and last method of briefing
    is the voluntary one or method of
    providing unsolicited briefing or

information. This may be termed the
Agenda Supports method of briefing and
relates to documents attached to,
and having reference to specific items
of, the agenda for a particular meeting.
They may be written answers to questions,
background information to proposals
emanating from the staff, status and
other reports, memoranda on various
issues and requests from the staff,
and so on - all aimed at briefing counci-
llors so that they have all the available
facts, information and advice from the
staff to enable them reach good, mature
and well-considered counclusions,
decisions, and resolutions.

4. Setting Priorities

How did councils determine their priorities
as between the various sectors of development
e.g. schools, clinics, water supplies, housing,
etc? Having decided in favour of one sector
as against the other(s), how was allocation
between competing areas or wards effected?

The responses here were a little conflicting
as between one council and another, and
also depending upon whether the councillors
responding served or had served on any
council committee or not. Generally, however,
three major stages could be discerned. They
were usually interwoven having in each case
certain common characteristics. The stages
were:

- at subject committee level

- at Finance and General Purposes
  Committee level; and

- at general council meeting.

(The responses did not make it specifically
clear which of the stages preceded which, but
they nevertheless pointed to this order)

At each <u>subject committee*level</u> priorities
were drawn in respect of competing places or
wards for the service concerned; in other wards,
a priority list of all places asking for, say,
the construction of a school was prepared
by the education committee and recommended
either direct to council or through the
Finance and General Purposes Committee.
(If subject committee recommendations came direct
to the full council, they might be referred
to the Finance and General Purposes Committee
for their views).

At the <u>level of the Finance and General Purposes
Committee</u> efforts were made to adjudicate -
in the light of available funds - between the
proposals from the various committees as
well as original proposals which did not fall
under the purview of any committee and were,
therefore, the responsibility of this committee
itself, such as staff and equipment.
Recommendations for trimming and revising
the proposals of each committee in relation
to those of the other committees and of
available funds were made.

The whole set of proposals was then submitted
to the <u>full council meeting</u> in the form of
draft estimates which were then debated,
revised as necessary, and approved.

The common characteristics referred to above
included, at each of the 3 stages:

- the presence of members of the staff to
  explain and give advice since they,
  invariably, initiated the draft proposals;

- consideration of the need or value
  ("qualitative judgement") of a proposal
  to the whole area relative to others;

- how well or poorly a particular place was
  provided for in terms of other development

  assets and how much the particular project
  under discussion would satisfy the most
  pressing need of that place;

*By "subject committee" is meant a committee
 of the council specializing in an area or
 subject e.g. education, health, etc.

- the availability of funds overall;

- the strength of committee's recommendations;

- the general support (majority vote in the whole council) which the proposal attracted.

As a footnote it was generally denied that the most vociferous and aggressive councillors obtained disproportionately more development projects for their areas.

5. Approaches to Staff by Councillors.

As to what approaches councillors found necessary to make to staff, the response appeared to be unanimous, viz. approaches were made directly to individual officers or through the Council Secretary or Town Clerk when:

- information was necessary as to why there was a delay in implementing certain council decisions; in other words when a little prodding of staff was considered necessary by a councillor, (the need to avoid undue pressure in this connection was appreciated by most councillors);

- there were any special issues needing explanation;

- advice and information were required on any matter in a councillor's ward or on any idea that he wished to pursue;

- there were matters which could be resolved easily and quickly through discussions with the staff instead of introducing formal motions or questions at council meetings;

- the assistance of staff was necessary in addressing ward or area meetings.

6. Relationship

    a) With Other Councillors: Generally this was said to be cordial although, it was

admitted in ome cases, there were
occasional m sunderstandings which caused
unnecessary arguments. Invariably,
however, these misunderstandings were
resolved amicably in the long run.

A unified front was usually maintained
particularly on demands to the centre for
development opportunities in the council
area.

A lot of informal discussion took place
among councillors outside council
meetings mainly "to consolidate our
views on matters affecting our areas",
and also to seek to clarify points
which might have been lost sight of in
the formal meetings.

Two constraints, however, militated
against the frequency of this useful
practice: the distances between the
homes of councillors, and the require-
ment to maintain secrecy in some matters
before council until formal decisions
had been taken on them. As a result
of these constraints, more informal
discussions were held during the periods
when councillors assembled at the
headquarters for meetings; then there
was "more discussion outside than inside
the council hall."

b) With Staff: Given the roles of councillors
and of staff as commented upon in (1)
and (2) above, the only significant
response from councillors as to their
relationship with staff was that this
was good and friendly but that each
side required to know a bit more
of the details and pressures of the
other's responsibilities.

7. Training Requirements:

a) For councillors - Almost to a man,

councillors raded training in
their roles nd responsibilities as
topmost pri rity. To a large
extent such training was linked to the
study of the provisions of the Local
Government Act and relevant Regulations,
and the Councils Standing Orders.

Several suggestions were also made for
the training of councillors in their
relationship with staff and their
constituents (human relations) how to
approach or address or talk to people
(public speaking or communication)
and procedures (Standing Orders).

Some councillors felt that there was
need to train councillors in general
public administration and management
including decision-making and planning,
for two reasons:

> firstly, because councillors, no less
> than the staff, were respon-
> sible for the good running
> of the affairs of their
> council area and they needed
> a general broadening of the
> mind and outlook; and .

> secondly, to help councillors appreciate
> more the duties and activities
> of the staff and so bring
> mutual confidence and co-ope-
> ration.

A few councillors suggested that they
should be assisted "to develop a
political awareness."

As to the methods of training councillors,
a preferance was expressed for an

informal rather than a formal approach,
such as seminars for individual councils

or a mixture of councillors from
several councils; study tours within
and outside Botswana "in order to see
and learn from what others are doing",
and on the floor of a council meeting
when a senior member of government
or official sat in as an observer
and corrected errors of procedure,
etc. (In a serious formal council
meeting, this might disrupt public
business; a role-playing session
at a seminar might meet the point).

Whenever possible, councillors and
staff should be mixed together at
the same training session provided the
use of "technical language" was reduced
as much as it was practicable to do so
in discussing the subject matter.

b)   For Staff - While some councillors
     felt that, generally, staff were better
     trained in their work as compared to
     councillors, the majority of councillors
     were of the view that staff training
     demanded a high priority and that it
     should be constant because of the
     increasing volume and complexity and
     the changing circumstances of their work
     and responsibility.

     The senior staff, some councillors
     suggested, needed more training in
     general administration and management
     as related to local government as well
     as specialist training in their
     specific jobs. Juniors needed "general
     broadening of the mind," some administration
     as well as the inculcation of loyalty
     in addition to the acquisition of the
     basic rudiments of their functions e.g.
     book-keeping for those engaged in
     finance and tax collection work, and so on.

     In addition to the training in their
     various professions, all members of
     staff needed to know their general role
     and responsibilities (vis-a-vis councillors).

P A R III

CHAPTER FIVE

THE PLACE OF TRAINING

i) Observations -

    a) on training generally

    b) on senior staff training

    c) on junior staff training

    d) on councillors training

ii) Areas of Training (Felt Needs for Increased
          Training and/or Information)

CHAPTER FIVE

THE PLACE OF TRAINING (STAFF DEVELOPMENT NEEDS)

As stated in the Introduction, the primary
reason for this study was to find out whether
training of the types given by the Institute of
Development Management can help alleviate some
of the problems faced. In addition to the
responses to the questionnaire, some important
observations were made. Perhaps it would be
advantageous to record some of these observations
which have relevance to the Study and to the part
that training can play in the mitigation of
stated problems.

The general statements which were made can be
classified under four major headings namely:
observations on the needs or otherwise for training
generally, training of senior staff, training of
junior staff, and training of councillors. After
recording the general observations made under these
four headings, the summarized responses to the
questions conerning the place of training in the
light of all that has been said in the preceding
pages of this Study will be considered.

i) Observations

a) Observations on training generally

There was a general understaffing in the
local government offices both in quality
and quantity. While there was some need
for administrative changes, the need to
provide qualified officers in adequate
numbers to man the local government
administrative offices was more urgent
and paramount. This need underscored
the need for training.

There should be a reorientation of policy
especially at the central government level,
in order to place more emphasis on
training for both the staff as well as
councillors of local government, an integral
part of the apparatus for running the
affairs of the nation.

The number of staff as well as
councillors needing training meant
more courses should be organized
and this might mean the provision of
additional training facilities if these
were considered inadequate at present.
A dynamic policy for council staff and
councillors training and upgrading
would ensure an effective local government
system which, in turn, should ensure
full participation in the planning
and implementation processes at the
grass-roots level.

IDM was providing some useful courses
for local government employees, but these
needed to be increased. Also IDM
courses should be:

- a little longer than the present four
  to six weeks;

- more functional than the present
  general courses;

- courses should not only be longer but
  planned in conjunction with ULGS with
  a view to their leading to some
  recognizable qualifications;

- aimed at increasing the awareness of
  staff not only of their roles but
  also of the role of councillors, as
  well as complete awareness or knowledge
  of the various council procedures.

  In addition to longer courses, there
  should be short seminars as well as
  follow-up by the IDM to keep their
  past participants up-to-date and to
  introduce to them (and also learn from
  them for suitable "propagation")
  new changes and procedures.

  In those fields which were dominated
  by expatriates the urgency for training
  of indigenous people to take over
  could not be over-emphasised.

b) <u>Observations on Senior Staff Training</u>

While there was an urgent need for
general local government administration
training for senior staff, there was,
at the same time, a need for training
in administration for certain cadres
in the local government service who
were either working by themselves or
who did some administration in
addition to their technical or profess-
ional duties; these included Nurses
in Charge of clinics, Land Board
Administrative Secretaries, Town
Foremen, Community Development Officers
and Education Secretaries.

IDM should be encouraged to mount
special courses for these and other
cadre of local government personnel.
The central government should also
take a hand particularly with regard
to some additional external training
for the more able members of staff
in these cadres when needed and
appreciated.

c) <u>Observations on Junior Staff Training</u>

For the lower levels of the local
government personnel the emphasis on
training should be on procedures,
especially development procedures:
in other words, procedures necessary
to ensure the rapid and proper
implementation of development projects.

Senior staff should help to train their
subordinates within their offices
through delegation and monitoring of
responsibilities and encouragement to
these junior members of staff to
take some initiative.

Where junior staff had received training
in institutions outside the council
offices e.g. at the IDM and so on,

senior staff should help and
encourage them to apply the principles
that they had learned during their
courses.

d)   Observations on Councillors Training

The most urgent training which appeared in
almost all the comments regarding the
training of the councillors was the need
for training of councillors in their
roles and responsibilities, both in
the general operation of council business
i.e. during council and committee meetings,
and also in the development process i.e.
how to assist staff to implement council
development proposals.

Some training in how to communicate and
express themselves was also needed for
councillors.

While recognizing that several councillors
were illiterate and relatively old
and might be difficult to train, it
was suggested that even tours through
other districts conducted in English
and Setswana might afford councillors
some means of educating themselves
by seeing tasks others do and how they
do them.

ii)   Areas of Training (or Felt Needs for Increased
Training and/or Information)

After the general observations about training
recorded above, certain areas were identified
as requiring special attention in the training
programmes for local government personnel.
The most important of these areas were:

    - Functional training i.e. training people
      to perform their respective jobs properly -
      typists being trained to type more quickly
      and more accurately, and so on:

- General management training;

- Supervision (separately for senior staff);

- Office administration;

- Roles;

- Communications;

- Accountancy;

- Planning;

- Human/Public relations.

In respect of these areas an indication was requested of the priority which the officers attached to each of them in relation to all the other areas in any programme meant for senior staff, junior staff, and councillors respectively.

The priorities which were accorded to each of these areas in respect of any programme for each of the three groups of persons are reproduced in Table 5.

Table 5

SUGGESTED AREAS OF TRAINING IN PRIORITY ORDER

Priority	Senior Staff	%	Junior Staff	%	Councillors	%
1	General Management	45.2	Functional	52.8	Role	53.2
2	Office Administration	30.1	Office Administration	26.4	Communication	29.9
3	Functional	20.5	General Management	7.5	Office Administration	5.2
4	Supervision	1.4	Communication	3.8	Functional	5.2
5	Communication	1.4	Accountancy	3.8	General Management	2.6
6	Human/Public Relations	1.4	Supervision	1.9	Planning	2.6
7	Accountancy	-	Role	1.9	Human/Public Relations	1.3
8	Planning	-	Human/Public Relations	1.9	Supervision	-
9	Role	-	Planning	-	Accountancy	-
		100		100		100

FIG. C

SUGGESTED PRIORITIES (IN PERCENTAGES)
OF NATURE OF TRAINING REQUIRED FOR
SENIOR/JUNIOR STAFF AND COUNCILLORS.

PRIORITIES (% of toal resources)

60
55
50
45
40
35
30
25
20
15
10
5
0

Accountancy
Accountancy
Planning
Role
Human/Public Relations
Communication
Supervision
Functional
Office Administration
General Management

KEY
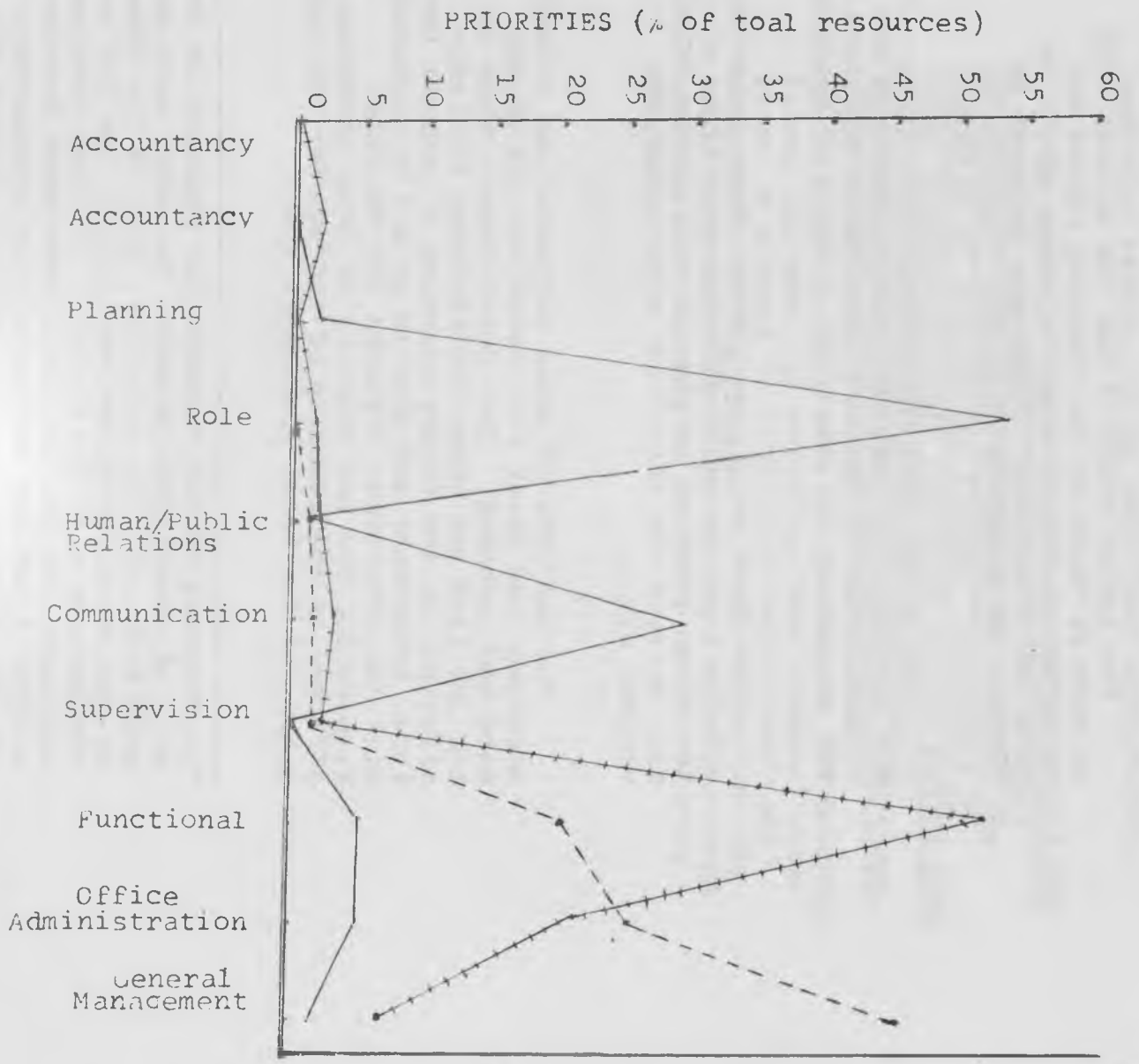
- - - - Senior Staff.   ++++ Junior Staff.   ———— Councillors.

NOTE: The priority Order (ascending from left to right)
of senior officers' requirements is used as a
standard.

Generally insofar as the senior staff was concerned it was considered that "General Management" training was the top priority and in relation to the other areas was given 45%, while "Office Administration" came next with 30%.

For junior staff it was the opinion that as much as 52.8% of the training period and resources in relation to the areas should be given to "Functional" training, followed by "Office Administration" 26.4%.

The "Role" that they should play vis-a-vis the council staff was what was regarded as the highest priority training need for councillors, 53% as against all the other 8 areas of training.

The graph in figure C shows these priorities and their relationship with the priorities of the other group of persons as well as the relationship between the priorities accorded to the various areas.

The subjects or areas suggested and priorities accorded them speak for themselves and do not need much comment. They constitute a guide to the IDM (and any other institutions similarly affected) in the future planning of courses for local government and also as an aid in discussions with the government officers (or the ULGS) responsible for the training of local government officers in the mounting of courses for the various cadres of the local government staff[+].

[+]In response to the requests for training in the role of councillors to which the staff accorded such high priority and which, also in the comments by the councillors, was emphasized, the IDM in conjunction with the Ministry of Local Government and Lands and Unified Local Government Service mounted a two-day seminar at the headquarters of each district and town council (except the Gaborone Town Council) to discuss the roles and responsibilities of councillors vis-a-vis those of council staff. These seminars were commenced in June 1977 and completed in December, 1977. Two reports have already been submitted on the seminars, the second of which recommended holding a national seminar to draw up from the views expressed at the various district seminars a Code of Conduct for Councillors and Staff. This recommendation is yet to be implemented.

The numbers of staff involved are, of course,
many and it is not possible to say how soon
courses could be arranged to cover all of them.
Moreover certain of the training requirements
seem to be outside the usual ambit of the IDM
and have to be organized ad hoc when time and
resources permit, or by some other institution.

In general, there would seem to be a need for
a training blue print; in other words a staff
development programme is needed to upgrade the
capacity of most of the present incumbents of
local government staff positions and to ensure that
future recruits conform to the standards of
qualification appropriate to individual positions.
Staff development programmes, of course,
presuppose the existence of up-to-date job descrip-
tions, the need for which has been stressed else-
where as a means to facilitate recruitment and
management of the requisite staff to perform the
local government function and also to help ensure
appropriate training is provided in the courses
mounted.

CHAPTER SIX

MAJOR OBSERVATIONS AND CONCLUSIONS

CHAPTER SIX

MAJOR OBSERVATIONS AND CONCLUSIONS*

Pages - 10: Office accommodation is, generally
            speaking, not adequate in most councils
            and this may affect productivity,
            performance and efficiency.

10: While sharing of offices may be
     desirable in certain cases, overcrowding
     should be avoided.

12: Some councils need assistance to
     re-organize their filing system; some
     also need space for the safe-keeping
     of files.

13,14,28,29: Clerical staff (or junior staff in
              general) require more training - mainly
              functional, such as typing, book-keeping,
              filing and the rudiments of office
              administration - to the extent that
              a systematic training programme for
              them is called for.

30: Not only will training enhance their
     effectiveness but also prepare them to
     assume more and more responsibility as
     time goes on and eventually take over
     smoothly from the older members of staff.

18: There is an urgent need to look into the
     question of drawing up authoritative job
     descriptions for the various positions
     in the local government set-up, this
     would facilitate the apportionment of
     responsibility, the evaluation of
     performance, and reduce overlapping and
     "passing-the-buck".

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*These observations and conclusions are those of the
author and are based upon the facts and figures disclosed.
Certain observations made by the interviewees also
deserve attention, for example, observations by council-
lors particularly under "Training Requirements"
(Pages 54 - 56)

20: job descriptions or "terms of reference"
are also needed for the various district
authorities or establishments. The
absence of or inadequate "terms of
reference" creates uncertainty, in-
decision and emasculated responsibility -
all of which are constraints to
development.

22: official handbooks and other reference
material should be provided in all
council offices and should be brought
up to date regularly.

22, 23: The importance of written instructions
and of regular or "institutionalized"
methods of briefing (of staff and
councillors) are emphasized.

32: Regularized interchange and consultation
(or clear lines of communications) among
all officers are recommended as a means
of coordinating staff activities for
the achievement of full and effective
administration of council affairs.

39: MLGL is recommended to consider the
advisability of encouraging regular
consultation between councillors and
staff out of the council chamber.

41 - 45: There is need for council staff to
develop regular contacts or channels of
communication with:

a) members of the public, explaining
to the latter the technical,
professional and administrative
aspects of council decisions thus
providing an avenue for public
education as an essential part of
good administration;

b) Central government and district
administration offices, thereby
creating a two-way exchange of
ideas and a concerted effort

(characterised by consultation,
advice, etc.) that is necessary
for development administration in
the modern African situation.

c) chiefs or tribal authorities and
other institutions within their
council area, so that each side
may learn from the other and so
improve consultation and co-
operation in their respective efforts
to develop their district. "The
roles may be different, but they
should lead to one single integrated
and complete whole."

65: A staff development programme for local
government personnel is needed, taking
account of the needs and priorities as
expressed in pages

APPENDICES

LOCAL GOVERNMENT STUDY: 1976

METHOD OF THE STUDY

The first task was to define what needed to be learned or what the study might reveal. To facilitate answers a questionnaire was formulated which required the shortest possible answers in all sections.

This was necessary to facilitate tabulation of responses after the collection of the information.

The questionnaire appears as appendix I (a)

Next the 1976-77 Local Government Service Establishment Register was consulted and a sample of positions as listed in the register was selected from each Council; an attempt was made to make the number of positions selected from each Council bear the same ratio to the establishment list of the Council. The sample was also made representative as far as possible of the various sections of the departments of the councils and entire personnel. This was done mainly by selecting one, two or three, as the case may be, of the most senior in each section or division of the staff.

Appendix 1 (c) below shows the number of Senior Staff interviewed vis-a-vis the existing complement. Except in four councils, namely Gaborone, Ghanzi, Kgalagadi and South-East, the percentage ratio is fairly even. In respect of these four councils, the reason for the high percentage may be attributed to two factors; first, the presence of a large number of departments with thinly spread senior members of staff supervising a large number of supporting staff; since we interviewed all heads of departments and sometimes their deputies, we thus covered most of the complement of senior staff. Gaborone Town Council was in this category. The second factor, as in the case of Kgalagadi and South-East District Councils, was a comparatively small number of departments and of senior staff - sometimes only one in each department - and so, again

- 72 -

nearly all the available senior staff were
covered resulting in the high percentage.

So far as councillors were concerned the
estimates of revenue and expenditure of town
councils and district councils for the 1976-77
financial year were used as guide to selecting
the number of councillors per council, again
making sure that the ratio of those selected to
the number of councillors in the district or
area was generally equal throughout.

The number of councillors interviewed as against
the total number in a council appear also in
Appendix 1(C).Here the percentage ratio is evenly
distributed throughout all the councils, (Interviews
with councillors in Francistown, Lobatse and
South East were conducted on wrong premises and
accordingly have been disregarded.)

In the case of the staff, as noted above, the
positions in themselves assured ample representati-
veness of the selection. In the case of the
councillors, however, it was necessary to choose
members arbitrarily e.g. four councillors out of
a total of 12;8 out of 26; 12 out of 28; etc.
There was no assurance that the numbers selected
in each council would be representative samples of
all the councillors. In order to ensure that this
was the case the Ministry of Local Government
and Lands was requested:

"In selecting the representative councillors
 and in order that one particular group does not
 dominate, such things as the following might
 be used as criteria:

   a) age and length of service as councillors;

   b) party affiliation;

   c) proximity to council headquarters, and

   d) ability to speak both or only one of
      English or Setswana."

In the event, the selection of councillors
in all the councils was reasonably representative.

The proforma questionnaire (Appendix 1 (a))
was used in the case of interviews with the staff.
Questions were asked verbally in all cases and
the answers marked on the form. Each officer
had one form completed on his behalf.

In the case of councillors, the questions
were open-ended ones, (appendix 1 (b)) but required
short answers which again were written down as they
were given by each councillor. In most cases
councillors were interviewed in two's instead of
individually as was done with the staff.

For the purpose of the interviews it was
necessary to travel to each of the council head-
quarters throughout the country. The itinerary
is reproduced as Appendix II.

IDM LOCAL GOVERNMENT STUDY: 1976

PRO FORMA QUESTIONNAIRE

DATE: _____ COUNCIL: _____ DEPARTMENT: _____

OFFICER: POST: _____ NAME: _____

1. OFFICE CONDITIONS

   a) Space   ____ ____ ____ ____

   b) Filing   ____ ____ ____ ____

   c) Clerical Support   ____ ____ ____ ____

   COMMENTS

2. FINANCES

   a) Availability   ____ ____ ____ ____

   b) Adequacy   ____ ____ ____ ____

   COMMENTS

3. FORMAL STAFF RELATIONSHIPS

   a) Secretary   ____ ____ ____ ____ ____

   b) Treasury   ____ ____ ____ ____ ____

   c) Revenue   ____ ____ ____ ____ ____

   d) Education   ____ ____ ____ ____ ____

   e) Health   ____ ____ ____ ____ ____

   f) Social Development   ____ ____ ____ ____ ____

   g) Works

   h) Land Board

   COMMENTS

4. EXTERNAL RELATIONSHIPS

    a) Councillors _____ _____ _____ _____

    COMMENTS

    b) Public _____ _____ _____ _____
    COMMENTS

    c) Central Government _____ _____ _____ _____
    COMMENTS

5. EXPERIENCE, TRAINING AND EDUCATION

    a) Senior Staff _____ _____ _____ _____ _____ _____
    COMMENTS

    b) Subordinates _____ _____ _____ _____ _____ _____
    COMMENTS

6. MANAGEMENT PRACTICES

    a) Authority _____ _____ _____ _____
    b) Responsibility _____ _____ _____ _____
    c) Accountability _____ _____ _____ _____

    COMMENTS

7.   INFOR.ATION SHARInG

    a)   .fficial Handbooks   _____   _____   _____

    b)   Reference Materials   _____   _____   _____

    c)   Written Instructions _____   _____   _____

    d)   Briefings   _____   _____   _____

    COMMENTS

8.   INFORMAL RELATIONSHIPS

    a)   Staff   _____   _____   _____

    b)   District   _____   _____   _____

    c)   Tribal   _____   _____   _____

    d)   Other   _____   _____   _____

9.   FELT NEEDS FOR INCREASED INFORMATION AND/OR TRAINING

    a)   Senior Staff   _____   _____   _____

    b)   Subordinates   _____   _____   _____

    c)   Councillors   _____   _____   _____

    COMMENTS

10.   GENERAL COMMENTS

LOCAL GOVERNMENT STUDY: 1976

QUESTIONS FOR COUNCILLORS

1.   What is the role of a councillor as you
     see it?

2.   What is or should be the role of council
     staff?

3.   How are you briefed on issues that are to
     come before council ?

4.   How does council set priorities on spending
     of funds,etc?

5.   What approaches do you find necessary to
     council staff?

6.   What relationship do you have with council
      officers and other councillors

7.   What training is required, in your opinion,
     for councillors?, staff?

LOCAL GOVERNMENT STUDY

Staff and Councillors Interviwed

District/Town Council	Total Senior Staff	No. of Senior Staff Interviewed	%	Total Councillors	No. of Councillors Interviewed	%	Total Senior Staff and Councillors	Total Staff and Councillors Interviewed	%
1. Central	35	13	37.1	38	11	28.9	73	24	32.9
2. Francistown	22	10	45.4	13	*	-	35	10	28.6
3. Gaborone	22	14	63.6	13	3	23.1	35	17	48.6
4. Ghanzi	15	10	66.7	12	4	33.3	27	14	51.8
5. Kgalagadi	11	8	72.7	13	4	30.7	24	12	50.0
6. Kgatleng	14	7	50.0	19	4	21.0	33	11	33.3
7. Kweneng	18	6	33.3	26	1	3.8	44	7	15.9
8. Lobatse	13	6	46.4	13	*	-	26	6	23.1
9. North East	11	4	36.6	16	6	37.5	27	10	37.0
10. North West	17	9	52.9	17	4	23.5	34	13	38.2
11. Selibe Pikwe	19	11	57.9	10	2	20.0	29	13	44.8
12. South East	9	7	77.8	18	*	-	27	7	25.9
13. Southern	19	9	47.4	32	9	28.1	51	18	35.3
TOTAL	225	114	50.7	240	48	20.0	465	162	34.8

* Interviews conducted on wrong premises and so disregarded.

IDM LOCAL GOVERNMENT STUDY 1976 - ITINERARY

DATES	PLACE AND COUNCIL	PARTY
16-17 August,1976	Francistown - Francistown Town Council	Hockett & Sarpong
	- North-East District Council	Hockett & Sarpong
18 August,1976	Selibe Pikwe - Selibe-Pikwe Town Council	Hockett & Sarpong
19-20 August,1976	Serowe - Central District Council	Hockett & Sarpong
23 August,1976	Mochudi - Kgatleng District Council	Hockett & Sarpong
24 August,1976	Ramotswa - South East District Council	Hockett & Sarpong
25 August,1976	Lobatse - Lobatse Town Council	Hockett
26 August,1976	Molepolole - Kweneng District Council	Hockett & Sarpong
4 April, 1977	Gaborone - Gaborone Town Council	Olson & Sarpong
5 April, 1977	Kanye - Southern District Council	Olson & Sarpong
27 April, 1977	Tsabong - Kgalagadi District Council	Olson & Sarpong
28 April, 1977	Ghanzi - Ghanzi District Council	Olson & Sarpong
29 April, 1977	Maun - North-West District Council	Olson & Sarpong