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 Hockett 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
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Chapters</th>
<th>Pages</th>
</tr>
</thead>
<tbody>
<tr>
<td>FOREWORD</td>
<td>1-2</td>
</tr>
<tr>
<td>TABLE OF CONTENTS</td>
<td>3-5</td>
</tr>
<tr>
<td>INTRODUCTION</td>
<td>6-7</td>
</tr>
<tr>
<td><strong>PART I</strong></td>
<td></td>
</tr>
<tr>
<td>ONE OFFICE CONDITIONS</td>
<td>9-14</td>
</tr>
<tr>
<td>(i) Physical</td>
<td>9</td>
</tr>
<tr>
<td>(a) Space</td>
<td>9</td>
</tr>
<tr>
<td>(b) Filing</td>
<td>11</td>
</tr>
<tr>
<td>(ii) Clerical Support</td>
<td>12</td>
</tr>
<tr>
<td>TWO MANAGEMENT PRACTICES</td>
<td>15-23</td>
</tr>
<tr>
<td>(i) Responsibility</td>
<td>16</td>
</tr>
<tr>
<td>(ii) Authority</td>
<td>18</td>
</tr>
<tr>
<td>(iii) Accountability</td>
<td>18</td>
</tr>
<tr>
<td>(iv) Finance</td>
<td>20</td>
</tr>
<tr>
<td>(v) Information Sharing</td>
<td>21</td>
</tr>
<tr>
<td>(a) Official Handbooks</td>
<td>21</td>
</tr>
<tr>
<td>and Reference Materials</td>
<td></td>
</tr>
<tr>
<td>(b) Written Instructions</td>
<td>22</td>
</tr>
<tr>
<td>(c) Briefing</td>
<td>23</td>
</tr>
<tr>
<td>THREE STAFF: CALIBRE AND RELATIONSHIPS</td>
<td>24-45</td>
</tr>
<tr>
<td>(i) Experience, Training and Education</td>
<td>25</td>
</tr>
<tr>
<td>(a) Experience</td>
<td>28</td>
</tr>
<tr>
<td>(b) Training</td>
<td>28</td>
</tr>
<tr>
<td>(c) Education</td>
<td>28</td>
</tr>
</tbody>
</table>

*United Nations Expert (Regional Adviser) in Public Administration seconded to the IDM from the Economic Commission for Africa, and Deputy Director of the IDM.*
(ii) Roles and Relationships .. 30

  (a) Formal .. 
  - Internal (intra-staff) .. 
  - External .. 

  1) With Councillors .. 39
  2) With the Public .. 40
  3) With Central Government Offices and Departments 41

  (b) Informal .. 
  - Internal .. 
  - External .. 

PART II

FOUR SOME OBSERVATIONS BY COUNCILLORS 46 - 56

1) The Role of Councillors .. 47
2) The Role of Council Staff .. 48
3) Briefing of Councillors by Staff .. 48
4) Setting Priorities .. 51
5) Approaches to Staff by Councillors 53
6) Relationships .. 
  (a) With other Councillors .. 53
  (b) With Staff .. 54

7) Training Requirements .. 54
  (a) For Councillors .. 54
  (b) For Staff .. 56

PART III

FIVE THE PLACE OF TRAINING 57 - 65

(i) Observations .. 
  (a) On Training Generally .. 58
  (b) On Senior Staff Training .. 60
  (c) On Junior Staff Training .. 60
  (d) On Councillors Training .. 61

(ii) Areas of Training (or Felt Needs for Increased Training and/or Information) 61

SIX MAJOR OBSERVATIONS AND CONCLUSIONS 66 - 69
## LIST OF APPENDICES, TABLES AND FIGURES

(a) Appendices ........................................ 70

I Method of Study ..................................... 71
   I(a) Proforma Questionnaire ....................... 74
   I(b) Questions for Councillors ..................... 77
   I(c) Staff and Councillors Interviewed .......... 78

II Itinerary .......................................... 79

(b) Tables

1) Management Practices ............................... 17
2) Summary of Responses as to Calibre of Staff .... 26
3) Summary of Formal Staff Interrelationships .... 33
4) (a) and (b) Sources of Initiation or Contact/Meeting of Staff .... 35 & 36
5) Suggested Areas of Training in Priority Order .. 63

(c) FIGURES -

A. Table 2 Expressed Graphically ................... 27
B. (i) External Relations (of Staff)
   - Frequency ........................................ 38
   (ii) External Relations (of Staff)
   - Purpose ......................................... 38
C. Suggested Priorities (in percentages) of Nature of Training Required for Senior/Junior Staff and Councillors 63(a)
INTRODUCTION

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

* 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 administration 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
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 suitable 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 them. 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 inadequacy 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.

*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 Francistown 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. Training 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 69% 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 functional training such as typing, book-keeping, filing and the general run of the most elementary rudiments of office administration.
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
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 3 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

<table>
<thead>
<tr>
<th>Responsibility</th>
<th>Reflecting Post (a)</th>
<th>A Great Deal (b)</th>
<th>Some (c)</th>
<th>No Consistency (d)</th>
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<tr>
<td></td>
<td>No</td>
<td>%</td>
<td>No</td>
<td>%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>72</td>
<td>68.5</td>
<td>20</td>
<td>19</td>
</tr>
<tr>
<td><strong>Highest</strong></td>
<td>12</td>
<td>16.6</td>
<td>4</td>
<td>20</td>
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<tr>
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<td>1.4</td>
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<th>Authority</th>
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<th>A Great Deal (b)</th>
<th>Some (c)</th>
<th>No Consistency (d)</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>No</td>
<td>%</td>
<td>No</td>
<td>%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>66</td>
<td>66</td>
<td>19</td>
<td>19</td>
</tr>
<tr>
<td><strong>Highest</strong></td>
<td>10</td>
<td>15.2</td>
<td>4</td>
<td>21</td>
</tr>
<tr>
<td><strong>Lowest</strong></td>
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<td>1.5</td>
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<table>
<thead>
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<th>Accountability</th>
<th>Reflecting Post (a)</th>
<th>A Great Deal (b)</th>
<th>Some (c)</th>
<th>No Consistency (d)</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>No</td>
<td>%</td>
<td>No</td>
<td>%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>68</td>
<td>82.9</td>
<td>9</td>
<td>10.9</td>
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<tr>
<td><strong>Highest</strong></td>
<td>9</td>
<td>13.2</td>
<td>2</td>
<td>22.2</td>
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<tr>
<td><strong>Lowest</strong></td>
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**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 responsibility 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.

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 strengthened 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 inadequacy 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 streamlining. 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.

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) Expedience, 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
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 effectiveness, 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).

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

<table>
<thead>
<tr>
<th></th>
<th>Experience</th>
<th>Training</th>
<th>Education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Adequate</td>
<td>Inadequate</td>
<td>Adequate</td>
</tr>
<tr>
<td>Senior Officer</td>
<td>71%</td>
<td>29%</td>
<td>49%</td>
</tr>
<tr>
<td>Junior Officer</td>
<td>33%</td>
<td>67%</td>
<td>17%</td>
</tr>
</tbody>
</table>
TABLE 2 EXPRESSED GRAPHICALLY

<table>
<thead>
<tr>
<th></th>
<th>Experience</th>
<th>Training</th>
<th>Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adequate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inadequate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adequate</td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Adequate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inadequate</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**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 experience. 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 relationship 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, of 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>
<thead>
<tr>
<th></th>
<th>To</th>
<th>Mutual</th>
<th>From</th>
<th>Daily</th>
<th>Some</th>
<th>Rare</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretary/Town Clerk</td>
<td>49</td>
<td>25.5</td>
<td>30</td>
<td>14</td>
<td>46</td>
<td>23.1</td>
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<tr>
<td>Treasurer</td>
<td>50</td>
<td>26.0</td>
<td>21</td>
<td>9.8</td>
<td>35</td>
<td>17.6</td>
</tr>
<tr>
<td>Rev. Officer</td>
<td>21</td>
<td>10.9</td>
<td>15</td>
<td>7.0</td>
<td>20</td>
<td>10.1</td>
</tr>
<tr>
<td>Educ. Secretary</td>
<td>14</td>
<td>7.3</td>
<td>37</td>
<td>17.3</td>
<td>15</td>
<td>7.5</td>
</tr>
<tr>
<td>Health</td>
<td>16</td>
<td>8.3</td>
<td>31</td>
<td>14.5</td>
<td>12</td>
<td>16.0</td>
</tr>
<tr>
<td>U.O.D.</td>
<td>8</td>
<td>4.2</td>
<td>34</td>
<td>15.9</td>
<td>15</td>
<td>20.0</td>
</tr>
<tr>
<td>Works</td>
<td>24</td>
<td>12.5</td>
<td>32</td>
<td>15.0</td>
<td>7</td>
<td>9.3</td>
</tr>
<tr>
<td>Land Board</td>
<td>9</td>
<td>4.7</td>
<td>11</td>
<td>5.1</td>
<td>8</td>
<td>10.7</td>
</tr>
<tr>
<td>Self-Help Housing Off.</td>
<td>1</td>
<td>.5</td>
<td>3</td>
<td>1.4</td>
<td>2</td>
<td>2.7</td>
</tr>
<tr>
<td>Total</td>
<td>192</td>
<td>100</td>
<td>214</td>
<td>100</td>
<td>75</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 3
SUMMARY OF FORMAL STAFF INTER-RELATIONSHIPS
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) -

(See pages 35 and 36 respectively)
<table>
<thead>
<tr>
<th>Contact Initiated From</th>
<th>Treasurer</th>
<th>Revenue Officer</th>
<th>Education Secretary</th>
<th>Health Officer</th>
<th>C.D.C.</th>
<th>Works</th>
<th>Land Board</th>
<th>Housing Officer</th>
<th>Others</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretary/Town Clerk</td>
<td>26.5</td>
<td>21.4</td>
<td>9.4</td>
<td>9.4</td>
<td>25.8</td>
<td>33.3</td>
<td>29.4</td>
<td>33.3</td>
<td>25.7</td>
</tr>
<tr>
<td>Treasurer</td>
<td>28.5</td>
<td>-</td>
<td>28.5</td>
<td>14.2</td>
<td>14.2</td>
<td>0</td>
<td>14.2</td>
<td>14.2</td>
<td>0</td>
</tr>
<tr>
<td>Revenue Officer</td>
<td>28.5</td>
<td>21.4</td>
<td>-</td>
<td>14.2</td>
<td>14.2</td>
<td>0</td>
<td>14.2</td>
<td>7.1</td>
<td>0</td>
</tr>
<tr>
<td>Education Secretary</td>
<td>28.1</td>
<td>31.2</td>
<td>9.4</td>
<td>-</td>
<td>9.4</td>
<td>0</td>
<td>12.5</td>
<td>9.4</td>
<td>0</td>
</tr>
<tr>
<td>Health Officer</td>
<td>28.8</td>
<td>28.5</td>
<td>11.4</td>
<td>11.4</td>
<td>-</td>
<td>5.7</td>
<td>20.0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>C.D.C.</td>
<td>25.8</td>
<td>25.8</td>
<td>12.9</td>
<td>9.7</td>
<td>9.7</td>
<td>-</td>
<td>12.9</td>
<td>3.2</td>
<td>0</td>
</tr>
<tr>
<td>Works</td>
<td>33.3</td>
<td>22.2</td>
<td>22.2</td>
<td>0</td>
<td>22.2</td>
<td>0</td>
<td>-</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Land Board</td>
<td>29.4</td>
<td>35.3</td>
<td>5.8</td>
<td>5.8</td>
<td>0</td>
<td>11.8</td>
<td>11.8</td>
<td>-</td>
<td>0</td>
</tr>
<tr>
<td>Housing Officer</td>
<td>33.3</td>
<td>33.3</td>
<td>0</td>
<td>0</td>
<td>33.3</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Others</td>
<td>25.7</td>
<td>22.9</td>
<td>8.6</td>
<td>11.4</td>
<td>5.7</td>
<td>8.6</td>
<td>8.6</td>
<td>5.7</td>
<td>2.8</td>
</tr>
</tbody>
</table>

(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)

<table>
<thead>
<tr>
<th>Contact made with-</th>
<th>Council Secretary/Town Clerk</th>
<th>Treasurer</th>
<th>Revenue Officer</th>
<th>Education Secretary</th>
<th>Health Officer</th>
<th>C.D.O.</th>
<th>Works</th>
<th>Land Board</th>
<th>Housing Officer</th>
<th>Others</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- 10.5 5.3 21 10.8 15.8 15.8 10.5 5.3 0</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>0 - 17.6 5.9 23.5 29.4 5.9 11.8 5.0 0</td>
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<tr>
<td></td>
<td>0 0 45.5 - 9.1 27.3 9.1 0 0 0</td>
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<td></td>
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<td>10 10 30 20 - 10 10 10 0 0</td>
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<tr>
<td></td>
<td>0 12.5 12.5 12.5 12.5 37.5 - 12.5 0 0</td>
<td></td>
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<tr>
<td></td>
<td>0 0 33.3 33.3 33.3 0 0 - 0 0</td>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- 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

(i) Frequency of Meeting

- Rarely
  - Councillors: 54.5%
  - Central Government Officers: 57.0%
  - Public: 60.7%

- Frequently
  - Councillors: 45.5%
  - Central Government Officers: 43.0%
  - Public: 39.3%

(ii) Purpose of Meeting

- Information
  - Councillors: 83.3%
  - Central Government Officers: 94.0%
  - Public: 97.0%

- Pressure
  - Councillors: 28.0%
  - Central Government Officers: 16.7%
  - Public: 13.0%
  - District Officers: 6.0%
  - Councillors: 3.0%
1) Councillors: 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 the Ministry may consider it advisable or desirable that some effort should be made to encourage regular consultation and interchange of ideas between the councillors and staff out of the council chamber.

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
76% 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 counterparts. 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. With 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, 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. 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. 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. 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 departments as well as the district administration 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 integrated and complete whole.
PART 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 interchange of correspondence difficult or impossible.

b) **During council meetings**, **written requests** might take the form of **written questions 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 councillors so that they have all the available facts, information and advice from the staff to enable them reach good, mature and well-considered conclusions, 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 subject committee* level priorities were drawn in respect of competing places or wards for the service concerned; in other words, 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 level of the Finance and General Purposes Committee 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 full council meeting 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 some cases, there were occasional misunderstandings 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 requirement 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 rated training in their roles and responsibilities as topmost priority. 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 responsible 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-operation.

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

As to the methods of training councillors, a preference 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).
PART 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 concerning 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) Observations on Senior Staff Training

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 professional 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) Observations on Junior Staff Training

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>
<thead>
<tr>
<th>Priority</th>
<th>Senior Staff</th>
<th>%</th>
<th>Junior Staff</th>
<th>%</th>
<th>Councillors</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>General Management</td>
<td>45.2</td>
<td>Functional</td>
<td>52.8</td>
<td>Role</td>
<td>53.2</td>
</tr>
<tr>
<td>2</td>
<td>Office Administration</td>
<td>30.1</td>
<td>Office Administration</td>
<td>26.4</td>
<td>Communication</td>
<td>29.9</td>
</tr>
<tr>
<td>3</td>
<td>Functional</td>
<td>20.5</td>
<td>General Management</td>
<td>7.5</td>
<td>Office Administration</td>
<td>5.2</td>
</tr>
<tr>
<td>4</td>
<td>Supervision</td>
<td>1.4</td>
<td>Communication</td>
<td>3.8</td>
<td>Functional</td>
<td>5.2</td>
</tr>
<tr>
<td>5</td>
<td>Communication</td>
<td>1.4</td>
<td>Accountancy</td>
<td>3.8</td>
<td>General Management</td>
<td>2.6</td>
</tr>
<tr>
<td>6</td>
<td>Human/Public Relations</td>
<td>1.4</td>
<td>Supervision</td>
<td>1.9</td>
<td>Planning</td>
<td>2.6</td>
</tr>
<tr>
<td>7</td>
<td>Accountancy</td>
<td>-</td>
<td>Role</td>
<td>1.9</td>
<td>Human/Public Relations</td>
<td>1.3</td>
</tr>
<tr>
<td>8</td>
<td>Planning</td>
<td>-</td>
<td>Human/Public Relations</td>
<td>1.9</td>
<td>Supervision</td>
<td>-</td>
</tr>
<tr>
<td>9</td>
<td>Role</td>
<td>-</td>
<td>Planning</td>
<td>-</td>
<td>Accountancy</td>
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<td></td>
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</tr>
</tbody>
</table>
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 52.6% 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 blueprint; 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 descriptions, the need for which has been stressed elsewhere 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".

*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, indecision 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 cooperation 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
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
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 representativeness 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 headquarters throughout the country. The itinerary is reproduced as Appendix II.
**IDM LOCAL GOVERNMENT STUDY: 1976**

**PRO FORMA QUESTIONNAIRE**

<table>
<thead>
<tr>
<th>DATE:</th>
<th>COUNCIL:</th>
<th>DEPARTMENT:</th>
</tr>
</thead>
<tbody>
<tr>
<td>OFFICER:</td>
<td>POST:</td>
<td>NAME:</td>
</tr>
</tbody>
</table>

1. **OFFICE CONDITIONS**
   a) Space
   b) Filing
   c) Clerical Support

2. **FINANCES**
   a) Availability
   b) Adequacy

3. **NORMAL 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
   
   **COMMENTS**

   b) Responsibility
   
   **COMMENTS**

   c) Accountability
   
   **COMMENTS**
7. INFORMATION SHARING

a) Official 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 Interviewed**

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

*Interviews conducted on wrong premises and so disregarded.*
<table>
<thead>
<tr>
<th>DATES</th>
<th>PLACE AND COUNCIL</th>
<th>PARTY</th>
</tr>
</thead>
<tbody>
<tr>
<td>16-17 August, 1976</td>
<td>Francistown - Francistown Town Council</td>
<td>Hockett &amp; Sarpong</td>
</tr>
<tr>
<td></td>
<td>- North-East District Council</td>
<td>Hockett &amp; Sarpong</td>
</tr>
<tr>
<td>18 August, 1976</td>
<td>Selibe Pikwe - Selibe-Pikwe Town Council</td>
<td>Hockett &amp; Sarpong</td>
</tr>
<tr>
<td>19-20 August, 1976</td>
<td>Serowe - Central District Council</td>
<td>Hockett &amp; Sarpong</td>
</tr>
<tr>
<td>23 August, 1976</td>
<td>Mochudi - Kgatleng District Council</td>
<td>Hockett &amp; Sarpong</td>
</tr>
<tr>
<td>24 August, 1976</td>
<td>Ramotswa - South East District Council</td>
<td>Hockett &amp; Sarpong</td>
</tr>
<tr>
<td>25 August, 1976</td>
<td>Lobatse - Lobatse Town Council</td>
<td>Hockett</td>
</tr>
<tr>
<td>26 August, 1976</td>
<td>Molepololoe - Kweneng District Council</td>
<td>Hockett &amp; Sarpong</td>
</tr>
<tr>
<td>4 April, 1977</td>
<td>Gaborone - Gaborone Town Council</td>
<td>Olson &amp; Sarpong</td>
</tr>
<tr>
<td>5 April, 1977</td>
<td>Kanye - Southern District Council</td>
<td>Olson &amp; Sarpong</td>
</tr>
<tr>
<td>27 April, 1977</td>
<td>Tsabong - Kgalagadi District Council</td>
<td>Olson &amp; Sarpong</td>
</tr>
<tr>
<td>26 April, 1977</td>
<td>Ghanzi - Ghanzi District Council</td>
<td>Olson &amp; Sarpong</td>
</tr>
<tr>
<td>29 April, 1977</td>
<td>Maun - North-West District Council</td>
<td>Olson &amp; Sarpong</td>
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