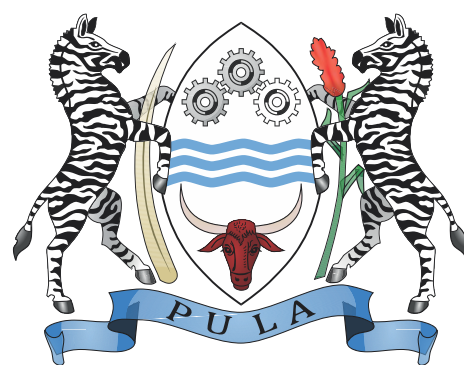


2021 CAADP
BIENNIAL REVIEW
BRIEF
BOTSWANA



**Africa Agriculture
Transformation Scorecard:
Performance and Lessons**

Africa Agriculture Transformation Scorecard: Performance and Lessons

2021 CAADP Biennial Review Brief: Botswana

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Established in 2006 under the Comprehensive Africa Agriculture Development Programme (CAADP), the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports efforts to promote evidence- and outcome-based policy planning and implementation. In particular, ReSAKSS provides data and related analytical and knowledge products to facilitate CAADP benchmarking, review, and mutual learning processes. AKADEMIYA2063 leads the work of ReSAKSS in partnership with the African Union Commission, the African Union Development Agency-NEPAD (AUDA-NEPAD), and leading regional economic communities (RECs).

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1. Introduction

Botswana, as an African Union (AU) Member State, is a party to the aspirations of two Africa-led development initiatives, the New Partnership for Africa's Development (NEPAD) and the Comprehensive African Agriculture Development Programme (CAADP). CAADP is a continental initiative to help African countries eliminate hunger and reduce poverty by raising economic growth through agriculture-led development. Under CAADP, all African countries agreed in Maputo in 2003 to allocate at least 10 percent of their national budgets to agriculture and rural development and to achieve agriculture growth rates of at least 6 percent per annum. In recognizing the continued and critical importance of the agricultural sector in the continent's overall economic growth, the African Union Summit in Malabo, Equatorial Guinea, in 2014 reaffirmed the commitment of all African governments to the two broad targets of CAADP.

The Malabo Declaration outlines the vision of Africa's leaders for accelerating agricultural growth and transformation on the continent between 2015 and 2025 (AUC 2014). This transformation is to be achieved through the pursuit of seven broad commitments:

1. Upholding the principles and values of the Comprehensive Africa Agriculture Development Programme (CAADP),
2. Enhancing investment finance in agriculture,
3. Ending hunger in Africa by 2025,
4. Reducing poverty by half by 2025 through inclusive agricultural growth and transformation,
5. Boosting intra-African trade in agricultural commodities and services,
6. Enhancing resilience of livelihoods and production systems to climate variability and related risks, and
7. Ensuring mutual accountability for actions and results by conducting a Biennial Review (BR) continent-wide to monitor progress in achieving the seven Malabo Declaration commitments.

As part of fulfilling the seventh commitment on mutual accountability, the third CAADP BR report was endorsed by the assembly of African Heads of State and Government at the 35th African Union (AU) Summit in February 2022 (AUC 2021). This brief draws on that report to summarize the performance of the nation of Botswana in pursuit of the seven Malabo Declaration commitments and assesses the challenges faced and the lessons learned by the country. The brief also reviews policy, programmatic, and investment changes in Botswana induced by the inaugural BR of 2017 (AUC 2018), the second BR of 2019 (AUC 2020), and the most recent BR. The final section of the brief highlights policy actions and programmatic measures Botswana must take for it to meet its Malabo Declaration commitments by 2025.

2. Progress by Botswana in Achieving the Malabo Commitments

For the third BR, the benchmark score, the minimum score for a country to be considered on-track to achieve the Malabo Declaration commitments by 2025, was 7.28 (AUC 2021). Botswana achieved an overall score of 4.95 which is far below the benchmark, indicating that the country was not on-track for achieving the Malabo Declaration commitments (Table 1). However, Botswana's overall score for the third BR was a 48 percent improvement over the country's overall performance score for the second BR of 2019, from 3.35 to 4.95. This improvement from the second to the third BR represents a turnaround from the decline



Botswana registered between the first BR of 2017 and the second, from 4.38 to 3.35.

Table 1. Botswana—summary of Biennial Review scores by Malabo commitment

Malabo commitment	First BR (2017)			Second BR (2019)			Third BR (2021)			% change, 3 rd BR-2 nd BR
	Score	Bench-mark	Progress	Score	Bench-mark	Progress	Score	Bench-mark	Progress	
1. Recommitment to CAADP	5.40	3.33	On track	5.92	10.00	Not on track	7.42	10.00	Not on track	25
2. Enhancing agriculture finance	3.40	6.67	Not on track	3.76	10.00	Not on track	6.67	7.50	Not on track	77
3. Ending hunger by 2025	2.37	3.71	Not on track	3.40	5.04	Not on track	2.80	6.32	Not on track	-18
4. Halving poverty through agriculture	3.68	2.06	On track	0.21	3.94	Not on track	0.67	5.81	Not on track	219
5. Intra-Africa trade in agriculture	4.68	1.00	On track	0.65	3.00	Not on track	5.06	5.00	On track	678
6. Enhancing resilience to climate change	4.61	6.00	Not on track	3.33	7.00	Not on track	3.37	8.00	Not on track	1
7. Mutual accountability	6.52	4.78	On track	6.15	7.67	On track	8.66	8.33	On track	41
All commitments	4.38	3.94	On track	3.35	6.66	Not on-track	4.95	7.28	Not on track	48

Source: Authors' calculations based on Botswana Biennial Review scores.

The improvement registered for Botswana between the second and third BR can be attributed to the country's generally improved performance across four of the seven Malabo Declaration commitments—recommitment to CAADP, agriculture finance, intra-African trade in agriculture, and mutual accountability. On both the intra-African trade in agriculture and the mutual accountability commitments, Botswana was found to be on-track to achieve them by 2025. More broadly, this improved performance reflects a closer alignment of policy changes in Botswana's agricultural sector to the CAADP program and to some improvement in the availability and quality of the data from Botswana for the third BR. However, it should be noted that at the time of the third BR the country performed lower than at the time of the first BR on the commitments to halve poverty through agriculture and enhancing resilience to climate change, even if slight improvements were seen in the scores for these commitments relative to the second BR.

As depicted in Table 2, the overall performance score for Botswana in the third BR was higher than the average for countries in the Southern Africa region as a whole. The country performed better than its peers in the region on four commitments—recommitment to CAADP, agriculture finance, intra-African trade in agriculture, and mutual accountability. It performed worse than the regional average for the commitments on ending hunger and on enhancing resilience to climate change, while Botswana's performance on ending hunger was very close to the

average performance on that commitment for all southern African countries

Table 2. Botswana—third Biennial Review scores relative to average for Southern Africa countries, by Malabo commitment

Malabo commitment	Botswana Third BR	Botswana status	Third BR Benchmark	Southern Africa avg.
1. Recommitment to CAADP	7.42	Not on-track	10.00	6.55
2. Enhancing agriculture finance	6.67	Not on-track	7.50	3.94
3. Ending hunger by 2025	2.80	Not on-track	6.32	2.79
4. Halving poverty through agriculture	0.67	Not on-track	5.81	1.43
5. Intra-Africa trade in agriculture	5.06	On-track	5.00	2.35
6. Enhancing resilience to climate change	3.37	Not on-track	8.00	5.58
7. Mutual accountability	8.66	On-track	8.33	6.14
All commitments	4.95	Not on-track	7.28	4.11

Note: The Southern Africa region is made up of Angola, Botswana, Eswatini, Lesotho, Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe.

Botswana was shown in the third BR to be on-track to achieve by 2025 the Malabo Commitments on intra-African trade in agriculture and on mutual accountability. Its improved performance on intra-African trade is linked to Botswana putting in place in recent years policies and programs to increase flows in agricultural commodities and services across the country's borders to and from other African countries. The country showed improvement in contributing to the third BR Process, which contributed to the improvement seen in the mutual accountability commitment.

3. Challenges and Lessons Learned from the Third Biennial Review in Botswana

While Botswana saw considerable improvement in its progress toward achieving the Malabo Declaration commitments by 2025 between the second and third BRs, the third BR showed that the country continues to face several challenges. These include:

- Data challenges related to monitoring performance on several commitments. Gaps in the needed data led to the country being judged to not be performing well on those commitments and, hence, being not on-track to achieve them by 2025.
- Low yields for the country's priority agricultural commodities affect the country's performance toward achieving the Malabo commitments. Low productivity results in low agricultural value added per hectare of arable land, which impedes agricultural growth and contributes to food insecurity.
- Botswana has not invested enough in agriculture. The share of total public expenditure in Botswana directed to agriculture is below the 10 percent minimum share to which the country committed itself under CAADP. This has resulted in poor performance by Botswana in addressing moderate and severe food insecurity in its population.
- Botswana has not designed and put in place inclusive public-private partnerships to improve the performance of its priority commodity value chains so that they expand and enter into new markets.
- The country needs to pay more attention to providing its youth with new job

opportunities in agriculture value chains. Doing so will contribute significantly to reducing poverty by half by 2025.

- The country also needs to strengthen its social protection policies to reduce vulnerability and enhance resilience for those who are food insecure.

All these challenges contributed to the country being found in the third BR to not being on-track to achieve all seven Malabo Declaration commitments by 2025.

Policy and Programmatic Changes in Botswana following the First Three Biennial Reviews

Botswana made important policy and programmatic changes between the second and the third BR, which to various degrees were motivated by the awareness of the country's progress towards the Malabo commitments provided by the BR results and processes. Thus, even though the country did not meet the third BR benchmark for its overall performance in making progress toward achieving the Malabo commitments by 2025, Botswana made good progress in the lead-up to the third BR on the following commitments:

- **Recommitment to the CAADP process:** The government of Botswana introduced some programmatic changes to improve on this commitment. The country developed a National Agriculture Investment Plan (NAIP) and subsequently integrated it into the national agriculture policy review and sector strategy development process (GoB 2021). The development of the NAIP involved participation by stakeholders from government, the private sector, research and knowledge organizations, farmer organizations, development partners, civil society, state-owned enterprises, and financial intermediaries. In addition, the country has expanded the Agricultural Sector High-level Consultative Committee to include representatives of farmer and civil society organizations. This was done in alignment with CAADP's guidelines on cooperation, partnership, and alliances. Strengthening such institutions is an essential part of Botswana's recommitment to the CAADP process.
- **Increasing public expenditures on agriculture:** The country was not on-track on this commitment. However, among the programmatic changes made to achieve some progress on the commitment was integrating the NAIP in the mid-term review of the current National Development Plan. The objectives of the NAIP guided some of the content of the new Botswana Country Program Framework for the Food and Agriculture Organization of the United Nations (FAO), which is the key UN partner organization for Botswana's agricultural sector. Agricultural content is also being mainstreamed in the development strategies of several other sectors, including youth, gender, trade, and infrastructure development. Finally, to support increased participation by youth and women in agriculture, Botswana developed a financial policy that is inclusive of the non-bank sector.
- **Ending hunger by 2025:** Despite the country performing poorly on this commitment in the third BR, several efforts have been made to address hunger in Botswana.
 - The country improved farmers' access to agricultural inputs and technologies by involving private input suppliers in the distribution of fertilizer and high-quality seed. The country also partnered with the private sector, civil society agencies, and development partners to expand the provision of agricultural advisory services.
 - The country expanded the area of cropland under irrigation through the Horticulture Impact Accelerator Subsidy under the Integrated Support Programme for Arable Agriculture Development (ISPAAD). The objective of this subsidy is to boost crop production and reduce imports.

- Botswana established the National Agricultural Research Development Institute to assist with agricultural research and development issues.
- The Ministry of Agriculture jointly with the Ministry of Labor and Home Affairs was responsible for reviewing applications by non-citizens to work in Botswana's agriculture sector. The agriculture sub-committee of Business Botswana—the national representative body for the private sector—requested the government to facilitate non-citizen laborers to take up vacant farm labor jobs due to local shortages of such labor.
- The FAO conducted studies in Botswana for the African Post-Harvest Loss Information System (APHLIS) on how to measure post-harvest losses with the assistance of several officers from the Ministry of Agriculture.
- The country has established food security, nutrition, food safety, and social protection strategies that will contribute to eliminating hunger in Botswana. Among the actions taken under these strategies are:
 - The Department of Social Services under the Ministry of Local Government and Rural Development provides any district with a prevalence of underweight young children above 10 percent with food baskets for distribution.
 - Supplemental vulnerable group feeding programs are in place to reduce the number of underweight children under 5 years of age
 - Education programs are being disseminated to promote healthy eating and the prevention of diet-related diseases.
- In terms of policy initiatives, Botswana reviewed its agricultural policies and strategies and has integrated NAIP into them to promote agricultural sector transformation. The Agriculture Support Programmes continue to be implemented with close monitoring. Finally, a new food safety bill has been drafted.
- **Halving poverty through agriculture by 2025:** The government of Botswana has made several programmatic changes to improve progress towards this commitment. The government has allocated increased resources to agriculture through input subsidies, expanded advisory services, and increased training, usually in partnership with the private sector, civil society organizations, and development partners. Inclusive public-private partnerships for priority commodity value chains have been established, which include in their design targeted support to youth and women. Furthermore, the Ministry of Agriculture, with support from FAO, has developed an Agriculture and Gender Strategy.
- **Boosting intra-African trade in agricultural commodities and services:** To accelerate progress toward achieving this commitment, for which the country is now on-track, Botswana signed on as a member of the African Continental Free Trade Area (AfCFTA), a free trade area encompassing most of Africa. The country also has built strategic infrastructure for trade facilitation, such as the Kazungula One Stop Border Post to facilitate trade with Zambia. The government has also adopted an expansionary monetary policy by using prime interest rates to reduce food price volatility.
- **Enhancing resilience to climate change:** As Botswana is not on-track on this commitment, several programs have been established to improve its performance. The government and its development partners have adopted permanent investment budget lines to respond to spending needs on climate change resilience-building initiatives. The initiatives that are being supported include disaster preparedness plans, establishing functional early warning and response systems, social safety nets, and weather-based index insurance programs.
- **Mutual accountability:** Botswana was found in the third BR to be on-track on this



commitment with a positive change in its commitment score relative to the second BR of 41 percent. This outstanding performance was brought by several programmatic changes:

- Developing monitoring and evaluation strategies and plans for every government sector to build the country's capacity for evidence-based planning and implementation and for monitoring and evaluation. The Malabo Declaration is now domesticated within the monitoring and evaluation systems of Botswana's agricultural sector.
- As noted, NAIP (GoB 2021) has been integrated into the revised Agriculture Development and Transformation Policy, which is soon to be tabled in Parliament.
- The inclusion of representatives of farmer and civil society organizations in the Agricultural Sector High-Level Committee of the National High-Level Consultative Council was important to strengthen mutual accountability for actions and results.
- The National Development Planning Process has adopted Thematic Working Groups in which sectors jointly plan around common areas of service delivery. These include groups on Social Upliftment, on Economy and Employment, on Sustainable Environment and Governance, and on Peace and Security.
- Lastly, the private sector and civil society organizations, through Business Botswana and the Botswana Coalition of Non-Governmental Organisations, were part of the team that prepared Botswana's third BR report. The participation of these institutions has strengthened the commitment of Botswana toward achieving all commitments under the Malabo Declaration.

Botswana—Priority Actions and Recommendations for Ensuring Achievement of Malabo Commitments by 2025

Botswana was not on-track to meet all seven Malabo Declaration commitments by 2025 at the time of the third BR. Hence specific attention is needed on some issues to enable Botswana to achieve all of the commitments by 2025. The country showed significant improvement on two commitments—on intra-African trade in agriculture and on mutual accountability. However, its performance on the other five commitments was below expectations. To improve progress on those commitments so that the country achieves them by 2025, Botswana needs to implement the following recommendations:

- **Recommitment to the CAADP process:** Botswana should pay more attention to putting in place evidence-based policies and strategies that are aligned with the CAADP process. A strong multi-sectoral and multi-stakeholder coordination body to guide Botswana's actions in this regard is required. In terms of stakeholder representation in such policy and coordination processes, the country should include development partners, who now are missing in most agricultural sector policy and planning processes.
- **Enhancing agriculture finance:** The country should increase its level of public expenditure on agricultural research and extension as a percentage of agriculture value added; improve the level of official development assistance received for agriculture; increase levels of disbursement as a share of commitments of public funding to the agricultural sector; improve the ratio of domestic private sector investment in agriculture to agriculture value added; and improve the ratio of foreign private sector investment in agriculture to agriculture value added. If Botswana is to be on-track on this commitment at the time of the next BR, the country must invest more in agriculture as per the CAADP requirements.

- **Ending hunger by 2025:** Botswana performed poorly across the various components of the Malabo hunger commitment in the third BR. The country should therefore pay more attention to expanding social protection initiatives; effectively addressing disasters and emergencies that have adverse implications for food and nutrition security; taking steps to significantly increase the share of young children that receive a Minimum Acceptable Diet and to significantly reduce the prevalence of underweight, wasting, and stunting among such children. In addition, the country should improve food safety, as the current food safety system is fragmented with various government institutions having duplicative food safety mandates. There is a need for clarity in the roles of those involved and for coordination for effective and efficient implementation and monitoring. Finally, despite initiatives to reduce post-harvest loss, the country lacks technical support to cover such issues. Botswana should pay more attention to all these issues if it hopes to make strong progress toward ending hunger by 2025.
- **Halving poverty through agriculture by 2025:** Botswana has a poor record on poverty reduction across all three BRs to date. This can be attributed to under-investment in agriculture and failure to provide training and affordable loans to the youth in agribusiness as part of job creation efforts. The country has also failed to achieve much growth in value addition in agriculture and has failed to bridge a large gap in agricultural commodity prices between the farm gate and wholesalers. Botswana also has made only small progress in establishing private-public partnerships with strong linkages to smallholder farmers in order to improve priority agricultural commodity value chains. The country is urged to improve on this commitment by paying more attention to these issues.
- **Enhancing resilience to climate change:** Botswana's performance on this commitment is poor for the third BR, just as it was not on-track for the first and second. An important reason for this poor performance is that Botswana does not provide sufficient public funding to efforts aimed at building resilience to climate change. The country should also expand the area of agricultural land under sustainable land management practices and establish government budget lines to respond to spending needs on resilience-building initiatives.

Beyond the seven Malabo declaration commitments, Botswana can also do better in monitoring its performance on the commitments through the BR process. There is a need to work on data management and storage issues to consolidate data from the agricultural sector, in particular. Data collection and management capacities must be strengthened in the agricultural sector. All data should be disaggregated by sex and youth status to ensure that they appropriately inform policy and program design and decision-making during implementation. Data on funding for the agricultural sector in Botswana from non-state parties should be gathered and used to more accurately reflect the consolidated funding that goes to the sector.

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