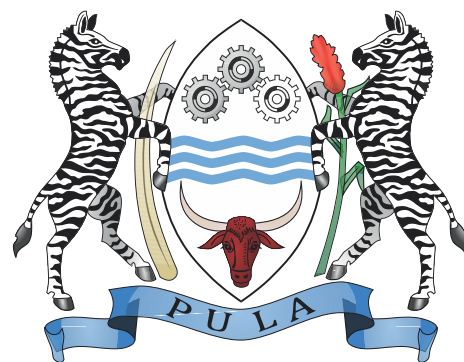


FOURTH CAADP
BIENNIAL REVIEW
BRIEF
BOTSWANA



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

Fourth CAADP Biennial Review Brief: Botswana

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This policy brief was developed by the Regional Strategic Analysis and Knowledge Support System for Eastern and Southern Africa (ReSAKSS-ESA), which is facilitated by AKADEMIYA2063 and the International Water Management Institute (IWMI), and Botswana's Ministry of Agriculture.

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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..

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1. Introduction

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

The Malabo Declaration outlines the vision of Africa's leaders to accelerate 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 CAADP
2. Enhancing investment finance in agriculture
3. Ending hunger in Africa by 2025
4. Halving poverty by 2025 through inclusive agricultural growth and transformation
5. Boosting intra-African trade in agricultural commodities and services
6. Enhancing the resilience of livelihoods and production systems to climate variability and related risks
7. Ensuring mutual accountability for actions and results by conducting a continent-wide Biennial Review (BR) to monitor progress in achieving the seven Malabo Declaration commitments

As part of fulfilling the seventh commitment on mutual accountability, the fourth CAADP BR report was endorsed during the 37th Ordinary Session of the Assembly of African Union Heads of State and Government held on February 17-18, 2024. This brief draws on that report to summarize Botswana's performance in pursuit of the seven Malabo Declaration commitments. In addition, the brief assesses the challenges faced and lessons learned by the country. The brief also reviews policy, programmatic, and investment changes in Botswana induced by the inaugural BR (BR1) of 2017 (AUC 2018), the second BR (BR2) of 2019 (AUC 2020), the third BR (BR3) of 2021 (AUC 2021), and the most recent BR (BR4) of 2023 (AUC 2023). The final section of the brief highlights policy actions and programmatic measures Botswana must take in order to meet its Malabo Declaration commitments by 2025.

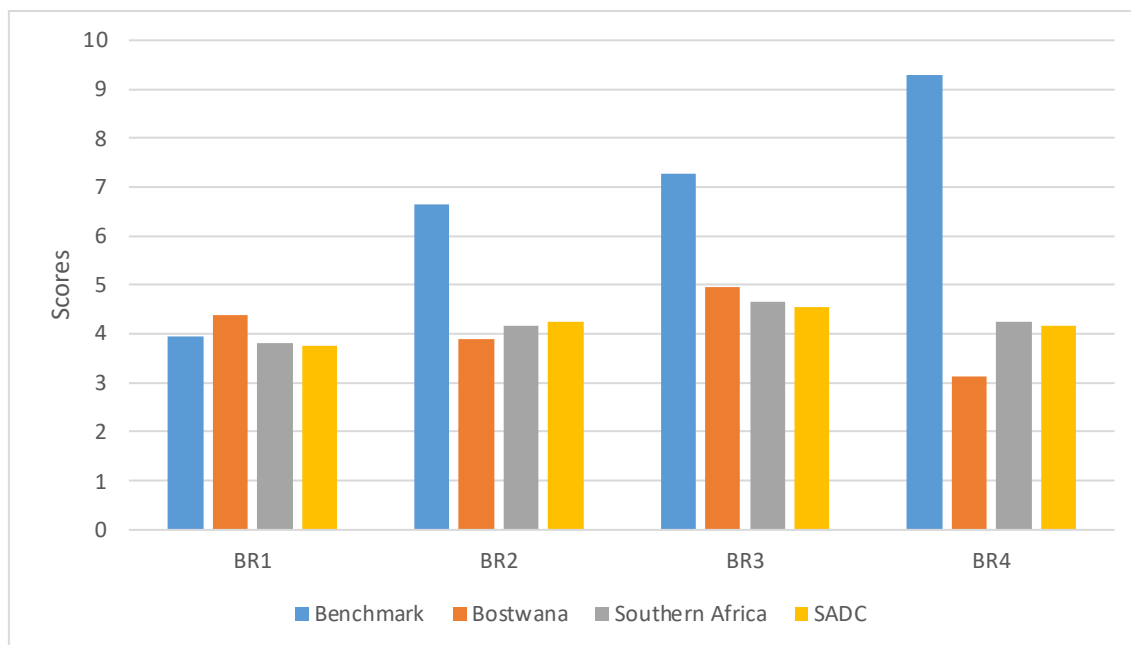
2. Botswana's Progress Toward Achieving the Malabo Commitments

The benchmark score for BR4, the minimum score for a country to be considered 'on track' to achieving the Malabo Declaration commitments by 2025, was 9.29 (AUC 2022). Botswana achieved an overall score of 3.14, far below the benchmark, indicating the country was not on track to achieve the Malabo Declaration commitments (Figure 1). Moreover, Botswana's overall score in BR4 (3.14) represented a 36.6 percent decline in the country's overall performance score from BR3 in 2021 (4.95). This decline from BR3 to BR4 represents a turnaround from Botswana's improved performance between BR2 in 2019 and BR3 in 2021, from 3.90 to 4.95.



Botswana's overall performance score in BR4 was below the average for countries in the Southern African Development Community (SADC) and the Southern African region as a whole. This is a reversal from BR3 when Botswana's overall score was higher than the SADC and Southern Africa averages.

Figure 1: Overall performance scores for Botswana, SADC, and the Southern Africa region for the four BRs



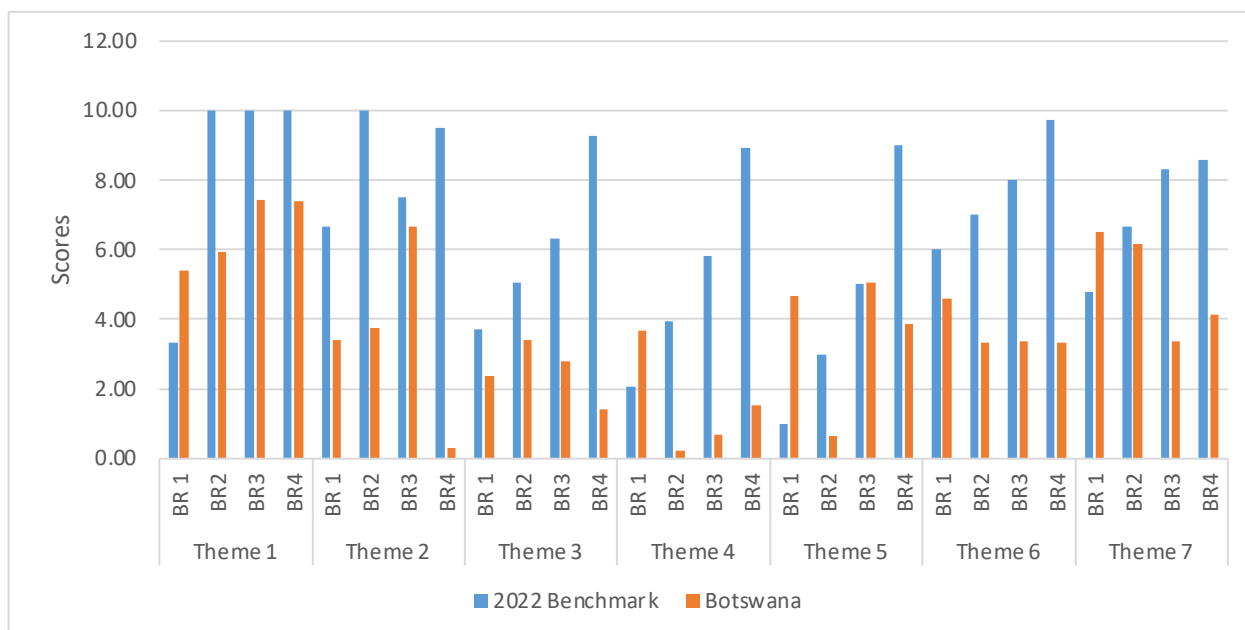
Source: AUC 2023.

Note: The Southern Africa region is made up of Angola, Botswana, Eswatini, Lesotho, Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe. SADC is made up of 16 countries, namely Angola, Botswana, Comoros, Democratic Republic of the Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia, and Zimbabwe.

Botswana's commitment-specific performance scores in BR4 fell short of the respective benchmark scores for all Malabo Declaration commitments (Figure 2). The commitments on halving poverty through agriculture and enhancing mutual accountability were the only ones whose performance improved from BR3 to BR4. However, Botswana's performance on these commitments still fell short of their respective BR4 benchmarks, similar to the other five commitments. These results show that Botswana was not on track to meet any Malabo Declaration commitment by 2025. This poor performance across all commitments over the four BR cycles is a matter of concern. The country will need to make substantial efforts to realize the Malabo Declaration commitments by 2025.



Figure 2: Summary of Botswana's BR scores by Malabo commitment



Source: Authors' computations using BR data.

3. Challenges and Lessons Learned from the Fourth BR in Botswana

Botswana recorded considerable improvements in its progress toward achieving the Malabo Declaration commitments by 2025 between BR2 and BR3. However, this was followed by a decline in progress between BR3 and BR4. The fourth BR showed that the country continues to face several challenges, including:

- Data challenges related to monitoring performance on several commitments. Various data gaps meant that the country was judged as not performing well on certain commitments and was regarded as not being on track to achieve them by 2025.
- Low yields for the country's priority agricultural commodities affected the country's performance. Poor 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 the country that is directed toward agriculture is below the 10 percent minimum share recommended by CAADP. This has resulted in Botswana's poor performance in addressing moderate and severe food insecurity in the country.
- Botswana has not designed and put in place inclusive public-private partnerships (PPPs) to improve the performance of its priority commodity value chains and support expansion 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 halving poverty 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 BR4 assessment that the country was not on track to achieve all seven Malabo Declaration commitments by 2025.

4. Policy and Programmatic Changes in Botswana Following the First Three BRs

Botswana made several important policy and programmatic changes between the first, second, third, and fourth BRs, which to various degrees were motivated by the BR results and processes, as well as awareness of the country's progress towards the Malabo commitments. While Botswana did not meet the BR4 benchmark for its overall performance, the country made good progress in the lead-up to the fourth BR on the following commitments:

Recommitment to the CAADP process: Botswana's government introduced various programmatic changes to improve its performance 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). Development of the NAIP involved participation by stakeholders from the government, the private sector, research and knowledge organizations, farmer organizations, development partners, civil society, state-owned enterprises, and financial intermediaries. In addition, the country expanded the Agricultural Sector High-level Consultative Committee to include representatives from farmer and civil society organizations. This was done in alignment with the 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 expenditure on agriculture: The country was not on track on this important indicator for tracking the commitment on Enhancing finances for agricultural investments. However, among the programmatic changes made to achieve some progress on the commitment was integrating the NAIP into the mid-term review of the current National Development Plan. The NAIP's objectives shaped some of the contents 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 includes the non-bank sector.

Ending hunger by 2025: Despite the country's poor performance on this commitment in BR4, several efforts have been made to address hunger in Botswana.

The country improved farmers' access to agricultural inputs and technologies by involving private sector suppliers in the distribution of fertilizer and high-quality seed. The country also partnered with the private sector, civil society organizations, 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 support research on agriculture and development issues.

The Ministry of Agriculture, together with the Ministry of Labor and Home Affairs, was responsible for reviewing applications by non-citizens to work in Botswana's agricultural sector. The agriculture sub-committee of Business Botswana – the national representative body for the private sector – requested the government's support for non-citizen laborers to take up vacant farm labor jobs due to local shortages of such labor.



FAO conducted studies in Botswana for the African Post-Harvest Loss Information System (APHLIS) on measuring 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. One of the actions taken as part of these strategies is the provision of food baskets by the Department of Social Services under the Ministry of Local Government and Rural Development to households in districts with a prevalence of underweight young children above 10 percent.

Supplemental vulnerable group feeding programs have also been put in place to reduce the number of underweight children under 5 years of age. The government is disseminating education programs to promote healthy eating and the prevention of diet-related diseases.

In terms of policy initiatives, Botswana reviewed its agricultural policies and strategies and aligned them with NAIP 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: Botswana's government has made several programmatic changes to improve progress under this commitment. For instance, the government has allocated increased resources to agriculture through input subsidies, expanded advisory services, and increased training, typically 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 targeted support for youth and women in their design. 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: Botswana is already on track under this commitment. To accelerate progress toward its attainment, Botswana signed on as a member of the African Continental Free Trade Area (AfCFTA), which covers most African countries. Botswana has also 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 with 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. Some of the initiatives being supported include the development of disaster preparedness plans, functional early warning and response systems, social safety nets, and weather-based index insurance programs.

Mutual accountability: In BR3, Botswana was on track under this commitment, with the country's score improving by 41 percent compared to BR2. This improved performance was brought about by several programmatic changes, including the development of monitoring and evaluation (M&E) strategies and plans for every government sector to build the country's capacity in M&E, as well as evidence-based planning and implementation. The Malabo Declaration is now embedded in Botswana's agricultural M&E systems.

As noted earlier, the NAIP (GoB 2021) has been integrated into the revised Agriculture Development and Transformation Policy, which will soon be tabled in Botswana's Parliament.

The inclusion of representatives from farmer and civil society organizations in the Agricultural Sector High-Level Committee of the National High-Level Consultative Council has helped strengthen mutual accountability for actions and results.

The National Development Planning Process has adopted Thematic Working Groups, in which



different sectors plan jointly around common areas of service delivery. These include groups on Social Upliftment, Economy and Employment, Sustainable Environment and Governance, and Peace and Security.

Lastly, the private sector and civil society organizations, through Business Botswana and the Botswana Coalition of Non-Governmental Organizations, were part of the team that prepared Botswana's BR4 report. The participation of these institutions has strengthened Botswana's resolve to achieve all Malabo Declaration commitments.

5. Priority Actions and Recommendations to Ensure Achievement of the Malabo Declaration Commitments by 2025

Botswana was not on track to meet all seven Malabo Declaration commitments by 2025 at the conclusion of the fourth BR. Various issues need specific attention if the country is to achieve all the Malabo commitments. Botswana has shown significant improvement in two commitments: (Theme 4) Halving poverty through agriculture and (Theme 7) Mutual accountability. However, its performance in the other five commitments has been below expectations. To improve progress on those commitments and enable their achievement 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 aligned with the CAADP process. Botswana needs a strong multi-sectoral and multi-stakeholder coordination body to guide its actions in this regard. Development partners should be included among the stakeholders represented in such policy and coordination processes as they are currently missing from most agricultural sector policy and planning processes.

Enhancing agricultural finance: The country should increase the levels of its public expenditure on agricultural research and extension as a percentage of agriculture value added; bolster the levels of official development assistance received for agriculture; increase levels of public finances disbursed to the agricultural sector; improve the ratio of domestic private sector investment in agriculture to agricultural value-added; and improve the ratio of foreign private sector investment in agriculture to agricultural value-added. For Botswana to be on track with this commitment for 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 this commitment in the fourth 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 who receive a Minimum Acceptable Diet, and significantly reduce the prevalence of underweight, wasting, and stunting among such children. In addition, the country should improve its food safety systems, as the current one is fragmented across different government institutions with duplicative food safety mandates. There is a need for clarity in the roles of those involved to facilitate coordination and achieve effective and efficient implementation and monitoring. Finally, despite initiatives to reduce post-harvest losses, the country lacks technical support to address this issue. Botswana should pay greater attention to all these issues to make strong progress toward ending hunger by 2025.

Enhancing resilience to climate change: Botswana's performance on this commitment was poor for the fourth BR, as was the case for the BR1 and BR2. One important reason for this poor performance is that Botswana does not provide sufficient public funding for efforts aimed at building resilience to climate change. The country also needs to expand the area of agricultural



land under sustainable land management (SLM) 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 more to monitor its performance through the BR process. Specifically, the country needs to strengthen data collection, management, and storage systems to consolidate agricultural sector data. All data should be disaggregated by gender and youth to ensure that they appropriately inform policy and program design as well as decision-making during implementation. Data on funding for Botswana's agricultural sector from non-state parties should be gathered and used to accurately reflect the consolidated funding directed toward the sector.

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