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Botswana: Country Assistance Evaluation 2004–2013 Summary Report

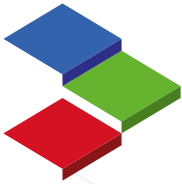
An IDEV Country Strategy Evaluation



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AFRICAN DEVELOPMENT BANK GROUP

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Abbreviations and Acronyms

AAA	Analytic and Advisory Activities	MDG	Millennium Development Goal
ADB	African Development Bank	M&E	Monitoring and Evaluation
ADF	African Development Fund	MIC	Middle Income Country
AfDB	African Development Bank Group	MOA	Ministry of Agriculture
AWF	African Water Facility	MOFDP	Ministry of Finance and Development Planning
BEAC	Business and Economic Advisory Council	NBFIRA	Non-Bank Financial Institutions Regulatory Authority
BEMA	Botswana Export and Manufacturing Association	NDB	National Development Bank
BID	Botswana Institute of Directors	NDP	National Development Plan
BIDPA	Botswana Institute of Development Policy Analysis	ODA	Official Development Assistance
BODAMIS	Botswana Development Assistance Management Information System	IDEV	Independent Development Evaluation
BPC	Botswana Power Corporation	PBL	Policy Based Lending
BSE	Botswana Stock Exchange	PCR	Project Completion Report
BWP	Botswana pula	PEEPA	Public Enterprise Evaluation and Privatization Agency
CER	Country Economic Review	PPP	Public-Private Partnership
CGC	Corporate Governance Code	PRS	Poverty Reduction Strategy
CGP	Country Governance Profile	RMC	Regional Member Country (of the AfDB)
CO	Country Office	RRC	Regional Resource Centre
CSO	Central Statistical Office (Statistics Botswana)	SADC	Southern Africa Development Community
CSP	Country Strategy Paper	SARC	Southern Africa Regional Resource Centre
EDSL	Economic Diversification Support Loan	SCB	Statistical Capacity Building
ESW	Economic and Sector Work	SME	Small and Medium Enterprise
FDI	Foreign Direct Investment	SRF	Special Relief Fund
GDP	Gross Domestic Product	SSA	sub-Saharan Africa
GNI	Gross National Income	TA	technical assistance
GOB	Government of Botswana	TVET	Technical and Vocational Education and Training
IMF	International Monetary Fund	UA	Unit of Account
JPY	Japanese Yen	UNDP	United Nations Development Programme
LOC	Line of Credit	USD	United States dollar



Photo Credits: Gamma Earo Kumbi
Photos taken during evaluation mission

Preface

This country strategy paper evaluation, prepared by Independent Development Evaluation (IDEV) at the African Development Bank Group (AfDB), evaluates AfDB assistance to Botswana during the 2004–2013 period. It examines the relevance to and congruence of the objectives of the 2004 and 2009 Country Strategy Papers (CSPs) in supporting the development challenges faced by Botswana during this period; the extent to which the two CSPs contributed to the realization of Botswana's national development outputs, outcomes and goals; the factors that facilitated or limited the achievement of the results. The evaluation also draws relevant lessons from the performance of the two CSPs to provide actionable recommendations aimed at improving the design, implementation, and management of the Bank's new CSP for Botswana.

The evaluation employed a combined top-down, bottom-up approach to performance assessment. The top-down approach assessed (i) the extent of the overall results of the Bank's assistance and how they contributed to Botswana's development outcomes; and (ii) the Bank's performance (relevance of objectives and design, coherence of lending with non-lending and safeguard policies, implementation quality, quality of analytical and advisory services and follow-up works, and partnership activities). The bottom-up approach assessed the performance of the individual lending and non-lending instruments (including loans, grants, policy dialogue, analytical and advisory services) in the key sectors of intervention in the

CSPs: infrastructure, financial and private sector development, and macroeconomic dialogue. A mix of 4- and 6-point rating scales was used to apply the standard IDEV evaluation criteria of relevance, effectiveness, efficiency, outcome/impact, and sustainability.

A mixed methodological approach was used to generate the information needed for assessment. This included (i) a desk review of relevant Bank documents (including strategies, policies, completion reports, mid-term reviews, portfolio performance reports, project completion review notes, other evaluation reports, economic and sector work (ESW), dialogue and advisory activities; IDEV database, AfDB information system), Government of Botswana (GOB) reports, and reports from the general literature (including the web); (ii) discussions with relevant Southern Africa Regional Resource Centre (SARC) staff; (iii) interviews and discussions with relevant stakeholders (Bank staff, Botswana government officials, and private sector stakeholders); (iv) a perception survey of key and informed in-country stakeholders, including development partners; and (v) a country visit in May/June 2013 that included trips to project sites. The mixed method made it possible to triangulate data and helped address the limitations resulting from data quality and availability.

Feedback from the Country Team, and from the GOB have been addressed in the report to the extent possible. ■

Executive Summary

This report evaluates the African Development Bank Group's assistance to Botswana during the 2004–2013 period. Using the 2004 and 2009 CSPs and other materials discussed in the Preface, this report assesses the relevance and congruence of the objectives of the two CSPs in supporting the development challenges faced by Botswana during the period under discussion, the extent to which the two CSPs contributed to the realization of Botswana's national development outputs, outcomes, and goals, and the factors that facilitated or limited the achievement of the results. It draws relevant lessons from the performance of the two CSPs in order to provide actionable recommendations, particularly for improving the design, implementation, and management of the Bank's new CSP for Botswana.

Country Context

Botswana was a poor country at independence in 1966, but the discovery of diamonds — together with fiscal discipline and sound economic management — enabled it to achieve one of the world's highest economic growth rates and led the country into middle income (MIC) status, with a current per capita gross national income (GNI) of USD 7,480, compared to USD1,594 for Africa as a whole and USD2,780 for all developing countries in 2011. Botswana's success was largely fueled by the mining sector, which currently accounts for more than one-third of gross domestic product (GDP), about 80 percent of export earnings, and about half the government's revenues. Botswana's heavy reliance on a single export commodity accounted for the sharp economic contraction during the recent 2008–2009 global financial crisis. Tourism, financial services, subsistence farming, and livestock are

other key sectors, but these represent much smaller shares of GDP by comparison with the mining sector. The openness of the country's political system has been a significant factor in Botswana's stability and economic growth. Elections since independence in September 1966 have been free and fair, and held on schedule every five years.

Development Challenges and Bank Group Strategy

Despite its MIC status, Botswana faces a number of development challenges similar to those of other countries in sub-Saharan Africa (SSA): high export concentration, limited economic diversification, high unemployment (especially among youth), and poverty. As a large, land-locked, sparsely populated country (about 3.4 persons per square km), the country also faces infrastructure limitations with implications for private sector development. Poverty and unemployment levels are high relative to other MICs, while the high incidence of HIV/AIDS has impacted unfavorably on social sector indicators. Unemployment was estimated at 17.5 percent in 2012, while the poverty rate was estimated at 19.3 percent (with a Gini coefficient of over 0.6) in 2009/10.

The Bank's two CSPs (2004 and 2009) under review aimed to support the government's poverty reduction and economic diversification agenda (laid out in the 9th and 10th National Development Plans) by promoting the role of the private sector and small and medium enterprises (SMEs) in raising productive capacity, increasing income levels, diversifying the economy, broadening the benefits of growth, and assisting in alleviating constraints to business activity

and disincentives to investment by addressing infrastructure constraints in energy, transport and water, and thereby enhancing competitiveness.

Bank assistance to Botswana during the implementation of the two CSPs comprised 19 operations: four lending operations supported by six feasibility studies, nine technical assistance or capacity-building operations, and ESW comprising the balance. Botswana also benefitted from two multinational (or regional) operations in transport (the Kazungula Bridge Project between Zambia and Botswana) and environment (capacity building on climate change). Of the 19 operations, 10 are closed and 9 are ongoing. Bank assistance to Botswana amounted to UA 1,194.8 million, 99.4 percent of which is made up of ADB window resources. A large share of the portfolio (82 percent in terms of financing) comprises budget support (policy-based lending), a facility extended to Botswana in response to the 2008 global financial crisis. The balance of the portfolio comprises smaller operations, generally under UA 1 million, financed by MIC grants and loans accounting for 62 percent of the operations.

Performance of Bank Assistance

The Bank's 2004–2013 assistance to Botswana under the CSP pillars (infrastructure development, economic diversification, private sector development, and non-lending activities¹) is relevant and likely to achieve its development objectives but with substantial delivery delays and high risks to sustainability. The contribution of the Bank's 2004–2013 assistance to Botswana's national development results is thus likely to be moderately satisfactory. This performance was mainly facilitated by the Bank's opportunistic, responsive and relevant strategy but was weakened among other things by long implementation delays, limited selectivity, risk

analysis, and monitoring and evaluation (M&E) deficiencies.

Bank support for infrastructure development (power and water control systems) is likely to achieve moderately satisfactory outcomes. The assistance for the Morupule-B Power Project is timely and likely to help Botswana meet its medium-term power demand. The technical support for a study on solar energy is likely to help expand Botswana's potential for alternative energy sources. In the agriculture sector, the Pandamatenga Water Control Project and other support, despite delays, are likely to enhance future agricultural productivity, attract additional private investment into the sector, and contribute to meeting the government's goal of expanded agricultural production.

The Bank's support for economic diversification through private sector development and non-lending activities shows mixed outcomes, though its overall performance is moderately satisfactory. While the outcome of the lending activities is moderately satisfactory, that of the non-lending operations is moderately unsatisfactory. The Economic Diversification Support Loan was timely and responded appropriately to a critical fiscal shortfall that allowed the government to manage its development (capital) budget without undue disruption. But the performance of the MIC grant-funded activities was far below the expectations. The line of credit (LOC) to the National Development Bank (NDB) is likely to contribute to small business expansion, an export drive to Botswana's neighbors, and poverty reduction, but the Corporate Governance Code (CGC) has yet to be applied. Overall, the state of the Bank's macroeconomic dialogue in Botswana is rated moderately unsatisfactory because of its infrequency.

In response to IDEV's review of the 2002 CSP, the Bank was able to redouble its effort in non-lending activities during the period of the 2004 CSP and

largely achieve its stated objectives for analytic and advisory activities (AAA) and capacity building. In contrast, the formulation and implementation of the AAA and capacity building program for the 2009 CSP did not meet expectations. In addition, the Bank was unable to collaborate with other development partners so as to benefit from their knowledge and field presence and avoid duplication of efforts, although the few studies conducted are relevant to the broader diversification thrust of the Bank's assistance. In general, the Bank's effort in partnership building was weak despite the broad range of opportunities to explore joint analytical work and co-financing. Partnership with GOB has improved substantially over the years, but may require some form of country presence beyond the establishment of a regional office in South Africa. The Bank has not distinguished itself in its partnerships with either the private sector or with NGOs.

Recommendations

The key emerging recommendations are that the Bank should:

- Ensure that its strategy capitalizes on emerging development opportunities, and that it is selective. The focus of the CSP should emphasize the Bank's additionality in areas of Botswana's development needs that are not met by other development partners (including the private sector).
- Further strengthen its program design and M&E framework in order to improve the development of the results orientation of the CSP and to better assess program risks. The M&E system should pay specific attention to (i) distinguishing between development outcomes and outputs, (ii) indicating how the Bank's deliverables would contribute to national development results, and (iii) ensuring effective implementation, reporting, and use.
- Prioritize capacity building and institutional reforms, which are among the critical challenges facing Botswana. The traditional training and establishment of specialized capacity building structures are insufficient for alleviating the problem. As a result, alternative approaches should respond to the requirement by having certain public sector agencies in the country engage knowledgeable and experienced consultants to work with their staff in the short to medium term on dedicated issues. The Bank has a comparative advantage in developing such a group and should seek to support Botswana in this area by defining the requisite financing implications.
- In partnership with other development partners, support GOB to deepen its analytical framework on economic diversification along the lines currently pursued in the mining and diversification studies. Such a framework should help define the causal link between various interventions and how they promote the attainment of vertical and horizontal economic integration. The knowledge development agenda should be a high priority for the Bank in Botswana.
- Support the growing need to strengthen institutional mechanisms for mobilizing financial resources (including the private sector) for meeting the maintenance needs of an extended (and expanding) infrastructure network. Providing analytical underpinnings and capacity-building support for developing tariff structures and maintenance schemes would constitute substantial assistance to Botswana's emerging infrastructure sector.
- Seek workable solutions, in collaboration with GOB (through the Ministry of Finance and Development Planning [MOFPD]), to the long-standing delays in implementing the Bank's program. ■



PANDAMATENGA INFRASTRUCTURE
DEVELOPMENT
PROJECT
Funded by AfDB

Management Response

Management welcomes IDEV's Evaluation of the African Development Bank's assistance to Botswana during 2004-2013, covering the last two Country Strategy Papers (CSPs) for the country. The Evaluation provides a timely assessment of the relevance and congruence of the objectives set in the CSPs in supporting the development challenges faced by Botswana at the time. It also articulates invaluable lessons from the performance of the two CSPs that have proved useful in informing the design, implementation and management of the Bank's new CSP for Botswana for the period 2014-2018. Management generally agrees with the findings of the Evaluation, notably the need for the Bank to remain selective, while ensuring that its strategy is opportunistic enough to facilitate seizing of emerging development opportunities. The Evaluation also rightly points out the need for the Bank's strategy to emphasize Bank's additionality in areas of the country's development needs that would not be met by other development partners (including the private sector).

Relevance

Management agrees with IDEV that the two CSPs were fully aligned with the strategic thrust of the Government's development agenda spelt out in the 10th National Development Plan (NDP10) covering the period 2009-2016, mainly geared towards sustainable rapid economic growth and the development of reliable infrastructure. By contributing towards helping Botswana achieve high, inclusive and sustainable growth, which is also NDP10's main goal, the new CSP maintains the same strategic alignment with Botswana's NDP10.

Effectiveness

While recognizing the caution regarding the Bank's effectiveness arising from the limited portfolio, Management is encouraged by IDEV's findings on the efforts to help remove infrastructure bottlenecks in three key sectors: power; water; and access roads for agricultural development. The Morupule-B Power Transmission project support is rated satisfactory given the substantial progress towards the Bank's expected outputs and the high Government commitment to making the power plant functional. In line with IDEV's findings, Management will

ensure that future energy projects will incorporate key institutional aspects, especially on tariff and management issues in the power sector to enhance the sector's cost recovery performance and short-to-medium term sustainability.

Management welcomes IDEV's finding that the Bank's interventions in water control were in line with the Government's efforts to promote agricultural commercialization in locations with a comparative advantage for arable farming to complement the fragmented traditional small holdings that have characterized the arable farming landscape. The main support provided through the Agricultural Infrastructure Development Project at Pandamatenga is on course to attain its objectives, with a 50 percent physical implementation rate. In compliance with IDEV's recommendation, Management will seek to increase the effectiveness of Bank interventions in this sector by enhancing the monitoring and evaluation system.

Management is encouraged by IDEV's finding that the Bank's support to Transport Sector Studies has proved invaluable. Notably, the Botswana/Zambia North-South-Corridor Feasibility Study provided the basis for the design and implementation of the Kazungula Bridge project, a multinational project

which links Botswana and Zambia, and for the mobilization of financing from other donors such as JICA.

Sustainability

Management agrees with IDEV's observation that while there are delays associated with the Morupule-B power project that may not be attributed to the Bank, the relationship among the three main financing agencies (the Bank, the World Bank, and the Industrial and Commerce Bank of China) and the contractor for the project provides lessons for future cooperation. Based on lessons learnt, management will ensure that in a complex project such as Morupule-B, attempts will be made to seek joint financing arrangements, instead of parallel financing as this has the advantage of forcing cooperation and coordination among partners. The Government's plan to mobilize financing for the proposed solar energy project, a Concentrated Solar Power Project, through the use of public-private-partnership is also a welcome development.

The Government of Botswana should therefore consider the Government of South Africa's positive experience with its Renewable Energy Independent Power Producer Programme (REIPPP) and the Bank's proposed private sector operation (PSO) loan to the promoter of a Concentrated Solar Power Project.

Management also concurs with IDEV's finding that it is too early to evaluate the sustainability of the Pandamatenga Project. However, it is recognized that the findings from the Agricultural Sector Review (2007) have been used as a key input in the on-going effort by the Government and sector stakeholders in the revision of the National Policy of Agriculture Development of 1991.

With regard to private sector development, Management notes IDEV's findings that the Line

of Credit (LoC) to the National Development Bank may not be sustainable. Issues that need to be addressed to improve sustainability include the weak LoC monitoring and evaluation system, and periodic workshops for its clients to share experiences. The Evaluation Team was unable to assess the outcome of the Bank's support for the development of Botswana's capital market through the floating of a Pula bond because of the absence of adequate information on the nature and effect of the support.

Partnership and aid coordination

Management concurs with IDEV's observation that Botswana has a limited number of development partners, thus underscoring the need for development assistance of the traditional form. The country is neither a member of a Roundtable nor a Consultative Group. The Aid Coordination Forum established by the Government in 2007 remains the major platform that brings together members of the diplomatic missions, bilateral partners, UN agencies, multilateral organizations and government institutions in line with the Paris and Accra Declarations. Nonetheless, the effort is still in its infancy and lacks a clear strategy of what role the Government wants to assign to each development partner. In addition, the attempt to establish a database for partner assistance (the Botswana Development Assistance Management Information System – BODAMIS) has stalled. The Forum meets twice a year and is co-chaired by the Ministry of Finance and Development Planning (MOFDP) and the United Nations Development Program (UNDP). Notably the Bank Group participates regularly in the meetings. In an effort to enhance coordination, the Bank makes efforts to undertake joint missions in co-financed operations. To this end, the Bank and the World Bank have been participating in joint missions, especially with respect to the Morupule-B Power Project. ■

The Bank's new CSP 2014-18 for Botswana was being finalized and was scheduled for Board consideration in September 2014. The undertaking of the evaluation was, therefore, timely as the CSP benefitted from IDEV's analysis and recommendations, and key lessons were fully integrated into the report. Specific actions and lessons taken by the Southern Africa Resource Centre (SARC) are flagged in this Management Action Record. Going forward, these lessons will also inform future CSPs.

Recommendation	Management's response
<i>Recommendation 1: Ensure the strategy capitalizes on emerging development investment opportunities, and yet remains narrow in focus.</i>	
<p><i>The strategy should emphasize Bank's additionality in areas of the country's development needs that would not be met by other development partners (including the private sector). To use limited resources more effectively, the strategy should seek deeper engagement in a limited set of areas.</i></p>	<p>Agreed: In line with IDEV's recommendation, the new CSP emphasizes Bank's additionality and is highly selective:</p> <ul style="list-style-type: none"> ■ The draft new CSP focuses on two strategic pillars: (i) Infrastructure Development to Increase Productivity (energy and water sectors); and, (ii) Private Sector Development. Recognising that the transport sector could present emerging opportunities, the CSP proposes to include this as an issue of dialogue, with the possibility to respond to needs as they emerge. ■ More generally, the need for flexibility is underscored in recognition that the Government's borrowing preferences could change depending on the fiscal space. To this end, the draft new CSP proposes a strategic approach to business development; annual business plans will be used to adjust the CSP program and any changes to the results framework, to ensure that it remains aligned with government preferences. SARC has stepped up efforts to acquaint Government officials and key stakeholders with the Bank's financial products and services through dialogue and regular workshops in order to enhance business and pipeline development in Botswana. ■ Bank's additionality will be ensured by focusing Bank support on advisory services in such areas as structuring of guarantees required to help finance Botswana's infrastructure projects.
<i>Recommendation 2: Further strengthen the programme design and M&E framework in order to improve the development of the results orientation of the CSP as well as better assessment of programme risks.</i>	
<p><i>Delays in programme implementation could be traced to the lack of sufficient planning, which could be facilitated by adequate design and M&E system. The M&E system should pay specific attention to (i) distinguishing between development outcomes and outputs, (ii) indicating how the Bank's deliverables could contribute to national results, and (iii) implementation, reporting and use.</i></p>	<p>Agreed: Results framework that clearly distinguishes outcomes and outputs will be updated annually to reflect annual business plans agreed with the Government. Sector-level findings and recommendations will be discussed with the Government at country programming and portfolio review missions, which should help both the Government and the Bank to better assess the programme risks. A flexible approach will be adopted to incorporate any feedback received during the course of CSP implementation. Progress towards the attainment of the development objectives will be tracked by conducting annual Country Portfolio Performance Reviews (CPPRs).</p>

Recommendation	Management's response
<p><i>Recommendation 3: Prioritize capacity-building and institutional reforms, which are part of the most serious challenges facing Botswana</i></p>	
<p><i>Traditional training and establishment of specialized "capacity-building" structures have been less effective in alleviating the problem. As a result, alternative approaches should respond to the requirement by certain public sector agencies in the country for the attachment of a knowledgeable and experienced consultant(s) who could work with their staff for short-to-medium-term on day-to-day dedicated issues. The Bank has the comparative advantage to develop the capacity of such a group and should seek to support Botswana in this area by defining the required financing implications.</i></p>	<p>I Agreed: Results framework that clearly distinguishes outcomes and outputs will be updated annually to reflect annual business plans agreed with the Government. Sector-level findings and recommendations will be discussed with the Government at country programming and portfolio review missions, which should help both the Government and the Bank to better assess the programme risks. A flexible approach will be adopted to incorporate any feedback received during the course of CSP implementation. Progress towards the attainment of the development objectives will be tracked by conducting annual Country Portfolio Performance Reviews (CPPRs).</p>
<p><i>Recommendation 4: Seek workable solutions in collaboration with the Government to addressing the long-standing delays in implementing the Bank's programme.</i></p>	
<p><i>Explore the provision of adequate exposure for project implementation units (PIUs) to the Bank's procedures and procurement requirements at project launching; Streamline the procedures within the Bank on the frequency of supervision missions and the time it takes to turn-around requests for "no-objection"; Enhance project risk assessment, especially with respect to procurement to avoid selecting inappropriate contractors; Institute timely hand-over mechanism when changes in a task-manager occur as well as their timely communication to the client; and Work with Government, through Ministry of Finance and Development Planning, to facilitate regular "informal" meetings for PIUs to share implementation experiences.</i></p>	<p>I Agreed: The CPPR undertaken in 2013 during the preparation of the CSP affirmed the existence of the challenges as identified by IDEV. The Bank and the Government agreed on a Country Portfolio Improvement Plan (CPIP) articulating measures to enhance portfolio performance. At the same time, the Bank organized Workshops to provide information on Procurement and Public Financial Management issues to all the project staff. SARC has already initiated some of these measures by fast-tracking the implementation of ongoing operations through ensuring appropriate skill-mix and frequent supervision of projects. A Workshop on Project Performance Enhancement Tools was held in Gaborone, Botswana in April 2014, which included all the officers in charge of main components of the projects such as the Project Managers, and Officers dealing with M&E, procurement, and disbursement. The review of procurement policy, procedures and process currently being undertaken by the Bank aimed at adapting the policies and procedures to regional member countries changing circumstances should also yield dividends in terms of speeding up the implementation of Bank's projects in Botswana. Other initiatives that SARC is focusing on and proposed actions include:</p> <ul style="list-style-type: none"> I Requesting Sector Departments to designate alternate Task Managers for all projects; and I With the positioning of procurement experts in SARC and field offices in the region, the participation of procurement experts at the appropriate level during project appraisal and supervision, as well as the level of support provided by procurement experts in procurement reviews and providing procurement training opportunities to Task Managers, have already improved significantly. Further improvements are expected with the relocation of additional Procurement Staff in 2014.

Recommendation	Management's response
<i>Recommendation 5: Support the Government, in partnership with other development partners, in deepening its analytical framework on economic diversification, along the line currently being pursued under the "mining and diversification" studies.</i>	
<i>The knowledge development agenda should be a high priority of the Bank.</i>	Agreed: The CSP proposes to undertake evidence-based analytical work to inform policy for economic transformation and provide input to the next medium term development framework, the 11th National Development Plan (NDP11). In collaboration with the Government, the Bank will identify other key topics for analytical and diagnostic work, including an assessment of the PPP environment.
<i>Recommendation 6: Support the increasing need to strengthen the institutional mechanisms for mobilizing financial resources (including the private sector) for meeting the maintenance needs of an extended (and further expanding) infrastructure network.</i>	
<i>Provide capacity building support for developing tariff structures for the country's infrastructure sector.</i>	Agreed: The draft new CSP proposes to combine physical investments in water and energy sectors with policy reforms and capacity building to strengthen the institutional mechanism, including addressing regulatory and oversight issues, for mobilizing financial resources. Dialogue with the Government will determine the best approach. Considerations may include funding studies and Technical Assistance in preparation of sector reforms.



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Photos taken during evaluation mission

Background

Country Context

Economic environment: Botswana was poor at independence in 1966, but the discovery of diamonds together with fiscal discipline and sound economic management enabled it to maintain one of the world's highest economic growth rates and to achieve middle-income status. The per capita GNI of USD7,480 in 2011 compares to USD1,594 for Africa and USD2,780 for developing countries.² GDP growth averaged 4.6 percent for the period 2003–2012 (Annex A, Table 1). There has also been a gradual transformation of the economy away from the mining sector.

Botswana is undergoing fiscal consolidation after its budget deficits widened because of the global financial crisis during 2007–2008. Inflationary developments over the past decade have generally

been single digit, except for 2006 and 2008. Recent inflation rates were higher than the Bank of Botswana's monetary policy targets of 3–6 percent adopted in 2008. In recent years, both trade and current account balances have substantially improved and there are prospects of surplus balances in 2012 and beyond.

Despite impressive economic performance, high levels of poverty, inequality, unemployment and HIV/AIDS prevalence rates persist in Botswana. Botswana's social indicators are below those of Mauritius and other MICs (Table 1.1). Notwithstanding a decline in the proportion of the population living below the poverty line from 30.6 percent in 2002–2003 to 19.3 percent in 2009–2010 (CSO 2013), the poverty level is quite high for an MIC, and is coupled with the severe income inequality (Gini coefficient of over 0.6).

Table 1.1: Botswana – Comparator Social Indicators (Averages for 2003–2012)

	Botswana	Mauritius	Zambia	SACU	SSA	MICs
Health						
Life expectancy at birth (years)	51.6	72.6	46.1	51.2	52.7	68.3
DPT immunization (% children 12–23 months)	96.0	97.3	83.8	85.6	66.0	79.7
Population with access to improved water sources (%)	96.2	99.6	60.4	83.9	60.0	87.3
Rural population with access to improved sanitation (%)	38.8	89.1	32.4	37.2	22.6	42.0
Infant mortality rate (per 1,000 live births)	45.6	13.5	69.5	55.5	74.6	39.5
Education Enrollments						
Preschool (%)	17.2	96.2	..	30.6	16.7	44.8
Primary school (%)	107.8	..	117.1	107.3	96.4	107.2
Secondary school (%)	78.2	80.9	..	65.1	35.2	66.6
Population (millions)						
Total population	1.9	1.3	12.4	55.7	810.9	4653.1
Population growth (%)	1.0	0.6	2.8	1.2	2.7	1.2
Share of urban population (%)	59.1	42.0	37.7	40.5	34.9	46.7

Source: World Development Indicators (See all socio-economic data in Annex A, Table 2).

Unemployment is estimated at 17.5 percent (Botswana statistics) and youth unemployment poses a major challenge. Botswana is, however, making progress in most of the Millennium Development Goals (MDGs), especially in education and gender empowerment (Annex A, Table 4).

Political Environment: Botswana has enjoyed a stable political environment, with peaceful general elections held every 5 years since independence without the military disruptions that have characterized other countries in sub-Saharan Africa (SSA). Female participation in politics remains well below the 30 percent target set by the Southern Africa Development Community (SADC) as the minimum desirable for promoting gender presence in politics in the region, although some progress was made during the recent elections. Women currently account for about 8 percent of parliament, 21 percent in the cabinet, and 19 percent in local government.³ These ratios are among the lowest in the SADC region.⁴

Development challenges: Botswana faces a number of development challenges similar to those of other SSA countries:

- Inadequate economic diversification
- High unemployment and poverty
- Infrastructure constraints
- Insufficient private sector participation in the economy

The dominance of the mining sector poses two substantial challenges to sustainable medium- to long-term development. First, mining is a non-renewable resource that is likely to be exhausted in the near term despite efforts to expand exploration. Second, like all primary resources, mining outputs are subject to terms of trade, shocks brought about by global economic crises, demand/supply imbalances, and recurrent cycles of booms and busts that reflect

the behavior of the international commodity market cycles for natural resources.⁵

Conclusions from Previous CSP Evaluations

IDEV completed a review of the 2000–2002 CSP for Botswana (CSP 2002) and of the Bank's assistance to Botswana since 1973, when it started its operation.⁶ The review made five recommendations:

- Intensify the ESW program in Botswana in response to the centrality of such activity to the operational work of the Bank. ESW could also enhance Bank knowledge of the economy of Botswana and assist in designing appropriate diversification strategies, labor-absorbing technologies, and public sector reforms.
- Put an effective assistance program in place to forestall the risk that the country will lose the development gains made since independence by developing projects that address the HIV/AIDS pandemic, skills development, employment creation, and poverty alleviation.
- Assist the country to put in place a credible environmental management program to help address its environmental uncertainties.
- Encourage the country using policy dialogue and advice to strengthen its collaboration with the regional economic integration process. An expanded market provided by economic integration could be an incentive for Botswana to realize its industrialization objectives.
- Conduct studies in investment opportunities for private sector development and the likely constraints that would arise as the private sector progressively takes over many of the activities currently performed by government.

Evaluation Purpose, Objectives, Approach and Report Structure

Purpose and objectives of the evaluation. This evaluation seeks to meet two related needs for evaluative information among the Bank's senior management, SARC, operational staff and Board, and GOB. These stakeholders want to know:

- i. the quality of design and implementation, and the outcomes of the 2004 and 2009 CSPs; and
- ii. whether the two CSPs responded to the recommendations of past IDEV evaluations concerning the strategic mix of lending and non-lending operations, the instruments employed, and the results achieved taking into account Botswana's special circumstances as a MIC.

The evaluation will generate information for informing the design of the Bank's new CSP, and also for improving the implementation quality of the ongoing portfolio in Botswana.

In this regard, the evaluation assesses the extent of the (a) relevance and congruence of the objectives of the two CSPs in supporting the development challenges faced by Botswana at the time; (b) the contribution of the two CSPs to the realization of national development outputs, outcomes and goals, as well as the factors that facilitated or limited the achievement of the results; and (c) lessons learned from the performance of the two CSPs in order to provide actionable recommendations for improving the design, implementation and management of the Bank's new CSP for Botswana.

Approach. The evaluation employed a combined bottom-up and top-down approach to performance assessment. The top-down approach assessed: (i) the extent of the overall results of assistance and

the contribution to the Botswana's development outcomes, and (ii) the Bank's performance (relevance of objectives and design, coherence of lending with non-lending and safeguard policies, implementation quality, quality of analytical and advisory services and follow-up works; and partnership activities). The bottom-up approach assessed the performance of individual lending and non-lending instruments. A mix of four- and six-point rating scales are used for the standard evaluation criteria of relevance, effectiveness, efficiency, impact, and sustainability, where applicable (Annex B).

Main limitations. The main limitation of this evaluation was the team's reliance on self-reporting by respondents. Insufficient time and resources were available to verify all the information provided by interviews and discussions. A structured questionnaire was administered to selected respondents but the response rate was relatively low. However, this limitation was largely mitigated by triangulating the findings from the mixed sources of evidence.

Report outline. Chapter 2 provides an assessment of the Bank's strategic focus for Botswana during the period under review, discusses how the objectives were translated into programs and commitments, and assesses how the interventions performed. The next three chapters cover the main themes of the Bank's assistance program under the two CSPs: infrastructure development (Chapter 3), support for economic diversification through private and financial sector reforms (Chapter 4), and analytic work, capacity-building and policy dialogue, including issues of aid harmonization, development partnership and regionalization (Chapter 5). The final chapter summarizes the findings of the assessment, identifies lessons, and provides recommendations. ■



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Photos taken during evaluation mission

Bank Group Strategy and Operations

The Bank's strategy was largely consistent with GOB's development vision, expressed as "Towards prosperity for all" in its Vision 2016 document and concretized by the National Development Plan 9 (NDP-9) and the follow-up NDP-10. NDP-9 aimed at economic diversification, employment creation, poverty reduction, rural development, human resource development (including addressing HIV/AIDS), public sector reforms, and science and technology development. The follow-up NDP-10, which coincided with the global financial crisis of 2008, sought to accelerate the strategy for economic diversification.

Country Strategies of 2004 and 2009

When the 2004 Country Strategy Paper (2004 CSP) was formulated, Botswana had not borrowed from the Bank Group for over 12 years, after being reclassified as a category C country and therefore ineligible for ADF resources. As such, the Bank's concern was to find innovative ways to contribute meaningfully to Botswana's development efforts and to help the country redefine its relationship with the Bank. Thus, the objective of the Bank Group assistance strategy was to support the government diversification agenda, which sought to promote poverty reduction through employment creation. The Bank strategy covered the five-year period 2004–2008, with a transitional phase (2004–2006), which focused largely on non-lending activities and seeking a resumption of Bank lending operations in Botswana.

The 2009 Country Strategy Paper (2009 CSP) was built on the progress made under the 2004 CSP and had two main objectives:

- Promote the role of the private sector and SMEs in raising productive capacity, increasing income levels, diversifying the economy and broadening the benefits of growth
- Assist in alleviating the constraints on business activity and disincentives to investment by addressing infrastructure constraints in energy, transport and water, thereby enhancing competitiveness. Formulated at the time of the global financial crisis, the 2009 CSP underpinned the Bank's readiness to respond rapidly to support Botswana during the financial crisis of 2008.

Although the two CSPs remained closely aligned with the GOB's development priorities, they were weak in risk analysis and, monitoring and evaluation. Both CSPs only partially assessed the implementation risks. They were also weak in clearly i) distinguishing among development outcomes, outputs and indicators; ii) indicating how the Bank's deliveries will contribute to Botswana's development results. At the project level, only seven of the 19 projects had monitorable indicators but also with inadequate baselines (74 percent of them) and targets (86 percent of them).

Translating Objectives into Programs

Bank assistance to Botswana during the 2004–2013 period amounted to UA 1,194.8 million, 99.4 percent of which was made up of ADB resources (Annex A, table 7a).⁷ A large share of the portfolio (in financing terms) was the budget support (or policy-based lending [PBL]) facility made to Botswana in response to the 2008 global financial crisis. Apart from the support on power and agriculture

infrastructure, and financial sector development, the balance of the portfolio comprised smaller operations mainly under USD 1 million and financed by MIC grants, accounting for 62 percent of the operations (Table 2.1; Annex A, figure 1). Botswana was the first beneficiary of the MIC Trust Fund in the Southern Africa Region and fourth among all eligible countries.⁸

The programming of the Botswana portfolio during the period of the two CSPs, though broadly

consistent with the strategy, was opportunistic and led to substantial deviation between planned activities and actual approved operations (Annex A, Table 7a). About a fifth of the 2004–2013 approvals were not planned for, and only about half of the indicative operations of the two CSPs were approved.

The portfolio, excluding the budget support, experienced substantial start-up and implementation delays; of the 19 projects approved for Botswana

Table 2.1: Characteristics of Approved Bank Operations, 2004–2013

	Amount (UA million)	Approval date	First disbursement	Targeted sector
CSP 2004-2008				
LOC to NDB	38.750	11 Feb 2005	12 Oct 2005	Private sector
Emergency support to drought victims	0.330	21 Oct 2005	2 Mar 2006	Local authority
Corporate governance code	0.152	1 Mar 2007	6 Feb 2008	Private sector
Agricultural sector review	0.480	14 May 2007	22 Jun 2008	Agriculture
Capacity for MOA	0.290	17 May 2007	23 Jan 2008	MOA
Pandamatenga Water control management system	1.03	18 Jun 2007	6 Dec 2007	Agriculture/water
Fast tracking vision 2016	0.246	6 May 2008	21 May 2009	Public sector
Strengthening local government	0.283	11 Sep 2008	21 May 2009	Local authority
Pandamatenga agriculture infrastructure Project	39.02	18 Sep 2008	16 Oct 2009	Agriculture/water
CSP 2009-2013				
Economic diversification loan	975.220	3 Aug 2009	8 Sep 2009	Budget support
Morupule-B power project	132.640	27 May 2010	30 May 2011	Power
Concentrated solar power feasibility study	0.600	27 May 2010	19 Jan 2012	Power
Support for TVET and education	0.600	27 May 2010	31 Dec 2010	Public sector
Mining and diversification study	0.275	27 Aug 2010	29 Sep 2010	Private sector
Capacity Support for NBFIRA	0.600	24 Jan 2011	20 Jan 2012	Public sector
TA for privatization	0.600	24 Jan 2011	6 Dec 2012	Public sector
Statistical capacity building	0.490	17 Nov 2011	6 Sep 2012	Public sector
Waste water re-use study	0.600	15 May 2012	15 May 2012	Water
Multinational				
Bots/Zambia north-south corridor study	0.600	4 Dec 2007	2 Dec 2008	Transport
African climate	..	14 Dec 2009	22 Aug 2011	Environment
Kazungula bridge	..	10 Feb 2012	16 Nov 2012	Transport

Source: World Development Indicators (See all socio-economic data in Annex A, Table 2.)

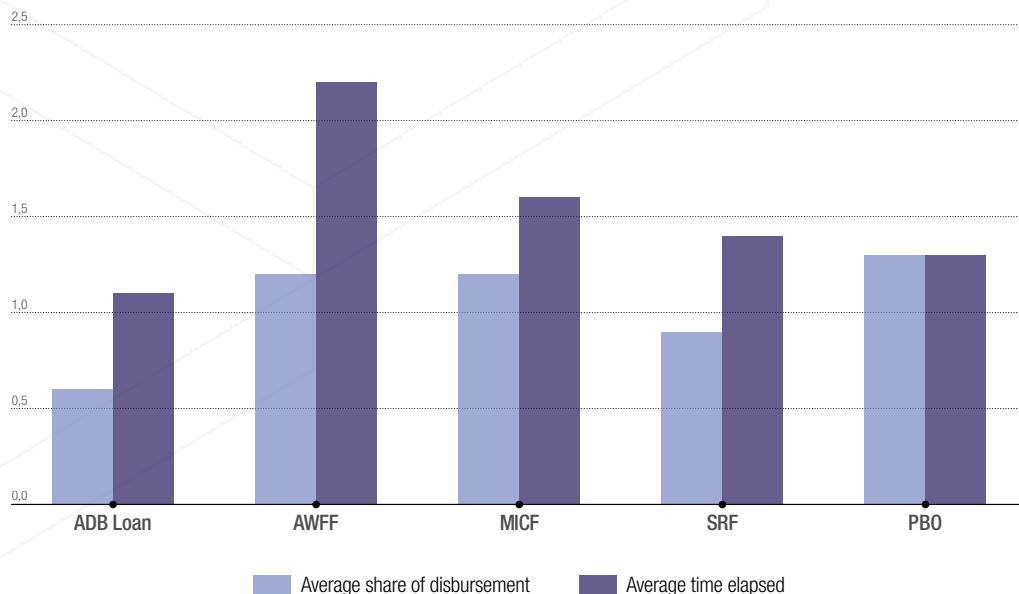
during the period of the two CSPs (excluding the regional projects), seven had substantial start-up delays, four of them at first disbursement stage and the remainder at the effectiveness stage. Disbursement was also an issue (figure 2.1). It was slow in 8 of the 19 operations, with two operations considered aged as of December 2012.⁹ The average estimated time elapsed, which was calculated by dividing the actual project age in months by the estimated project age at appraisal, ranged from 1.99 for the African Water Facility (AWF) fund operations to 0.84 for investment loans (Figure 2.1; Annex A, tables 6a and b). MIC Trust Fund operations had a time elapsed index of 1.38. The disbursement efficiency index, defined as the average share of disbursements per average time elapsed, ranged from the highest (1.0) for the policy-based and emergency operations and Special Relief Funds

(SRFs) to the lowest (0.48) for the investment operations (Figure 2.2).

Consistent with the findings of the Bank's internal report (AfDB 2012), the delays could be attributed to:

- inadequate understanding on the part of implementing government agencies of the Bank's legal and other procedures;
- weak coordination within the GOB (between implementing agencies and the coordinating MOFDP) and between the GOB and the Bank; and
- failure on the part of government officials to act promptly on specific Bank conditions.

Figure 2.1: Botswana–AfDB Disbursement Efficiency, 2004–2013



Source: SAP.

Few of the operations funded by MIC Trust Fund elicited the same urgency among government officials as other operations. The Bank's internal processes also contributed to delays, including frequent changes of task managers and design flaws (such as the costing problems associated with the MIC support for Public Enterprise Evaluation and Privatization Agency (PEEPA) and the need to recognize the potential interconnection requirements between the power plant and the transmission lines in the Morupule-B Power project).

The evaluation team used a structured questionnaire to interview selected government authorities and implementing agencies from June–August 2013 to identify the strengths and weaknesses of the Bank portfolio in Botswana and the factors that could undermine project management and outcomes. Although the response was extremely low,

- four of the six agencies that responded found AfDB's choice of financing instrument adequate;

- all six respondents found project objectives relevant and contributing to the achievement of development objectives; and

- three of the six respondents found procurement unsatisfactory (based on limited client understanding, laborious processes, and frequent changes in project management).¹⁰

Overall assessment. The Bank's 2004-2013 strategy is relevant in being closely aligned with its program support, and Botswana's development priorities. It was opportunistic leading to divergence between planned and actual lending and non-lending activities. The quality of the portfolio was unsatisfactory because of the substantial delays resulting from weaknesses of the GOB and Bank. The implementation delays in the Bank's operations in Botswana pose substantive risk for the country in deriving project benefits. Specifically, they lead to incomplete project delivery and the possibility of cost overruns. The absence of data on the cost of delivering assistance to Botswana is a major limitation for assessing the efficiency of the Bank's portfolio. ■



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Photos taken during evaluation mission

Assessment of Bank Support for Infrastructure Development

Nature of the Infrastructure Challenge

The four key structural challenges for infrastructural development in Botswana are:

- overcoming the high development costs of expanding rural services in a large geographical area (especially transport and power);
- creating institutional mechanisms to guarantee financial resources for increasing the maintenance needs of an extended and expanding infrastructure network;
- introducing a flexible tariff regime and policy that align better costs with prices, meet equity requirements, introduce periodic tariff revisions and ensure implementation by having an independent regulator (especially in the power and water sector); and
- creating the enabling framework for private sector participation in infrastructure development (applies to all sectors).¹¹

Relevance of the Bank Group's Strategy for Infrastructure Development

The 2004 CSP was largely a re-engagement strategy that concentrated on developing leads for ESW, policy dialogue, and lending. On lending, the CSP noted that during consultation with the

GOB, a number of projects in water supply and energy were reviewed as possible points of entry for future support. The Bank's business plan also defined a transitional phase (2004–2006) for which at least one infrastructure project could be supported.

By contrast, the 2009 CSP spelled out a clear strategy for helping remove infrastructure bottlenecks by supporting the development of transport infrastructure, assisting in resolving Botswana's energy crisis, and promoting water sector development for a clean, reliable, affordable water supply for domestic, industrial, mining and agricultural requirements. The strategy stressed the need for a strong regional dimension where the Bank would support appropriate infrastructure investments to better link Botswana with the region and thus help it benefit from regional opportunities.

Both the 2004 and 2009 CSPs were relevant during design and implementation because they were consistent with the strategic thrust of NDP10, especially its goals for "sustainable rapid economic growth" and the need for "well-developed and reliable infrastructure" in Botswana. The results framework for the infrastructure sector in the 2009 CSP (there was none for the 2004 CSP) spelled out the expected output and outcome indicators but lacked baseline references and effective implementation, thereby making it difficult to assess the quality and value of the achievements. The relevance of the Bank's strategy for infrastructure is rated satisfactory.

Achievement of Development Results

This assessment deals with effectiveness, efficiency, impact (outcome) and sustainability. Because of the small size of the portfolio, this evaluation reviews the combined activities for infrastructure under the two CSPs.

Power sector support

The objective of the Bank's intervention in the power sector was to assist in resolving Botswana's energy crisis, achieve energy security, and build electricity infrastructure in support of the government's diversification program (the 2004 and 2009 CSPs). The Bank supported two activities:

- The Morupule-B Power Transmission project
- A feasibility study for a 200 MW Concentrated Solar Power

The transmission line was commissioned in November 2012 but was not yet in use at the time of the evaluation mission because two other reactors (not financed by the Bank) were not yet completed as components had been omitted in the design of the interface point between the power plant and the reactor. At the time of the evaluation, the power plant (also not financed by the Bank) was two years behind schedule for several reasons, including steam tube leaks and cracks in cold air ducts. However, GOB commitment was high in completing and operationalizing the power plant, and there was substantial progress in addressing the delays in delivering the power plant. The progress of the Morupule-B power sector support towards its objective is, therefore, rated moderately satisfactory.

The Concentrated Solar Power study dealt with the design and implementation of a 200 MW Concentrated Solar Power Plant to assist the

country to achieve low carbon economic growth. Like the Morupule-B project, the feasibility study is relevant to the Bank's strategy and consistent with government's NDP10 objectives. The study was held up by the delayed installation of the monitoring devices required by the study and by delayed responses from stakeholders who had been asked for comments. The effectiveness of the support is rated moderately satisfactory.

Both the Morupule-B Power project and concentrated power study were implemented within planned costs and without any changes in designs, but with substantial delays. Cost efficiency could not be assessed because of the lack of data. The operations were also challenged by sustainability issues.

Project sustainability for support to the power sector is unlikely because weak coordination among the implementing partners has resulted in substantial delay in making the project functional. Moreover, the Bank failed to include consultancy services for project supervision and management or to address tariff and management issues in the power sector. These failings could negatively affect the sustainability of results, especially because the Botswana Power Corporation, the implementing agency, is financially weak (Annex A, figure 2). Project sustainability is also a matter of concern given the capacity of Botswana to run the plant, but this constraint is being remedied. With respect to the concentrated solar power study, although the GOB hopes to mobilize financing for the proposed project through a public-private partnership (PPP), the uncertainties make sustainability unlikely.

From the above, the Bank's support is likely to help Botswana meet its power balance from thermal and solar sources in the near future, thus reducing the prospect of load shedding. An improved power supply is likely to enhance economic competitiveness and reduce losses from factory and business down time. The support is relevant and made moderate progress towards achieving its objectives. It is likely to have

moderately satisfactory development outcomes with considerable delays and unlikely sustainability.

Agriculture and water control infrastructure

The Bank's strategy focused on water control infrastructure for agricultural development through the Pandamatenga project and three MIC grants. The Pandamatenga project, accounting for 96 percent of Bank support to the sector, made moderately satisfactory progress toward achieving its objectives, as its implementation was in the right direction but slow; project delivery was under 40 percent. The results of the three closed MIC grant operations are rated satisfactory and likely to be sustained. The Agricultural Sector Review (2007) provided a key input for the ongoing effort of the government and sector stakeholders to revise the 1991 National Policy of Agriculture Development. It also facilitated the development of value chain mapping for agriculture sector products to help identify vertical and horizontal linkages in the sector in order to increase value addition by integrating agricultural activities to facilitate diversification. Similarly, the capacity building for MOA (2007) and similar support for the private farmers under the Pandamatenga project are likely to help efforts to increase crop yields. Interviews with the heads of the Pandamatenga Large-scale Farmer Group and the Pandamatenga Small-scale Farmer Group confirmed that training of MOA and beneficiary farmers had an impact on how farmers view and practice daily operations. The interviews also point to a better relationship between commercial and traditional farmers. However, it was too early to assess the likelihood of sustaining the Pandamatenga project development outcome. Efficiency could not be rated for lack of data.

Transport sector study

The Bank supported the sector with a regional operation called the Botswana/Zambia North-South-Corridor Study. The Feasibility Study, completed in May 2011, led to the realization of Kazungula Bridge Project, a multinational project linking Botswana and Zambia that attracted financing from other donors.¹² The Kazungula Bridge is currently at the design review phase and construction is expected to begin in 2015. Once constructed, the bridge is expected to contribute to the regional integration agenda by enhancing trade between Zambia and Botswana. Currently, trucks must be ferried across the Chobe River and according to interviews delays of 3-7 days of waiting in the queue are frequent. The study's effectiveness is rated satisfactory.

Overall performance of Bank support for infrastructure development

Bank assistance for infrastructure is likely to have a modest contribution to infrastructure development in Botswana, as a considerable part of the envisaged assistance did not materialize, and the rest of the assistance is making moderate progress toward its objectives. The unrealized part of Bank support was due mainly to lack of effective demand. The realized support of the Bank remained relevant with regards Botswana development priorities and Bank strategy. It is likely to have moderately satisfactory outcomes in the energy and agriculture sectors; performance of the lending support, with 98 percent of the total assistance, being moderately satisfactory, and satisfactory for the rest (2 percent), the non-lending part (covering studies and capacity development). The support for transport development, though satisfactory, was narrow and limited to a study. ■



Promoting Economic Diversification and Private Sector Development

Relevance of Bank Group's Strategy

In supporting the government diversification agenda, the Bank focused on addressing constraints on development of private sector, small and medium scale enterprises (SMEs) and public sector. The relevance of the Bank's strategy for support to economic diversification in Botswana is rated satisfactory because of its alignment with the corresponding objectives of NDP-9, NDP-10, and Vision 2016. The approach was informed by the Bank's economic diversification study in 2006, which identified key strategic economic activities, products, and sectors where the country has comparative advantage. The Bank also ensured that its diversification strategy reflected its corporate approaches, which are anchored on the Strategic Framework for Enhancing Bank Group Support to MICs.

The Bank's strategy, however, lacked a clear measure for diversification and used "export diversification" as a proxy.¹³ This limitation mirrored the government's framework for dealing with the issue, which involved dealing with constraints to Botswana's economic diversification. Instead, the Bank should have concentrated on helping to address the economy's vulnerability to a single exportable commodity with limited vertical and horizontal linkages (Auty 1993; Sachs and Warner 1997), and should have been forward-looking, like the ongoing study on mining and economic diversification in Botswana supported by an MIC grant (2010). Implementation of the strategy's results framework was also weak.

Achievement of Development Results

The Bank's support covered three key areas: (a) assistance for private sector development; (b) capacity enhancement to public institutions, and (c) macroeconomic dialogue and budget support.

Private sector development

Support for private sector development under the 2004 CSP:

The Bank provided an LOC with a TA for capacity building to the NDB for on-lending to the private sector, and a MIC grant to develop a CGC. The Bank only disbursed JPY3 billion of the JPY5.5 billion of the LOC, which the NDB on-lent for 365 sub-projects. These sub-projects were broadly spread across most of the major sectors of the Botswana economy, with about 77 percent of the funds going to the rural sector (especially agriculture, the mainstay of the poor). More than two-thirds of these sub-projects were economically viable. According to the NDB managers of the facility, the LOC created an estimated 2,160 jobs, representing about 72 percent of the minimum target. The MIC grant for the CGC produced only a draft code without making it functional because the project launch, adoption, and finalization of the complementary website were yet to take place.

Bank support for private sector was, however, challenged by considerable under-delivery and

delays. The JYP2.5 billion of the LOC for the technical assistance was cancelled for lack of demand. About one-half of the CGC grant was not disbursed even after four extensions. The performance of Bank support under the 2004 CSP is, therefore, rated moderately unsatisfactory, and likely to have a marginally positive contribution to the national economy.

Sustainability of the support is unlikely because of the failure to use the technical assistance component of the LOC and to complete the CGC. The 2012 LOC default rate, though high (19 percent), was low relative to the overall NDB rate of 29 percent. Further, a review of 41 projects under the LOC by the evaluation team suggested that about 67 percent of all respondents were unsatisfied with the services of the NDB especially in terms of follow-up, M & E, and providing appropriate lessons and experiences. More than one-third of the interviewees had prepaid their loans in full, as they found it easier to deal with other banks in the country, especially when other financing needs arose.

The Bank also provided support to develop Botswana's capital market by floating a Botswana pula (BWP) bond. In 2005, the Bank issued a BWP300 million bond, which enabled the pula to achieve settlement status. The expectation was that this would facilitate pula-denominated bonds to be fully traded, settled, and held and promote investor interest in Botswana and the pula capital market. The evaluation team was unable to assess the outcome of this support for lack of adequate information on its nature and effect.

Support for private sector development under the 2009 CSP:

Under the 2009 CSP, the Bank provided technical assistance (TA) for the study of mining and diversification (2010), support to NBFIRA for implementing a risk-based regulatory framework

(2011), as well as TA for privatization (2011). Implementation of all the three operations was ongoing and considerable but with substantial delays. The studies on mining and diversification could potentially clarify the policy direction for the GOB's diversification drive. With respect to the support for risk-based regulatory framework, little has been done so far to make the results of the exercise operational because the second phase of the project, which involves the implementation of an information technology (IT) system to support the risk-based regulatory model, has only just begun.

A key aspect of the Government's privatization program is to favor local companies in the awarding of government contracts. The Bank provided an MIC grant to PEEPA to improve private sector participation in the delivery of public infrastructure services. Implementation has been slow for two reasons:

- Delays created by the need for PEEPA to source additional resources to complement the MIC grant because the cost of advisory services exceeded its budget
- Frequent changes in Bank task managers and subsequent delays in issuing "no objection" authorization.

The effectiveness of Bank support for private sector development under the 2009 CSP is, thus, rated unsatisfactory, while the efficiency and outcome are not rated for lack of project completion and appropriate data. The overall performance of Bank's direct support for private sector development under the two CSPs, is therefore rated moderately unsatisfactory.

Capacity enhancement of public institutions

The Bank provided support for capacity enhancement of public institutions through a study

for implementing Vision 2016 (2008), and capacity building for strengthening local government (2008).¹⁴ Both operations were implemented correctly and with adequate results, albeit subject to substantial delays. Three studies were produced and widely disseminated, and middle and senior public and non-public managers were trained in policy analysis and M&E. Local authorities were also provided with management training and policy manuals. The capacity support to local authorities resulted in net cost savings by reducing the requirement for training consultants. However, the inventory module for this capacity strengthening of local authorities was not implemented. The outcomes for the capacity support is thus rated moderately satisfactory. Sustainability is unlikely, mainly because of the incomplete deliveries and lack of a functional and useful M&E system. Efficiency is not rated for lack of data.

Given the relevance, effectiveness and other results of the Bank support for enhancing public institution capacity, the overall contribution of the support is rated moderately satisfactory.

Macroeconomic dialogue and budget support

To help alleviate the negative impact of the 2009 global financial crisis, the Bank provided a budget support loan to Botswana. It also provided capacity building support for the Technical and Vocational Education and Training (TVET) in 2010 and statistical development assistance to Statistics Botswana in 2011.

The Economic Diversification and Support Loan (EDSL) was processed and approved in only two months. The first tranche was disbursed with minimum delays, but the second tranche, planned for January 2010, experienced more than a year's delay and was withheld until March 2011 to finance the 2010–2011 budget gap because the government revenues improved during 2009–2010,

making this disbursement less necessary. The EDSL fulfilled almost all its prior actions and conditions concerning the PPP framework – the competition bill, the NDB privatization strategy, trade policy, the financial intelligence law, and the securities act bill – and delivered its expected outputs. The EDSL was thus not only relevant but also timely and effective in generating the expected results. It was accompanied by effective macroeconomic dialogue especially during preparation.

The EDSL achieved the narrow objectives of the two main pillars of the 2009 CSP:

- promoting the private sector; and
- deepening the financial sector and strengthening the regulation of non-bank financial institutions, thus contributing to improvements in some macroeconomic outcomes.

The independent review of the results performance of the EDSL support rated it satisfactory, a performance validated by the CSP evaluation team. For example, private sector improvements were projected to reach 12 percent of GDP by the end of 2011, declining from 15 percent of GDP in 2010 and to 20 percent of GDP in 2008 (IMF 2011). While most of the outputs under the EDSL are processes, they laid the framework for the expected outcomes of creating competitive conditions for accelerated private sector growth, economic diversification, and poverty reduction. Sustainability is therefore rated likely.

The MIC grant to support educational quality with the TVET was driven by a resource shortfall for the education sector in Botswana during the global financial crisis and the need to maintain the effort to lower the skills shortfall that constrain private sector development. The operation sought to help improve access to vocational education and training programs as an integrated system with close links to formal education that enhances the recognition of

prior learning. This was to be achieved by carrying out studies whose results could guide actions and provide training to TVET teachers and staff. Implementation progress has been substantial but with considerable delays. TVET lecturers and staff were trained, two of the three studies were near completion, and the procurement of the science equipment was in progress. The effectiveness and impact of the support are likely to be satisfactory, while sustainability is unlikely.

The Statistical Capacity Building II (SCB II) project was supported by an MIC grant as a follow-up to earlier support for SCB I, which took place from 2004 to 2007. The project was successfully implemented in all of the Bank's regional member countries (RMCs) except Somalia and Eritrea. SCB I assisted RMCs, including Botswana, to strengthen their national statistical systems in order to provide reliable and timely data, to strengthen their capacity to coordinate their statistical support activities, and to develop and manage their national statistical activities.¹⁵ Implementation for SCB II has been slow, and substantial deliverables are yet to emerge, and as such effectiveness is rated moderately unsatisfactory. Impact and sustainability are not rated.

The overall results performance of the Bank's support for addressing the 2009 global financial crisis and for capacity development was satisfactory due to the substantial positive results especially of the budget support. But the performance of the Bank's macroeconomic

dialogue was unsatisfactory; while the macroeconomic dialogue was effective during the preparation of the budget support operation, and it was infrequent and of limited use for the rest of the assistance partly because of the small sizes of the MIC grants.

Progress toward economic diversification and private sector development (PSD)

Notwithstanding the real positive growth of the non-mining sector and non-mineral government revenue under the 2009 CSP period, Botswana economy continued its high reliance on the mining sector. And Botswana was among the group of countries in-between the most and least transformed Sub-Saharan African economies in 2010 (ACET 2014). Bank support for economic diversification and private sector development (PSD) produced only moderately satisfactory results over the period 2004-2013. It substantially helped, through the budget support, to address the critical fiscal shortfall during the 2009 financial crisis, as well as institutional constraints for private sector and financial sector development. The contribution of the LOC was limited to small business expansion and its associated job creation. The Bank-funded analytical works were likely to generate useful knowledge for national development planning and management, but macroeconomic dialogue and capacity building support (especially for PSD) were insufficient and of weak quality. ■



Private sector - infrastructure kood

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Photos taken during evaluation mission

Knowledge Activities, Capacity Building and Partnership

The Bank's analytic, advisory services, dialogue, capacity development, and partnership (including aid coordination) are collectively referred to as non-lending activities, which complement lending activities. The assessment of the Bank's knowledge activities overlaps with the activities initiated as part of project support, which was evaluated in the context of project goals. Studies, training and TA activities financed with MIC trust funds were discussed under relevant CSP pillars (Chapters 3 and 4).

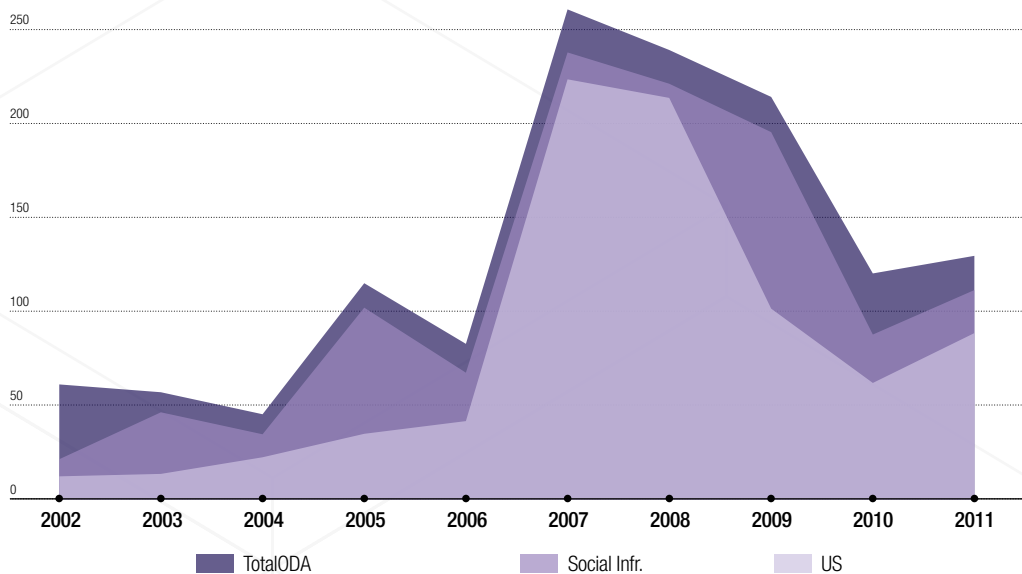
Analytic and Advisory Activities (AAA) and Capacity Building

The Bank's AAA and capacity-building activities for both the 2004 and 2009 CSPs were directed at providing the analytic underpinnings for re-engagement. They were also aligned with the GOB's objectives for diversifying the economy and addressing its development constraints (especially in infrastructure). The sectoral distribution was appropriate as it covered economic diversification (finance and job creation), and infrastructure (transport and energy) issues that are critical constraints to Botswana's development. The choice of instruments, especially the use of the MIC trust fund, was justified because of Botswana's reluctance to borrow for such activities, although this raises concern about government ownership. Capacity-building activities made no reference to ongoing interventions by other development partners working on the same issues. On balance, the relevance of the Bank's capacity building and

analytic and advisory activities is rated moderately satisfactory.

Although a diversification study was the only study envisaged at the onset of the 2004 CSP, three studies were ultimately delivered. In collaboration with the GOB, the Bank completed two of the studies – a country governance profile (CGP) and a country economic review (CER) – in 2007. GOB found these studies, especially the diversification study, useful in informing its economic diversification drive. The proposed analytic work (Global Financial Crisis, Vulnerability and Sources of Inequality, Tourism Development Plan) and capacity building on economic diversification under the 2009 CSP did not materialize. Substantial deviations from programmed proposals without any adequate explanation negate the rationale for planning and the efforts put into preparing CSPs.

The Bank was also unable to provide the intended TA for capacity building to the NDB, and also that to the Botswana Stock Exchange (BSE) to be established as an independent stand-alone entity because the GOB undertook the activity with its own resources. In December 2005, however, the Bank was able to assist in the BWP300 million bond issue under the Bank's 2005 Borrowing Program and worked closely with two principle international securities clearing houses, Clearstream and Euroclear, for the BWP to achieve settlement status.¹⁶ There is no evidence that any follow-up activity occurred after the initial float despite a follow-up request made by BSE management. While the effectiveness of the AAA

Figure 5.1: Botswana – Trends in Official Development Assistance (USD millions)

Note: Total ODA excludes USD429.1 million provided by Germany as debt cancellation in 2008.

Source: OECD Stat (<http://stats.oecd.org/index.aspx>), extracted 13 May 2013.

is rated moderately satisfactory, that of the capacity-building support is rated moderately unsatisfactory. Efficiency is not rated because of lack of data.

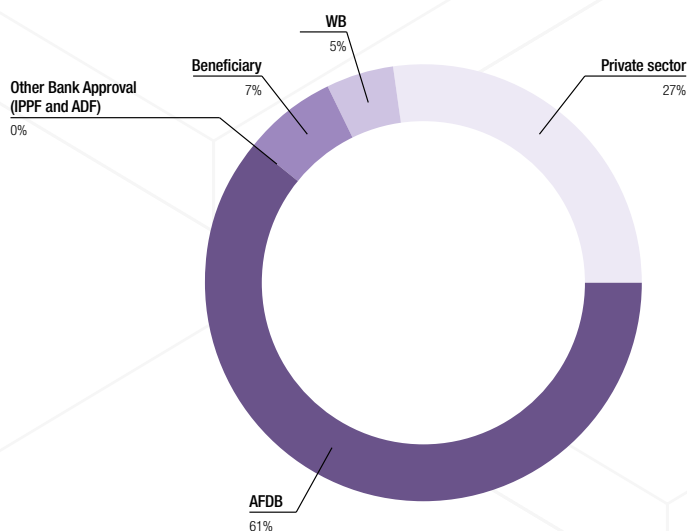
In discussion, GOB officials noted that while they found the Bank entry into country economic reporting very useful, they felt that since both Bretton Woods institutions (the IMF and the World Bank) as well as others (such as the UK's Economic Intelligence Unit) provide economic reporting similar to that produced by the Bank, it would be desirable for the Bank to explore a different knowledge product. With respect to capacity-building activities, it is not clear that the limited assistance provided in the BWP300 million bond issue under the Bank's 2005 Borrowing Program yielded much impact. The impact of Bank support for AAA and capacity building is rated moderately unsatisfactory.

Sustainability of the Bank's efforts to support AAA and capacity building is rated unlikely because the formulation and implementation of the AAA and capacity building program, especially for the 2009 CSP, fell below expectations including country ownership. In general, the Bank's support program was biased towards lending activities (supported by MIC Trust Fund), and the implementation of knowledge and capacity-building activities that did not match CSP proposals.

Partnership and Aid Coordination

Background. Botswana had a limited number of development partners and sought development assistance of the traditional form. Official development assistance (ODA) rose in nominal terms

Figure 5.2: African Development Bank Co-financing in Projects Approved during 2004–2011



Source: SAP.

in Botswana from the early 2000s up to the onset of the global financial crisis, before declining (Figure 5.1). The trend reflected the increased need brought on by the prevalence of HIV/AIDS in the country. Over 85 percent of ODA was directed to the health and population sectors. The largest official development partners are the United States, Germany, and Japan, which together accounted for about 76 percent of total official ODA during 2002–2011. Aid flows are still mainly based on project modalities (except one budget support by the Bank). However, GOB would like development partners to channel resources as budget support so as to reduce the gap between expected flows and actual disbursements.

Botswana is neither a Roundtable nor a Consultative Group Country. In October 2007, GOB established an Aid Coordination Forum comprising members of the diplomatic missions, bilateral partners, UN agencies, multilateral organizations, and

government institutions in line with the Paris and Accra Declarations, but the effort is still in its infancy and lacks a clear strategy of what role GOB wants to assign to each development partner. The Forum hopes to ensure that donor assistance is aligned to government priorities as stipulated in its development plans. The attempt to establish a database for partner assistance, the Botswana Development Assistance Management Information System (BODAMIS) has stalled. The Forum meets twice a year and is co-chaired by MOFDP and the United Nations Development Programme (UNDP).

Bank relations with other development partners.

The Bank and the World Bank jointly financed the Morupule-B Power Project along with the Industrial and Commerce Bank of China. Other Bank co-financing activities were limited, except those required as counterpart funding by beneficiaries (Figure 5.2). AfDB and the World Bank have also

participated in joint missions, especially with respect to the Morupule-B Power Project. Although the Development Partners Coordination Forum has generally discussed mission rationalization and coordination, progress has thus far been limited.¹⁷ The Bank has generally failed to explore the opportunities available to it to partner with other development partners, especially in the area of knowledge management.

Bank partnership with government and national stakeholders. The Bank's partnership with the key GOB ministries at the national level has been positive, especially since 2008. The Bank President's 2008 visit to Botswana further facilitated the improved policy dialogue around macroeconomic issues and the government's diversification agenda. The establishment of the country office (CO) in South Africa in 2009 and its conversion to a regional resource center (RRC) in 2012 is too recent to yield the desired dividends. Of the four public agencies

that responded to evaluation team interviews on CO/RRC effectiveness, three noted little improvement in project design, sustainability of financing instruments, or procurement and disbursement procedures.¹⁸ Lack of credible, effective M&E, the basis for continuous learning, and accountability also constrained the Bank's partnership with Botswana. M&E at the CSP and project levels showed design and implementation weaknesses, especially regarding baselines, targets, data collection, and reporting.

Partnership with the private sector and NGOs (including community-based organizations) is undeveloped, in part because of the narrow base of Bank activities. Apart from the support provided through the NDB (the LOC), which provided an opportunity for dialogue with the private sector to some extent, virtually all Bank operations and activities are directed towards the public sector (the central government and public enterprises). ■



Conclusions and Recommendations

Conclusions

Bank support to Botswana during the period under review was undertaken under two CSPs (2004 and 2009). The 2004 CSP was formulated at a time when Botswana had not borrowed from the Bank Group for over 12 years after it had been reclassified as a category C country and was therefore ineligible for ADF resources. Consequently, the Bank's concern was to find innovative ways to contribute meaningfully to Botswana's development efforts and to redefine its relationship with the country. The 2009 CSP, by contrast, was formulated during the 2008 global financial crisis and underpinned the Bank's readiness to respond rapidly to support Botswana at a time of fiscal difficulties brought about by the crisis.

Bank strategies were relevant to the needs of the country and aligned to the GOB's own strategies and vision and to the Bank's strategic framework for MICs, but their implementation was opportunistic. The associated portfolio included a mix of three large and many small operations and was subjected to substantial delays in implementation. Further, the Bank strategies were weak in risk analysis and mitigation, and M&E design, implementation, and use were also deficient. The Bank also failed to address the recommendations of IDEV's evaluation of the 2002 CSP (except redoubling ESW under the 2004 CSP), and has been unable to substantially redefine a credible lending relationship with Botswana.¹⁹ The overall Bank assistance is thus rated moderately satisfactory, with unlikely sustainability (Table 6.1; Annex A, Table 10).

Translating objectives into programs (in terms of design, choice of instruments, and portfolio management) posed a substantial challenge, in part because of Botswana's unwillingness to borrow on traditional terms. Of the 19 operations in the portfolio, 12 were funded by the MIC Trust Fund but accounted for only 0.5 percent of total commitment. The disparity between the number of operations and their limited commitment posed a substantial portfolio management challenge. Bank staff expressed concern about the adequacy of time allocated for oversight to operations funded by the MIC Trust Fund and how it is monitored in SAP. In addition, planned activities deviated substantially from actual approved operations. Almost all of the 19 operations approved for Botswana during the period of the two CSPs (excluding regional operations) experienced substantial implementation delays. As a result the use of resources relative to CSP targets was lower than expected given long project effectiveness and gestation periods, which impacted negatively on project implementation. The absence of data on the cost of delivering Bank assistance to Botswana is a major limitation for assessing the efficiency of the portfolio.²⁰

The impact of Bank support under the pillars (infrastructure development, economic diversification and private sector development, and non-lending activities), is rated moderately satisfactory, notwithstanding the weaknesses in CSP design and portfolio implementation and monitoring. Bank support for infrastructure development (power and water control systems) is likely to achieve moderately satisfactory outcomes. Assistance for the Morupule-B Power Project is timely and likely to help Botswana

Table 6.1: Summary Ratings of Programme Performance

Support	Relevance	Effectiveness	Efficiency	Impact	Sustainability
Infrastructure Development	Satisfactory	Moderately satisfactory	Not rated	Moderately satisfactory	Not rated
Economic diversification	Satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Unlikely
Non-lending activities	Moderately satisfactory	Moderately satisfactory	Not rated	Moderately unsatisfactory	Unlikely
Overall bank assistance, 2004–2013	Satisfactory	Moderately satisfactory	Not rated	Moderately satisfactory	Unlikely

Source: Evaluation Team's assessment.

meet its medium-term power demand. The technical support for a study on solar energy is likely to help expand Botswana's potential for alternative energy sources. In agriculture, the Pandamatenga Water Control Project, despite delays in project execution, is likely to enhance agricultural productivity in the area.

The Bank's support for economic diversification through private sector development and non-lending also produced mixed results. While the outcome of the lending activities is moderately satisfactory, that of the non-lending operations is moderately unsatisfactory. The EDSL was timely and responded appropriately to a critical fiscal shortfall, which permitted the government to manage its development (capital) budget without undue disruption. The performance of the MIC grant-funded activities was, however, moderately unsatisfactory. The LOC to the NDB is likely to contribute to small business expansion, increased exports to Botswana's neighbors, and poverty reduction, but the application of the CGC is still pending.

In response to IDEV's review of the 2002 CSP, the Bank redoubled its effort in non-lending activities during the period of the 2004 CSP and largely achieved its stated objectives for AAA and capacity building. But the formulation and implementation of

the AAA and capacity building program for the 2009 CSP fell below expectation. Moreover, the Bank was unable to collaborate with other development partners so as to benefit from their knowledge and field presence and to avoid duplication of efforts. The few studies that have been conducted are generally relevant to the broader diversification thrust of the Bank's assistance. Overall, the state of the Bank's macroeconomic-related dialogue in Botswana was weak, mainly on account of infrequency of such dialogue.

The Bank's effort in partnership building was weak despite the broad range of opportunities in Botswana to explore joint analytic work and co-financing. Partnership with government has improved substantially over the years, but may require some form of country presence beyond the setting up of a regional office in South Africa. Despite co-financing with the World Bank on the power project, partnership remains weak with other development partners (especially the multilaterals). The Bank has not distinguished itself in partnering with the private sector or NGOs. Overall, during the period under review, the CSPs promised much with respect to non-lending (especially in the areas of partnership) activities, but delivered below expectations. The Bank's presence in these areas is still not being felt.

Lessons

The main lessons drawn from the findings above comprise:

The failure to be selective in CSP design is likely to lead to a highly diffused scope of activities and a tendency for substantial disparity between planned and actual intervention programs. Neither the 2004 CSP nor the 2009 CSP was adequately selective in areas of possible Bank intervention.

Weakness in the CSP design and portfolio management and monitoring can be associated with considerable implementation delays in Bank operations in Botswana, thus limiting the contribution of support to national development results.

Dealing with inadequate economic diversification is better addressed by developing knowledge products. This is the central concern of Botswana's response to the 2008–2009 global financial crisis and its solution requires addressing the vulnerability of the economy to a single exportable commodity by finding the means to deal with the limited vertical and horizontal linkages within the economy.

The sustainability of infrastructure support (and much of the tangible support) is likely if concerns about cost recovery are incorporated into program design. Because infrastructure maintenance and expansion still depend largely on government transfers, developing strategies and approaches to dealing with this issue is likely to help attract the private sector.

Expecting a mature structure of development partnership in an MIC like Botswana is unlikely and may not be cost-effective because of the high transaction costs associated with such partnerships. For Botswana, except for support for social infrastructure (including HIV/AIDS and health), which benefited from the focus of selected official

development partners and foundations, ODA has been and is likely to be marginal in the future.

Recommendations

On the basis of the findings and lessons above, the Bank should:

- Ensure that its strategy capitalizes on emerging development investment opportunities. The strategy should, however, be narrow in focus, emphasizing the Bank's additionality in those areas of the country's development needs that other development partners (including the private sector) cannot meet. To use limited resources effectively, the strategy should engage more deeply in a limited set of areas. A comprehensive portfolio risk analysis may be necessary as an assessment tool.
- Further strengthen its program design and M&E framework to improve the development of the CSP results orientation and better assess program risks. Delays in program implementation could be traced to the lack of sufficient planning, which could be facilitated by adequate design and an M&E system, which should pay specific attention to the following: (i) distinguishing between development outcomes and outputs; (ii) indicating how the Bank's deliverables would contribute to national results; and (iii) implementation, reporting, and use.
- Prioritize capacity-building and institutional reforms, which are part of the most serious challenges facing Botswana. Traditional training and creating specialized capacity building structures have been less effective in alleviating the problem. As a result, alternative approaches should respond to the requirement by certain public sector agencies in the country to attach knowledgeable and experienced consultants to

work with their staff on a short-to-medium-term basis to deal with day-to-day dedicated issues. The Bank has the comparative advantage to develop such a group and should seek to support Botswana in this area by defining the required financing implications.

- Seek workable solutions, in collaboration with the GOB (through the **MOFDP**), to the long-standing delays in implementing the Bank's program, as they are costly, especially for the client.
- Support the GOB in partnership with other development partners in deepening its analytical framework on economic diversification, along the line currently being pursued in the mining

and diversification studies. Such a framework should help define the causal link between various interventions and how they promote vertical and horizontal economic integration. The knowledge development agenda should be a high priority for the Bank.

- Expand Botswana's infrastructure network and support the growing need to strengthen the country's institutional mechanisms for mobilizing financial resources (including the private sector) for meeting the maintenance needs of an extended and expanding infrastructure network. Providing analytical underpinnings and capacity-building support for developing and maintaining tariff structures would substantially assist Botswana's emerging infrastructure sector. ■



Photo Credits: Girma Teoro Kumbi
Photos taken during evaluation mission

Annex A: Statistical tables

Table A.1: Botswana – Trends of key indicators, 2000–2012

Indicator name	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Growth and inflation													
GDP growth (annual %)	5.9	3.5	9.0	6.3	6.0	1.6	5.1	8.9	3.7	(7.9)	8.1	8.0	6.1
GDP per capita growth (annual %)	4.0	1.9	7.5	4.9	4.7	0.5	4.0	7.8	2.7	(8.7)	7.2	7.1	5.2
GNI per capita, Atlas method (current US\$)	3,120	3,320	3,070	3,610	4,310	5,070	5,360	5,640	5,710	5,390	6,050	7,200	7,430
GNI per capita, PPP (current international \$)	7,940	8,630	8,530	9,410	10,050	10,600	11,450	12,820	13,610	13,230	14,210	15,550	16,520
Inflation, consumer prices (annual %)	8.6	6.6	8.0	9.2	6.9	8.6	11.6	7.1	12.7	8.0	6.9	8.5	7.5
Composition of GDP													
Agriculture, value added (% of GDP)	2.7	2.3	2.0	2.5	2.0	1.8	1.8	2.0	2.0	3.3	3.2	2.8	3.0
Industry, value added (% of GDP)	52.6	56.7	54.9	49.5	51.0	50.2	54.0	52.0	52.6	30.8	40.1	40.2	34.9
Services, etc., value added (% of GDP)	44.7	41.0	43.1	48.0	47.0	48.0	44.2	46.0	45.4	65.9	56.6	57.0	62.2
External accounts													
Exports of goods and services (% of GDP)	53.3	44.3	46.6	45.4	44.2	51.2	52.3	54.5	51.0	37.0	35.4	42.3	44.8
Imports of goods and services (% of GDP)	41.2	35.4	35.4	34.4	36.9	34.5	34.1	40.6	46.4	48.8	42.9	47.9	50.3
Current account balance (% of GDP)	..	..	..	..	..	15.9	19.3	15.1	0.5	(7.0)	(1.4)	2.2	(5.5)
External debt stocks (% of GNI)	8.7	6.9	9.2	7.1	5.7	4.8	3.7	3.6	3.4	14.9	12.2	13.8	..
Total debt service (% of GNI)	1.3	0.9	1.1	0.7	0.5	0.6	0.6	0.5	0.7	0.5	0.5	0.5	..
Total reserves in months of imports	..	..	..	..	..	16.0	20.6	19.6	16.5	18.8	14.5	12.2	10.1
Other macroeconomic indicators													
Gross domestic savings (% of GDP)	43.8	34.7	38.1	41.0	40.5	43.1	44.5	44.4	38.7	24.6	24.1	28.3	30.1
Gross fixed capital formation (% of GDP)	25.8	23.6	24.5	26.0	24.8	24.5	24.0	27.0	27.6	32.9	29.1	30.8	36.1
Fiscal accounts													
Revenue, excluding grants (% of GDP)	..	..	..	..	..	..	45.5	41.6	39.2	40.3	33.4	34.1	..
General government final consumption expenditure (% of GDP)	25.4	19.9	20.7	22.3	21.1	22.4	21.1	21.9	22.9	27.7	22.4	21.9	19.3

Indicator name	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Gross national expenditure (% of GDP)	87.9	91.1	88.9	89.0	92.7	83.2	81.8	86.1	95.5	111.8	107.5	105.6	105.5
Cash surplus/deficit (% of GDP)	..	..	..	..	..	..	12.5	5.2	(6.4)	(12.3)	(6.9)	(1.9)	..
Poverty & social indicators													
Poverty													
Human development index	..	..	..	..	..	..	..	..	..	..	..	..	..
Gini Coefficient	..	..	..	..	..	..	..	..	..	..	..	..	..
Poverty headcount at national poverty line(% population)	..	..	..	30.6	..	..	..	..	..	..	..	..	..
Health													
Life expectancy at birth, total (years)	50.8	49.8	49.3	49.3	49.7	50.4	51.3	52.1	52.7	53.0	53.1	53.0	..
Immunization, DPT (% of children ages 12–23 months)	97.0	97.0	97.0	96.0	96.0	96.0	96.0	96.0	96.0	96.0	96.0	96.0	..
Improved water source (% of population with access)	94.8	95.1	95.3	95.5	95.7	95.9	96.1	96.2	96.4	96.6	96.8	96.8	..
Improved sanitation facilities, rural (% of rural population with access)	32.0	33.0	34.0	35.0	35.9	36.9	37.9	38.9	39.9	40.8	41.8	41.8	..
Mortality rate, infant (per 1,000 live births)	54.6	54.5	54.3	52.3	47.7	45.7	45.5	45.9	46.1	44.8	43.6	42.9	41.0
Education													
School enrollment, preprimary (% gross)	..	..	..	..	..	15.4	16.2	16.5	19.1	18.9	..	..	..
School enrollment, primary (% gross)	104.0	105.6	106.3	106.5	106.5	107.2	108.1	107.7	108.3	110.1	..	..	..
School enrollment, secondary (% gross)	74.6	74.2	75.0	75.5	76.3	76.9	78.5	80.0	82.1	..	..	..	..
Population													
Population growth (annual %)	1.7	1.6	1.4	1.3	1.2	1.1	1.1	1.0	1.0	0.9	0.9	0.9	0.9
Population, total (million)	1.8	1.8	1.8	1.8	1.9	1.9	1.9	1.9	1.9	2.0	2.0	2.0	2.0
Urban population (% of total)	53.2	54.0	54.9	55.7	56.5	57.3	58.1	58.8	59.5	60.2	61.0	61.6	62.3
Private sector & financial sector development													
Time required to start a business (days)	..	..	..	108.0	108.0	108.0	108.0	108.0	78.0	61.0	61.0	61.0	61.0
Cost to start a business (% of GNI per capita)	..	..	..	11.6	11.3	10.9	10.6	9.9	2.3	2.1	2.2	1.8	1.6
Time required to register property (days)	..	..	..	..	18.0	18.0	11.0	11.0	11.0	16.0	16.0	16.0	16.0

Stock market capitalization (% of GDP)	17.4	21.0	28.3	26.3	25.4	23.8	39.0	53.8	32.0	42.3	29.3	25.6	31.8
Bank capital to asset ratio (%)	10.3	10.1	9.8	..	..	..	..	..	..	..	..	..	..

Source: World Bank, World Development Indicators, July 2013.

Table A.2: Botswana – comparator economic and social indicators, average for 2003–2012

Indicator name	Botswana	Mauritius	Zambia	SACU	S/A Region	SSA	MIC
Growth and inflation							
GDP growth (annual %)	4.6	4.4	6.2	3.9	4.6	5.0	6.4
GDP per capita growth (annual %)	3.5	3.7	3.3	2.7	2.7	2.3	5.2
GNI per capita, Atlas method (current US\$)	5,587.0	6,500.0	828.0	3,708.6	2,548.2	978.0	2,720.3
GNI per capita, PPP (current international \$)	12,745.0	12,254.0	1,247.0	7,004.6	5,057.8	1,885.7	5,348.3
Inflation, consumer prices (annual %)	8.7	5.7	13.1	6.7	451.7	6.6	5.6
Composition of GDP							
Agriculture, value added (% of GDP)	2.1	4.7	21.6	6.2	13.7	15.5	10.6
Industry, value added (% of GDP)	50.2	27.5	32.2	38.6	34.3	31.2	37.5
Services, etc., value added (% of GDP)	47.7	67.8	46.2	55.2	52.0	53.3	51.9
External accounts							
Exports of goods and services (% of GDP)	45.8	55.3	39.1	48.7	43.1	33.7	31.8
Imports of goods and services (% of GDP)	41.7	63.9	36.8	63.9	56.3	35.3	30.6
Current account balance (% of GDP)	4.9	(9.1)	(1.1)	(1.4)	(6.8)	..	..
External debt stocks (% of GNI)	7.7	12.0	62.0	21.5	49.6	..	24.3
Total debt service (% of GNI)	0.6	2.5	3.8	1.7	2.7	2.3	3.8
Total reserves in months of imports	16.0	3.7	2.8	7.6	6.2	6.3	15.3
Other macroeconomic indicators							
Gross domestic savings (% of GDP)	35.9	16.0	25.5	7.2	10.4	17.3	31.4
Gross fixed capital formation (% of GDP)	28.3	23.8	21.9	21.6	19.5	19.9	28.1
Fiscal accounts							
Revenue, excluding grants (% of GDP)	39.0	22.9	17.3	36.3	31.7	23.1	17.9
General government final consumption expenditure (% of GDP)	22.3	13.8	17.7	23.3	19.1	17.3	13.8
Gross national expenditure (% of GDP)	95.9	108.6	97.7	115.2	110.2		
Cash surplus/deficit (% of GDP)	(1.6)	(1.0)	(0.4)	(0.0)	(0.2)	(0.3)	(2.4)
Social indicators							
Health							
Life expectancy at birth, total (years)	51.6	72.6	46.1	51.2	52.8	52.7	68.3
Immunization, DPT (% of children ages 12-23 months)	96.0	97.3	83.8	85.6	84.7	66.0	79.7

Indicator name	Botswana	Mauritius	Zambia	SACU	S/A Region	SSA	MIC
Improved water source (% of population with access)	96.2	99.6	60.4	83.9	76.7	60.0	87.3
Improved sanitation facilities, rural (% of rural pop. with access)	38.8	89.1	32.4	37.2	36.3	22.6	42.0
Mortality rate, infant (per 1,000 live births)	45.6	13.5	69.5	55.5	59.6	74.6	39.5
Education							
School enrollment, preprimary (% gross)	17.2	96.2	..	30.6	51.8	16.7	44.8
School enrollment, primary (% gross)	107.8	..	117.1	107.3	114.3	96.4	107.2
School enrollment, secondary (% gross)	78.2	80.9	..	65.1	53.4	35.2	66.6
Population							
Population growth (annual %)	1.0	0.6	2.8	1.2	1.8	2.7	1.2
Population, total (million)	1.9	1.3	12.4	55.7	137.0	810.9	4 653.1
Urban population (% of total)	59.1	42.0	37.7	40.5	40.1	34.9	46.7
Private sector & financial sector development							
Time required to start a business (days)	86.2	22.1	26.2	62.5	65.4	50.9	47.2
Cost to start a business (%of GNI per capita)	6.4	6.2	29.5	20.8	146.5	174.2	45.2
Time required to register property (days)	14.8	126.6	53.1	43.4	73.5	83.9	68.2
Stock market capitalization (%of GDP)	32.9	54.3	16.2	63.6	59.5	116.8	58.5
Bank capital to asset ratio (%)	..	7.1	..	..	..	..-	10.1

Note: For some variables, data are not available for the whole time period, so some averages are based on less information.

Source: World Bank, World Development Indicators, July 2013.

Table A.3: Botswana – comparative socio-economic indicators

Basic indicators	Year	Botswana	Africa	Developing countries	Developed countries
Area (000Km2)	2011	581.7	30046.4	80976	54658
Total Population (millions)	2012	2.1	1078	5628	1069
Urban Population (% of total)	2012	62.3	39.8	44.8	77.7
Population Density (per km2)	2011	3.4	35.4	66.6	23.1
GNI per capita, (US\$)	2011	7480	1594.2	2780.3	39688.1
Labor force participation - Total (%)	2011	79	70.6	68.7	71.8
Labor force participation - Female (%)	2011	75	64.4	54.7	64.1
Gender-related development index (GDI)	2007	0.69	0.5	..	0.91
Human development index, (Rank among 187 countries)	2012	119	..	..	..
Poverty headcount ratio at national line (% of population)	2003	30.3	..	..	..
Demographic indicators					
Population Growth Rate - Total (%)	2011	1.18	2.32	1.37	0.71
Population Growth Rate - Urban (%)	2012	2.22	3.39	2.36	1
Population <15 years (%)	2012	32.02	40	29.23	17.67
Population >=65 years (%)	2012	4.17	3.59	5.99	15.3
Dependency ratio (%)	2012	56.7	81.73	..	..
Sex Ratio (Males per 100 Females)	2012	102.2	100.03	934.93	948.33
Female Population 15-49 years (% of total population)	2012	26.28	48.59	53.3	47.2
Life Expectancy at Birth - Total (years)	2012	53.03	58.13	65.68	79.81
Life Expectancy at Birth - Female (years)	2012	51.97	59.77	68.87	82.68
Crude Birth Rate (per 1000)	2012	23	34.23	21.48	12.03
Crude Death Rate (per 1000)	2012	13.52	10.92	8.21	8.3
Infant Mortality Rate (per 1000)	2012	34.99	70.84	53.09	5.75
Child Mortality Rate (per 1000)	2012	46.42	111.33	51.38	6.3
Total Fertility Rate (per woman)	2012	2.64	4.38	2.67	1.77
Maternal Mortality Ratio (per 100,000 live births)	2010	160	417.83	440	10
Women Using Contraception (%)	2012	54.4	30.82	61	75
Health & nutrition indicators					
Nurses (per 100,000 people)	2006	284.4	..	98	782
Birth Attended by Trained Health Personnel (%)	2007	94.6	..	39	99.32
Access to Safe Water (% of population)	2010	96	65.71	83.99	99.58
Access to Health Services (% of population)	2007	84	65.19	80	100
Access to Sanitation (% of population)	2010	62	39	54.6	99.85
Percentage of Adults (aged 15-49) Living with HIV/AIDS)	2011	23.4	4.64	..	..
Incidence of Tuberculosis (per 100000)	2011	455	233.79	..	..
Child Immunization Against Tuberculosis (%)	2011	99	81.7	89	99
Child Immunization Against Measles (%)	2010	94	77.78	76	92.62
Underweight Children (% of children under 5 years)	2008	11.2	..	27	0.1
Daily Calorie Supply per Capita	2009	2164	2568.8	2675.2	3284.7
Public Expenditure on Health (as % of GDP)	2010	8.3	5.86	4	6.87

Basic indicators	Year	Botswana	Africa	Developing countries	Developed countries
Education indicators					
Gross enrollment Ratio (%)					
Primary school - total	2009	110.12	100.47	106	101.5
Primary school - female	2009	108.13	96.52	104.58	101.21
Secondary school - total	2009	81.66	47.38	62.32	100.28
Secondary school - female	2009	84.17	44.15	60.71	100
Primary school female teaching staff (% of total)	2009	75.89	44.61	..	..
Adult illiteracy rate - total (%)	2010	15.53	32.99	19.03	..
Adult illiteracy rate - male (%)	2010	16	24.23	13.39	..
Adult illiteracy rate - female (%)	2010	15.1	41.66	24.45	..
Percentage of GDP spent on education	2009	8.23	4.66	..	..
Environmental indicators					
Land use (arable Land as % of total land area)	2011	0	0.08	..	..
Annual rate of deforestation (%)	2008	0.91	0.6	0.4	-0.2
Annual rate of reforestation (%)	2005	..	10.9	..	..
Per capita CO ² emissions (metric tons)	2011	1.89	1.1	..	..

Note: Where 2011 data is not available, we used the last available data.

Source: AfDB Statistic Database and World Bank Development Indicators, 2013.

Figure A.1: GNI per capita US \$

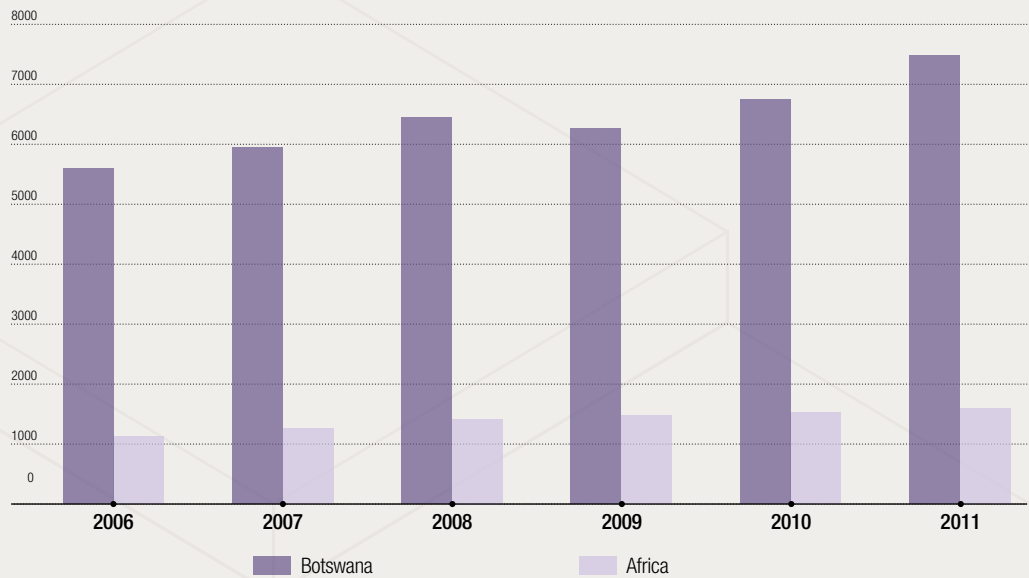


Figure A.2: Population growth rate (%)

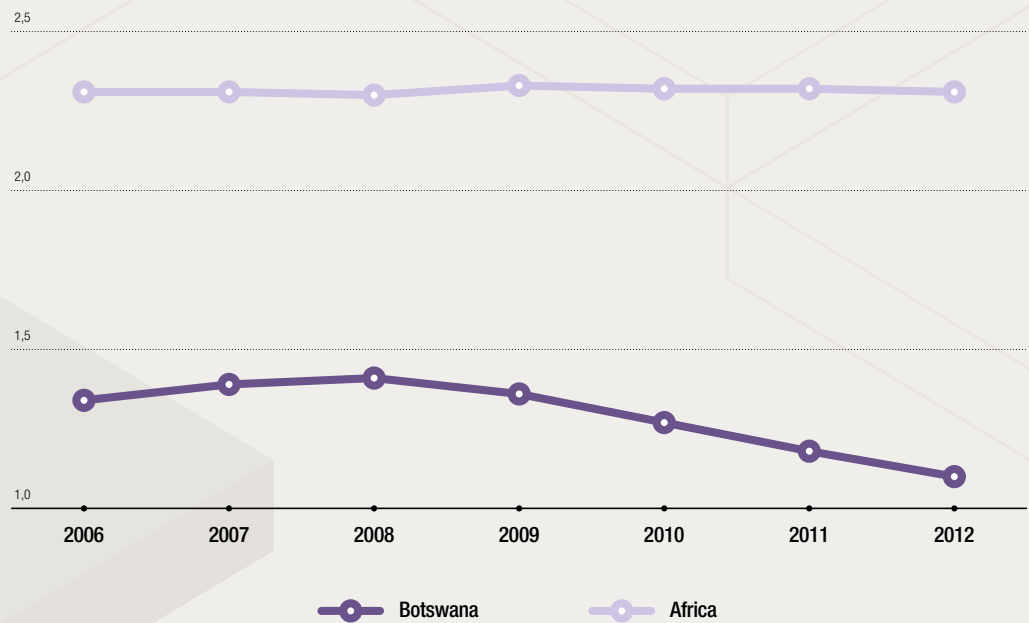


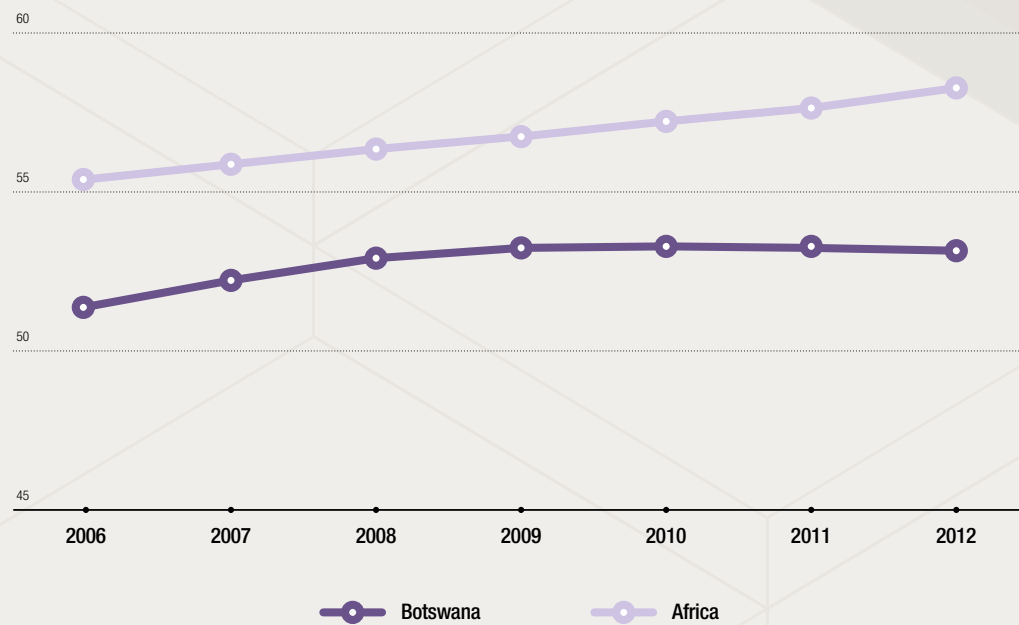
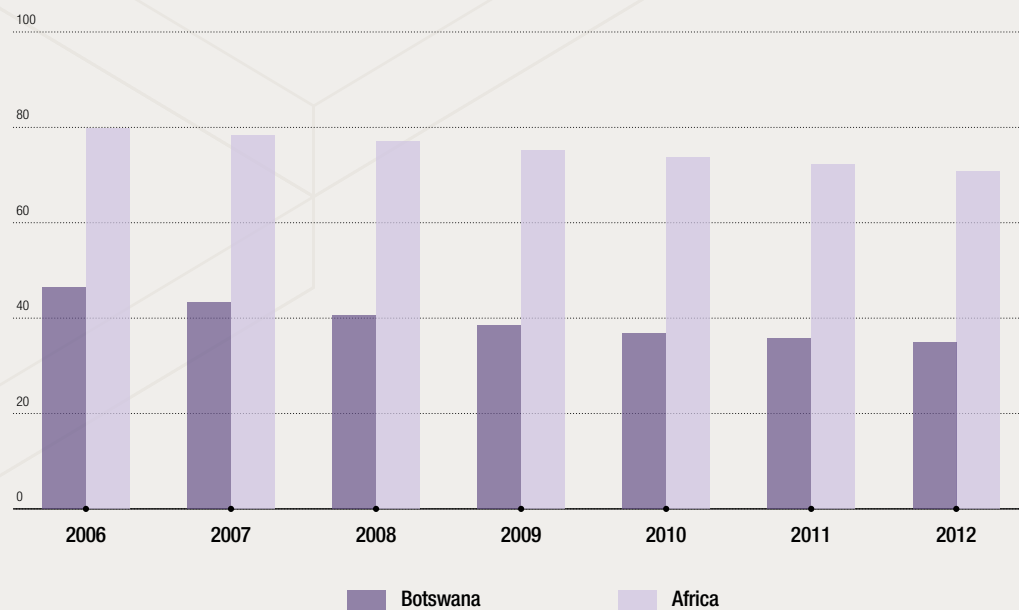
Figure A.3: Life expectancy at birth (years)**Figure A.4:** Infant mortality rate

Table A.4: Botswana's progress towards the Millennium Development Goals, 1990–2012

Goal	Target	Indicators	1990	2003	2007	2011	2015
Eradicate extreme poverty and hunger	Between 1990 and 2015, halve the proportion of people living on less than one dollar a day Between 1990 and 2015, halve the proportion of people who suffer from hunger	Proportion of population below \$1 per day	..	23.5	..	..	..
		Proportion of population below national poverty line	..	30.6	..	..	..
		Prevalence of underweight children under 5 years of age	..	7.1	4.6	..	..
Achieve universal primary education	Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Net enrollment rate for primary school (6–12 years)	85.60	85.6	85.8	87.3	..
		Proportion of pupils starting grade 1 who reach last grade of primary	76.0	86.9	86.9	..	..
		Literacy rate of 15–24-year-olds, women and men	89.0	93.7	..	95.2	..
Promote gender equality and empower women	Eliminate gender bias in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015	Ratio of boys and girls in primary school	100.0	90.0	86.9	..	..
		Ratio of boys and girls in secondary school	..	108	108	..	..
		Ratio of boys and girls in tertiary education	..	84.0	100.0	..	..
		Share of women in wage employment in non-agricultural sector	33.5	40.8	43.4	41.4	..
		Proportion of seats held by women in national parliament	5.0	17.0	11.1	7.9	..
		Ratio of literate females to males of 15–24-year-olds	..	..	1.2	..	..
Reduce child mortality	Reduce under-5 mortality by two-thirds between 1990 and 2015	Under 5 mortality rate	52.8	72.1	34.2	25.9	..
		Infant mortality rate (per 1,000 births)	41.3	42.1	24.9	20.3	..
		Immunization, measles (percent of children ages 12–23 months)	87.0	92.0	94.0	94.0	..
Improve maternal health	Reduce the maternal mortality rate by three-quarters between 1990 and 2015	Proportion of births attended by skilled health personnel	77.0	96.1	94.6	..	..
		Maternal mortality rate (100,000)	326	..	193	160.0	..
Combat HIV and AIDS, malaria and other diseases	Have halted by 2015 and begun to reverse the spread of HIV and AIDS Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	HIV prevalence among 15–19-year-old pregnant women	..	22.8	17.2	..	..
		HIV prevalence among 20–24-year-old pregnant women	..	38.6	31.2	..	..
		Contraceptive prevalence rate of all women aged 15–49 years	..	40.0	52.8	..	..
		Prevalence rate associated with tuberculosis	..	0.6	..	..	..
		Proportion of TB cases detected and cured under DOTS (directly observed treatment short course)	..	35.0	50.0	..	..

Goal	Target		1990	2003	2007	2011	2015
Ensure environmental sustainability	Halve the proportion of people without access to safe drinking water and basic sanitation Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources	Access to improved water source (percent of population)	93.0	95.0	95.8	96.0	..
		Access to improved sanitation (percent of population)	38.0	55	60	62	..
		Forest area (percent of total land area)	24.2	21.0	21.0	19.8	..
		National protected area (percent of total land area)	30.3	30.9	30.9	30.9	..
		CO2 emissions (metric tons per capita)	1.6	2.3	2.4	2.2	..
		GDP per unit of energy use (constant 2005 PPP \$ per kg of oil equivalent)	7.6	10.5	11.7	11.0	..
Develop a global partnership for development	Develop further an environment conducive for beneficial trade and foreign direct investment In cooperation with the private sector, make available the benefits of new technologies	Net ODA received (percent GNI)	3.9	0.4	0.9	0.7	..
		Debt service as a percentage of exports of goods and services	4.3	1.2	0.7	1.4	..
		Telephones lines (per 100 people)	1.9	7.2	7.1	7.4	..
		Mobile cellular subscribers (per 100 people)	0.0	24.3	59.7	142.8	..
		Internet use (per 100 people)	0.0	3.3	5.3	7.0	..
		Personal computers (per 100 people)	..	..	4.8	..	..

Note: Where 2011 data is not available, we used the last available data.

Source: Botswana MDG Status report 2010 and World Bank Development Indicators, 2013.

Table A.5a: External Assistance to Botswana, Total Net ODA Disbursement, 2004–2011 (USD millions)

	2004	2005	2006	2007	2008	2009	2010	2011	Total	% total
Australia	..	0.7	0.1	0.0	0.2	0.5	0.7	2.9	5.2	0.3
Belgium	0.1	..	-0.1	0.2	0.2	0.2	0.2	0.0	0.7	0.0
Canada	1.2	1.9	1.7	2.2	1.4	1.3	1.5	1.2	12.4	0.8
Denmark	1.3	1.4	0.6	0.1	0.6	0.1	0.5	..	4.5	0.3
Finland	0.1	0.1	0.1	0.2	0.4	0.6	0.2	0.5	2.2	0.1
France	1.9	1.4	1.5	9.2	2.4	1.0	6.5	0.7	24.5	1.6
Germany	3.8	3.5	2.7	2.5	439.0	2.1	2.4	2.0	457.9	29.4
Greece	..	0.0	..	..	0.1	..	..	..	0.1	0.0
Ireland	0.0	0.1	0.2	0.1	0.2	0.0	0.0	0.0	0.8	0.1
Japan	-1.4	-0.9	0.3	-2.2	-2.1	-2.6	10.7	-0.1	1.7	0.1
Korea	..	..	0.0	..	..	..	0.0	..	0.0	0.0
Kuwait (KFAED)	-1.8	-1.8	-1.7	-1.4	-1.5	-0.5	-0.6	7.9	-1.4	-0.1
Netherlands	1.2	1.0	0.6	0.1	..	..	..	..	2.9	0.2
New Zealand	0.0	0.0	0.0	0.0	..	..	..	..	0.1	0.0
Norway	1.6	2.2	2.0	2.2	3.0	1.8	0.6	0.5	13.9	0.9
Poland	..	..	..	..	0.1	..	..	..	0.1	0.0
Portugal	..	..	..	0.0	0.1	0.0	0.0	0.1	0.2	0.0
Spain	0.0	0.2	0.2	..	..	0.1	..	..	0.4	0.0
Sweden	0.4	0.3	1.6	3.7	4.3	3.0	4.7	2.1	20.1	1.3
Thailand	..	..	0.0	..	0.0	0.1	0.1	0.1	0.2	0.0
Turkey	..	..	0.0	..	..	..	0.0	0.1	0.1	0.0
United Kingdom	0.5	0.3	0.1	0.4	1.1	0.9	1.1	1.6	5.8	0.4
United States	21.1	18.0	24.8	44.8	231.9	214.4	77.0	78.5	710.4	45.6
Total bilateral donors	30.1	28.2	34.6	62.2	681.2	223.0	105.6	98.0	1,263.0	81.1
AfDB	9.0	..	2.8	0.5	0.7	0.0	2.1	0.3	15.4	1.0
-	..	..	..	..	..	..	1.1	1.1	0.1	0.1
ADF	-0.5	-0.5	-0.5	-0.5	-0.5	-0.5	-0.5	-0.5	-3.8	-0.2
1.6	-1.3	-1.8	-1.8	-0.7	-3.6	-1.8	-2.9	-12.3	-0.8	-0.1
BADEA	-2.0	-2.4	-2.4	-2.7	2.5	10.1	0.0	0.0	3.1	0.2
EU institutions	3.5	17.6	27.5	34.7	30.6	32.3	39.3	21.1	206.6	13.3
GEF	0.5	0.6	0.5	0.9	1.1	1.1	1.2	0.5	6.3	0.4
3.8	1.2	4.3	5.8	..	..	1.4	2.1	18.6	1.2	0.6
Global Fund	9.0	..	2.8	0.5	0.7	0.0	2.1	0.3	15.4	1.0
IAEA	..	..	0.1	0.2	0.3	0.3	0.5	0.1	1.4	0.1
IDA	-0.5	-0.5	-0.5	-0.5	-0.5	-0.5	-0.5	-0.5	-3.8	-0.2
Nordic Dev.Fund	-0.2	-0.2	-0.1	-0.2	-0.2	-0.2	-0.2	-0.2	-1.5	-0.1
UNFPA	0.7	0.8	0.7	1.0	1.4	1.9	1.4	1.4	9.4	0.6
UNHCR	..	0.5	0.7	1.0	0.5	0.7	0.7	0.7	4.7	0.3
UNICEF	0.6	1.0	1.0	1.2	0.7	1.2	0.8	0.9	7.3	0.5
UNTA	1.7	2.3	1.3	1.7	0.4	..	..	..	7.4	0.5
WHO	31.8	30.0	36.3	63.6	682.7	223.4	106.1	90.0	1,264.0	81.2
Multilateral, total	20.1	19.8	34.2	45.4	39.0	56.2	50.5	28.3	293.5	18.9
Private donors (Bill & Melinda Gates Foundation)	9.2	8.1	7.5	16.5	448.3	7.9	15.6	7.1	520.2	33.4

Total, all donors	50.2	48.0	68.8	107.7	720.3	279.2	156.1	126.3	1,556.5	100.0
Total, DAC countries	31.8	30.0	36.3	63.6	682.7	223.4	106.1	90.0	1,264.0	81.2
Total, G7 countries	27.1	24.0	30.9	56.9	673.6	217.1	99.1	83.8	1,212.7	77.9
Total, DAC-EU members	9.2	8.1	7.5	16.5	448.3	7.9	15.6	7.1	520.2	33.4
Total, non-DAC countries	-1.8	-1.8	-1.7	-1.4	-1.5	-0.4	-0.5	8.0	-1.0	-0.1

Source: OECD database.

Table A.5b: Botswana, Cumulative ODA Commitments, 2004–2011 (USD millions)

	2004	2005	2006	2007	2008	2009	2010	2011	Total
All donors	55.60	112.56	81.25	290.23	698.50	222.25	121.22	129.81	1,711.40
DAC countries	40.10	48.66	58.94	247.60	684.82	115.31	101.85	106.73	140.00

Source: OECD database.

Table A.5c: Development Partner Support by Sector/Theme in 2013

	Education	Health (including HIV/AIDS)	Governance & economic reforms	Water supply and sanitation	Transport	Energy generation and supply	Agriculture	Cross-cutting areas
Australia								
Austria								
Belgium								
Canada								
China								
EU								
Finland								
France								
Germany								
Japan								
Kuwait								
Norway								
Sweden								
UK								
USA								
AfDB								
UN								
World Bank								
Other multilaterals								

Botswana Development Assistance Management Information System (BODAMIS)

Table A.5d: AfDB Development Partners Co-financed Projects, 2004–2013

Project Code	Project Title	Approval year	AfDB approvals	Development partner name	Development partner contribution	Government/beneficiaries	Total
P-BW-HAA-001	National Development Bank (LOC)	2004	38.7	-	..	0	38.75
P-BW-KZO-001	Emergency relief support to the victims	2005	0.35	-	..	0	0.35
P-BW-AAZ-001	MIC Fund - Agriculture sector review	2007	0.48	-	..	0.057545	0.53
P-BW-AA0-006	MIC - Capacity building to Min of Agric	2007	0.29	-	..	0.021555	0.31
P-BW-KA0-001	Support for implementation - Vision 2016	2007	0.24	-	..	0.01562121	0.26
P-BW-KF0-001	MIC - Corporate Governance Code	2007	0.15	-	..	0.008	0.16
P-BW-AAC-002	AWF - Water control & management system, Pandamatenga	2007	1.03	-	..	0	1.029
P-Z1-DB0-028	Botswana/Zambia-SADC North-South Corridor Study (Kazungula Bridge)	2007	0.6	-	..	0.1	0.7
P-BW-KZO-002	Strengthening local authorities	2008	0.28	-	..	0.015	0.3
P-BW-AAC-001	Pandamatenga agricultural infrastructure	2008	39.02	-	..	5.67	44.7
P-BW-K00-001	Economic diversification support loan	2009	975.22	-	..	0	975.22
P-BW-FA0-001	Morupule-B power transmission project	2009	134.66	World Bank	98.20	131.6	900.16
				ICBC Standard Bank	535.70	0	535.7
P-BW-FF0-001	Solar power plant	2009	0.6	-	..	0	0.6
P-BW-IAZ-001	MIC support to TVET & tertiary science education	2010	0.6	-	..	0.03	0.63
P-BW-KZO-003	Mining and diversification study	2010	0.27	-	..	0.014	0.29
P-BW-KA0-004	Capacity building NBIFIRA	2010	0.6	-	..	0.032	0.63
P-BW-KA0-003	TA to privatization	2010	0.6	-	..	0.032	0.63
P-BW-K00-002	SCB-II	2011	0.49	-	..	0.0253	0.52
P-BW-AAC-004	Wastewater reuse and water harvesting	2011	0.6	-	..	0.26	0.86

Table A.6a: List of Bank Group Approvals – Loans, Grants and Technical Assistance, 2004–2013

Project Code	Project Title	CSP 2004–2008	CSP 2009–2013	Amount in UA million	Date of approval	Planned date of completion	Status
Loans							
P-BW-HAA-001	National Development Bank - LOC	Yes	-	38.7	08/Oct/2004	31/Dec/2010	Closed
P-BW-AAC-001	Pandamatenga agricultural infrastructure	Yes	-	39.0	09/Sep/2008	31/Dec/2013	Completed
P-BW-K00-001	Economic Diversification Support Loan	-	Yes	975.2	02/Jun/2009	30/Jul/2011	Closed
P-BW-FA0-001	Morupule-B power transmission project	-	Yes	134.7	28/Oct/2009	31/Dec/2013	Completed
Grants & TA							
P-BW-KZ0-001	Emergency relief support to the victims	Yes	-	0.3	22/Jun/2005	30/Jun/2006	Completed
P-BW-AAZ-001	MIC Fund - agriculture sector review	Yes	-	0.5	16/Feb/2007	30/06/2009	Completed
P-BW-AA0-006	MIC - Capacity building to Min of Agric	Yes	-	0.3	27/Feb/2007	31/Dec/2009	Closed
P-BW-KA0-001	Support for implementation of Vision 2016	Yes	-	0.2	01/Mar/2007	30/Apr/2012	Ongoing
P-BW-KF0-001	MIC - Corporate Governance Code	Yes	-	0.2	01/Mar/2007	31/Dec/2012	Completed
P-BW-AAC-002	AWF - Water control & management system, Pandamatenga	Yes	-	1.0	18/Jun/2007	31/Dec/2010	Completed
P-Z1-DB0-028	Botswana/Zambia-SADC North-South Corridor Study (Kazungula-bridge)	Yes	-	0.6	05/Feb/2007	30/Jun/2012	Closed
P-BW-KZ0-002	Strengthening local authorities	Yes	-	0.3	30/Jan/2008	31/Dec/2010	Completed
P-BW-FF0-001	Solar power plant	-	Yes	0.6	03/Nov/2009	31/Dec/2012	Ongoing
P-BW-IAZ-001	MIC support to TVET & tertiary science education	-	Yes	0.6	19/Mar/2010	31/Dec/2010	on-going
P-BW-KZ0-003	Mining and diversification study	-	Yes	0.3	08/Jun/2010	31/Dec/2012	on-going
P-BW-KA0-004	Capacity building NBIFIRA	-	Yes	0.6	22/Sep/2010	02/Aug/2014	on-going
P-BW-KA0-003	TA to privatization	-	Yes	0.6	14/Oct/2010	30/Jun/2013	on-going
P-BW-K00-002	SCB - II	-	Yes	0.5	07/Jul/2011	31/Dec/2013	completed
P-BW-AAC-004	Wastewater reuse and water harvesting	-	Yes	0.6	04/Oct/2011	31/May/2014	on-going

Table A.6b: Objectives/Components of Bank Group Approvals, 2004–2013

Project Name	Approval date	Approval amount (UAM)	Disbursement (%)	Project components
MIC Fund - agriculture sector review	16/Feb/2007	0.48	100.00	Provide sector-specific information as a basis for identifying specific issues for sector policy dialogue and advice to the government, as well as assisting to underpin the Bank Group interventions in the sector in Botswana
MIC Capacity building to Min of Agric	27/Feb/2007	0.29	100.00	<ul style="list-style-type: none"> ■ Provide necessary office and scientific equipment to enable the MOA deliver on its mandate ■ Improve the capacity of staff of the Ministry of Agriculture
AWF - Water control & management system, Pandamatenga	18/Jun/2007	1.03	100.00	Building capacity of Ministry of Agriculture in water control and ecosystem management
Pandamatenga agricultural infrastructure	09/Sep/2008	39	36.74	Develop appropriate water control/drainage system and access road network in Pandamatenga
National Development Bank - LOC	08/Oct/2004	38.75	100.00	<ul style="list-style-type: none"> ■ Improve NDB financing resource for its clients and enterprises ■ Capacity building in areas of risk assessment and control and assets and liability management
Emergency relief support to the victims	22/Jun/2005	0.33	0.00	Contribute to the provision of food support to the victims of the continuing effects of the drought of 2002
Support for implementation of Vision 2016	01/Mar/2007	0.25	92.65	Study and training
MIC - Corporate Governance Code	01/Mar/2007	0.15	69.99	Promote the development and implementation of corporate governance code
Strengthening local authorities	30/Jan/2008	0.28	96.53	TA to local authorities
Botswana/Zambia-SADC North-South Corridor Study (Kazungula Bridge)	05/Feb/2007	0.60	86.60	Prepare the economic feasibility, detailed engineering design, and tender documents
Wastewater reuse and water harvesting	04/Oct/2011	0.60	13.06	Prepare an irrigation project based on both wastewater reuse and water harvesting for implementation
Economic Diversification Support Loan	02/Jun/2009	975.22	100	<ul style="list-style-type: none"> ■ Promoting the private sector as the mainstay of economic growth ■ Deepening the financial sector and strengthening the regulation of nonbank financial institutions
Mining and diversification study	08/Jun/2010	0.28	64.95	Review of mining and energy projects
Capacity building NBIFIRA	22/Sep/2010	0.60	26.72	Helping Botswana to become a financial services hub for southern Africa
TA to privatization	14/Oct/2010	0.60	58.85	<ul style="list-style-type: none"> ■ Strategy for private sector participation in BCP transactions and training ■ Private sector participation in the maintenance of government buildings and training ■ Citizen economic empowerment
SCB - II	07/Jul/2011	0.49	100	Statistic capacity development
Morupule-B power transmission project	28/Oct/2009	134.66	26.05	Achieve energy generation self-sufficiency in order to support economic growth and reduce poverty.
Solar power plant	03/Nov/2009	0.60	99.93	Prepare feasibility study for solar power plant
MIC Support to TVET & tertiary science education	19/Mar/2010	0.60	52.66	Improve access to vocational education and training programs

Table A.7a: Annual AfDB Approvals by Sector, 2004-2013 (JA million)

Sector	2004	2005	2006	2007	2008	2009	2010	2011	2012	2004–2012	2004–2008	2009–2012
Transport	0.0	0.0	0.6	0.0	0.0	0.0	0.0	0.0	0.0	0.6	0.6	0.0
Social	0.0	0.0	0.0	0.0	0.0	0.0	0.6	0.0	0.0	0.6	0.0	0.6
Multisector (excluding PBL)	0.0	0.3	0.0	0.4	0.3	0.0	1.5	0.5	0.0	3.0	1.0	2.0
Finance	38.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	38.7	38.7	0.0
Agriculture and rural development	0.0	0.0	0.0	1.8	39.0	0.0	0.0	0.6	0.0	41.4	40.8	0.6
Power supply	0.0	0.0	0.0	0.0	0.0	135.3	0.0	0.0	0.0	135.3	0.0	135.3
Policy-based lending	0.0	0.0	0.0	0.0	0.0	975.2	0.0	0.0	0.0	975.2	0.0	975.2
Total approvals	38.7	0.3	0.6	2.2	39.3	1,110.5	2.1	1.1	0.0	1,194.8	81.2	1,113.6

Table A.7b: Annual AfDB Approvals by Sector, 2004–2013 (%)

Sector	2004	2005	2006	2007	2008	2009	2010	2011	2012	2004–2012
Policy-based lending	0.0	0.0	0.0	0.0	0.0	2516.7	0.0	0.0	0.0	81.6
Transport	0.0	0.0	1.5	0.0	0.0	0.0	0.0	0.0	0.0	0.1
Agriculture and rural development	0.0	0.0	0.0	4.6	100.7	0.0	0.0	1.5	0.0	3.5
Power supply	0.0	0.0	0.0	0.0	0.0	349.1	0.0	0.0	0.0	11.3
Social	0.0	0.0	0.0	0.0	0.0	0.0	1.5	0.0	0.0	0.1
Finance	100.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.2
Multi sector (excluding PBL)	0.0	0.8	0.0	1.0	0.7	0.0	3.8	1.3	0.0	0.2
Total approvals	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	0.0	100.00

Table A.8a: Annual AfDB disbursements, 2004–2013 (USD million)

Country	2004	2005	2006	2007	2008	2009	2010	2011	2012	Average, 2004–2012
Botswana	3.0	18.2	..	..	..	632.8	..	340.6	15.8	112.3
Mauritius	0.9	1.0	2.1	8.2	7.3	9.5	101.5	30.3	5.2	18.5
Namibia	10.3	16.3	17.1	13.4	7.7	0.5	..	..	1.9	7.5
South Africa	28.1	52.7	33.2	..	64.5	518.5	381.5	278.4	807.0	240.4
Swaziland	11.4	20.0	12.7	5.7	2.5	4.1	2.8	4.5	0.1	7.1
Southern region	152.5	208.4	199.2	132.6	211.4	1,277.0	619.9	724.2	968.9	499.3
AfDB countries	495.8	536.3	471.1	765.4	594.8	1,997.4	1,092.7	1,520.9	1,914.6	1,043.2
Bankwide	1,315.5	1,289.8	1,239.0	1,615.7	1,860.8	4,083.3	2,508.9	3,172.9	3 379.5	2,274.0

Table A.8b: Annual AfDB Disbursements, 2004–2013 (%)

Country	2004	2005	2006	2007	2008	2009	2010	2011	2012	Average, 2004–2012
Botswana	82.8	55.2	..	..	..	63.9	0.0	70.2	10.8	46.9
Mauritius	2.3	3.3	9.6	18.3	19.8	2.1	22.8	8.9	1.6	9.6
Namibia	16.3	18.6	27.4	30.4	33.3	48.3	0.0	..	38.2	23.4
South Africa	21.1	49.1	100.0	0.0	10.8	21.8	20.0	13.2	43.8	23.6
Swaziland	15.1	33.9	36.6	26.3	20.3	36.0	37.0	97.1	100.0	28.1
Southern region	16.5	24.1	27.2	18.2	16.6	29.1	17.7	20.2	32.2	23.6
AfDB countries	25.8	23.2	19.2	32.3	21.2	30.0	19.4	23.7	32.4	25.7
Bankwide	21.2	19.7	19.6	22.0	23.1	37.9	25.2	23.6	24.5	24.8

Table A.9a: Botswana's 2004 and 2009 CSPs – Proposed and Actual Bank Operations

Proposed operations	Actual operations
2004 CSP lending^a	
None	LOC to NDB (2005)
-	Emergency support to drought victims (2005)
-	Pandamatenga agriculture infrastructure (2008)
2004 CSP Analytic and Advisory Activities:	
Economic diversification study (2004/05)	Agriculture sector review (2008)
Transport infrastructure study (2004/06)	-
PPP scheme on power (2004/06)	-
Deepening of capital market	Pula bond, BWP 300 million, December 2005
-	Corporate Governance Code (2007)
-	Water control & management system (2007)
-	Fast-tracking Vision 2016 (2008)
2004 CSP Capacity Building:	
Nil	Capacity to Ministry of Agriculture (2007)
-	Institutional strengthening of LG (2008)
2009 CSP lending	
Budget Support Operation (2009)	Economic diversification project (2009)
Morupule-B1 (2009)	Morupule-B (2010)
Botswana waste water reuse (MTR) ^b	-
Pandamatenga Agric Infrastructure (MTR) ^b	-
U of B School of Medicine (MTR) ^b	-
Solar power project (MTR) ^b	-
2009 CSP Analytic, and Advisory Activities	
Impact of the global financial crisis (2009)	-
Transport infrastructure studies (2010)	-
Vulnerability & sources of inequalities (2011)	-
Waste water reuse for irrigation study (MTR)	Waste water reuse (2012)
Tourism development plan (MTR)	-
-	Botswana/Zambia South Corridor Study (Regional, 2007)
-	Solar power study (2010)
-	Mining diversification study (2010)
-	Support to NBIFRA (2011)
-	TA for privatization (2011)
2009 CSP Capacity Building:	
Multi-sector technical assistance/capacity building (2009)	Support for TVET and IT Education (2010)
Workshop on economic diversification (2010)	-
Statistical Capacity Building (at MTR)	Statistical Capacity Building II (2011)
-	Institutional support to Africa climate (regional, 2009)

Notes:

a The Mid-term Review (MTR) for the 2004 CSP did not outline a lending plan, but suggested two operations in the pipeline: the Pandamatenga Agriculture Infrastructure and the Mmamabula Energy Project.

b These proposed projects at mid-term review (MTR) replaced the following in the original 2009 CSP: Kazangula Bridge (2009), Agriculture Infrastructure (2010), North South Water Transfer (2010), Transport Infrastructure (2010), Mmamabula IPP for Power (2011) and LOC to NDB (2012).

Sources: 2004 CSP and MTR, 2009 CSP and MTR, and SAP.

Table A.9b: Performance Indicator to Assess Removal of Infrastructure Bottlenecks

Indicator theme	Expected output	Expected outcome	Results
To ensure the availability of sufficient domestic power generation capacity in order to (i) substitute for the fast declining electricity imports from neighboring countries and (ii) make available sufficient and reliable domestic generation capacity to support future demand growth.	Domestic generating capacity connected to the national grid to be increased by 600 MW by 2012 as Morupule-B comes on line. Botswana to be able to meet at least 75% and 100% of national generating capacity by 2012 and 2013, respectively. Load shedding and power outages eliminated by 2013.	Enhanced quality and efficiency in the delivery of energy supply. Domestically generated power to substitute for imports from South Africa and the rest of the SAPP that are to be discontinued by 2013. Load shedding and power outages eliminated by 2013. An environmentally sustainable energy system.	Substantial progress in delivering Morupule-B Project's expected outputs and outcomes; their realization depends on the functionality of the power plant.
Provide safe, secure and efficient road and rail infrastructure. Improve safety on the roads.	Road network in agricultural production zones needs to be developed, rehabilitation of some roads needs to be undertaken. Rail feasibility study finalized.	Regional road infrastructure disparities reduced and access to social services economic opportunities increased. Accident rate (death per 10,000 registered vehicles fall from 17.3 in 2007 to 14.1 in 2013). A safe and efficient national road network road safety improved. Upgraded, expanded, reliable and efficient rail network.	Except for the Kazungula Bridge project, none of the Bank's expected operations (the Transport Infrastructure Project and the Pandamatenga-Kazungula Border Road Project) materialized.
Provide improved agriculture infrastructure.	150 km in gravel rural roads. 300 km of drainage channels and 300km of perimeter bunds.	Increased crop production and productivity. Contribution of agriculture to GDP increase from 1.7% of GDP in 2008 to 1.9% in 2013.	Pandamatenga Agricultural Infrastructure Project still under implementation. The Agriculture Infrastructure Support Project did not materialize.
Increase access to safe water services.	Increased national availability of water to 750 m3 million. Increased national water supply to 150.4 m3 million. Increased irrigation water supply to 63.5 m3 million. Increase in potable water supplied to villages, settlements and communities for human use.	Water demand met increase from 45% in 2008 to 80% in 2013. Water supplied compliant to the set water quality standards increase from 20% in 2008 to 75%. Water Resources Management Act, 2004, regulations, and some of the recommended institutions as well as appropriate policies are in place.	North-South Water Transfer Project did not materialize.

Source: 2009 CSP, Annex 1: CSP Results-Based Framework (2009–2013).

Table A.9c: Monitoring Indicators for Support Actions to Expand Private Sector Investment

Indicator theme	Expected output	Expected outcome	Actual outcome ^a
Over-reliance on unsustainable mining sector and revenues	Non-mining sector growth rate per year in real terms at 6%	Percentage of non-mining exports increase from 17.9% in 2008 to 30% in 2013	Non-traditional exports grew at 16.9% in 2008, 20% in 2010 and 16% in 2011
Private sector not as competitive as firms in many MIC countries	Non-mineral government revenue: 43% in 2009/2010 and 44% in 2013	Proportionate increase in non-mineral government revenue	Non-mineral revenue grew by 21% in 2009/10 and 14% in 2011/12. Share of GDP was only 5.4% in 2013.
Undeveloped capital market	Securities Act to transform the Botswana stock Exchange (BSE) revised	Percentage contribution of domestic investment to GDP increase from 18% in 2008 to 22%	Gross Investment/GDP was 30.8% in 2008, but declined to 21.1% in 2012.
The non-competitive policy hampers free trade in certain areas of commercial activity	Percent change in BSE company index Competition Law enacted and operation	Percentage contribution of FDI to GDP increase from 26.4% in 2008 to 35% Improved competitiveness and trade	FDI/GDP stood at 4.5% in 2008, declined to 2.7% in 2010 and rose to 3.4% in 2012. Botswana's ranking in Africa's Competitiveness Index declined.

^a All data from IMF Article IV Consultation (2012).

Source: Annex 1: CSP results-based framework (2009–2013)

Table A.10: Summary Ratings of Programme Performance

	Relevance	Effectiveness	Efficiency	Impact	Sustainability
Infrastructure Development	Satisfactory	Moderately satisfactory	Not rated	Moderately satisfactory	Not rated
Power	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Moderately satisfactory	Unlikely
Agriculture and water control	Satisfactory	Moderately satisfactory	Not rated	Not rated	Not rated
Transport studies	Satisfactory	Satisfactory	Not rated	Satisfactory	Not rated
Economic diversification	Satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Unlikely
PSD, 2004 CSP	Satisfactory	Moderately unsatisfactory	Moderately unsatisfactory	Moderately unsatisfactory	Unlikely
PSD, 2009 CSP	Satisfactory	Moderately unsatisfactory	Not rated	Not rated	Not rated
Capacity enhancement of public institutions	Satisfactory	Satisfactory	Not rated	Moderately satisfactory	Unlikely
Budget support/policy dialogue	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Likely
Non-lending activities	Moderately satisfactory	Moderately satisfactory	Not rated	Moderately unsatisfactory	Unlikely
AAA & capacity building	Moderately satisfactory	Moderately satisfactory	Not rated	Moderately unsatisfactory	Unlikely
Partnership and aid coordination	Moderately unsatisfactory	Unsatisfactory	Not rated	Not rated	Not rated
Overall bank assistance, 2004–2013	Satisfactory	Moderately satisfactory	Not rated	Moderately satisfactory	Unlikely

Figure A.5: Sectoral Distribution of Bank Approvals in Botswana, 2004-2012 (UA million)

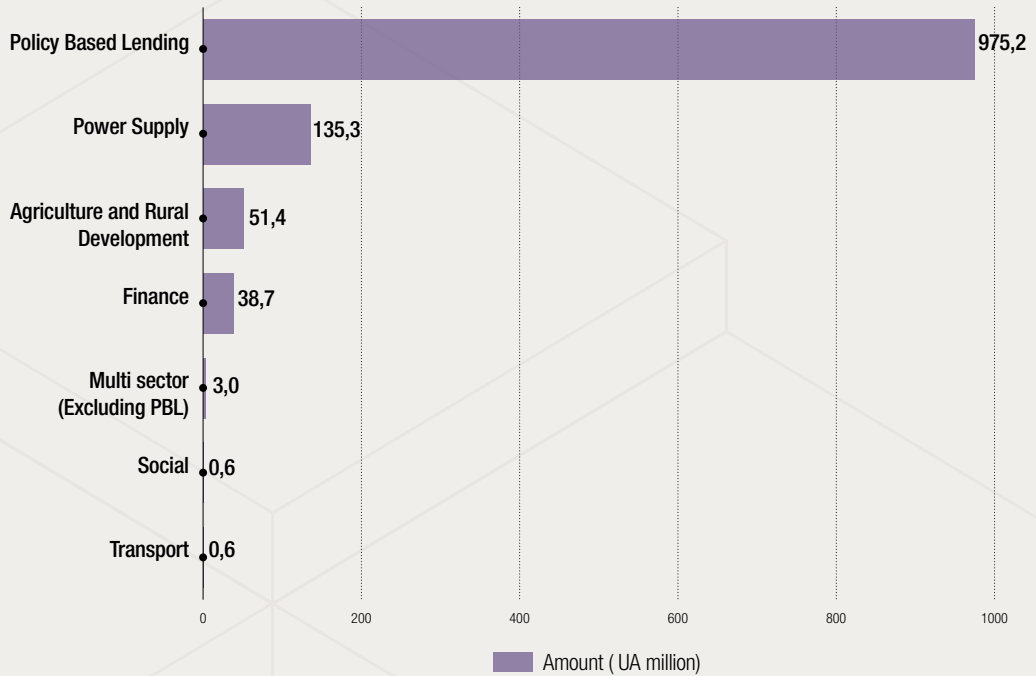
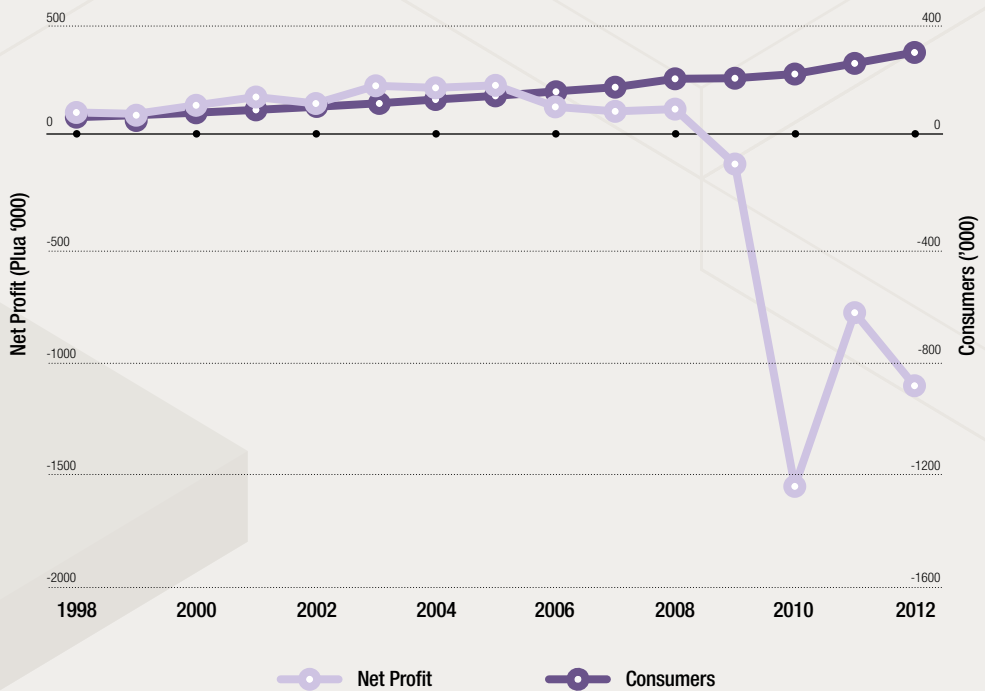


Figure A.6: Performance of the Botswana Power Corporation



Annex B: Evaluation criteria and rating scale

Evaluation criterion	Criterion definition	Rating scale	Rating scale definition
Relevance	The degree to which the design and objectives of the bank' strategy and program of assistance were consistent with the needs of the country and with the government's development plans and priorities. (And the Bank's corporate strategy, as well as recognition of what other development partners are doing.)	HS	Totally consistent CSP objectives with development priorities of the country and Bank; outstanding CSP design quality; exemplary relevance of CSP objectives and design; no limitations (if present, they have no impact)
		S	Good overall consistency of CSP objectives and design quality; few and minor weaknesses (with minor impact) on the consistency of the CSP objectives and/or CSP design quality
		US	Fairly consistent CSP objectives and CSP design quality; some limitations with some impacts though not fatal – presence of both strengths and shortcomings
		HUS	Limited CSP objective consistency and CSP design with substantial/serious weaknesses (with at least one major fatal limitation) on the objectives and/or design; unacceptable minimum performance
		NE	Negligible evidence or insufficient quality evidence to assess the degree of relevance
Effectiveness	The extent to which the assistance instruments achieved (or likely to achieve) the intentions and objectives set in the CSP.	HS	CSP attained (or likely to attain) at least substantial progress toward all its key objectives/outcomes, and with exemplary performance on at least one of them; minor weaknesses with no significant impacts
		S	CSP attained (or likely to attain) at least substantial progress toward most of its key objectives/outcomes; No exemplary performance; Few weaknesses with minor impacts
		MS	CSP attained (or likely to attain) at least substantial progress toward most of its key objectives/outcomes with moderate shortcomings/weaknesses
		MUS	CSP made (or likely to make) fair progress toward most of its key objectives/outcomes; inconsistent performance with achievements/strengths and weaknesses/shortcomings at par – a mix of some progress and some shortcomings
		US	CSP made (or likely to make) at least modest progress toward most of its key objectives/outcomes; inconsistent modest performance with substantial shortcomings
		HUS	CSP made (or likely to make) negligible/no progress toward any of its key objectives/outcomes; a far below and highly unacceptable performance
		NE	Negligible evidence or insufficient quality evidence to assess the degree of effectiveness

Efficiency	The extent to which the design and delivery of the assistance were most cost effective. (Referencing international standards)	HS	Estimates of the efficiency measures significantly exceeded their respective standards with no implementation delays and cost overruns – Highly efficient and not shortcomings
		S	Estimates of the efficiency measures meet their respective standards with minor/modest implementation delays and/or cost overruns – Efficient with minor/modest shortcomings
		US	Estimates of the efficiency measures modestly fall short of their respective standards with substantial implementation delays and/or cost overruns –substantial shortcomings; inefficient
		HUS	Estimates of the efficiency measures substantially fall short of their respective standards with severe implementation delays and/or cost overruns –severe shortcomings; negligible performance of efficiency estimates; highly inefficient
Sustainability	The likelihood that actual and anticipated results will be resilient to risks beyond the CSP program period.	Highly	Very high likelihood of sustaining all the key development outputs and outcomes: negligible risk to sustaining development outputs and outcomes
		Likely	High likelihood of sustaining all the key development outputs and outcomes: modest risk to sustaining development outputs and outcomes
		Likely	
		Unlikely	Low likelihood of sustaining all the key development outputs and outcomes: substantial risk to sustaining development outputs and outcomes
Highly Unlikely	Negligible likelihood of sustaining all the key development outputs and outcomes: very high risk to sustaining development outputs and outcomes		
Bank Performance	It focuses on the processes that underlie the Bank's effectiveness in discharging its responsibilities as a development partner including compliance with basic corporate operating principles; consistency with furtherance of its corporate, country and sector strategies; and its client service satisfaction.	HS	Very high quality at entry and supervision; no shortcomings
		S	At least satisfactory performance in quality at entry and supervision; minor/modest weaknesses
		US	At least modest performance in quality at entry and supervision; substantial weaknesses in quality at entry and/or supervision
		HUS	Negligible performance in quality at entry and/or supervision: highly severe weaknesses in quality at entry and/or supervision

Highly satisfactory (HS) = 4; Satisfactory (S) = 3; Unsatisfactory (US) = 2; Highly Unsatisfactory (HUS) = 1; Non-evaluable (NE).

a Highly Satisfactory (HS) = 6; Satisfactory (S) = 5; moderately Satisfactory = 4; Moderately Unsatisfactory (MUS) = 3; Unsatisfactory = 2; Highly Unsatisfactory (HUS) = 1; Non-evaluable (NE).

a Highly Efficient (HE) = 4; Efficient (E) = 3; Inefficient = 2; Highly Inefficient (HIE) = 1; Non-evaluable (NE).

a Highly Likely (HL) = 4; Likely (L) = 3; Unlikely = 2; Highly Unlikely (HUS) = 1; Non-evaluable (NE).

What the evidence would look like at different levels of performance:

Highly satisfactory/successful (6): Excellent/exemplary/very strong performance; no limitations/weaknesses/gaps (if present, they have no significant impact).

Satisfactory/successful (5): Generally strong/good performance with no significant gaps/weaknesses/limitations (limitations/weaknesses/gaps with minor impacts).

Moderately satisfactory/successful (4): Good performance with moderate gaps/weaknesses.

Moderately unsatisfactory/fair (3): inconsistent performance (mix of strengths & weaknesses/gaps/limitations (with more than 2 limitations or up to one major, though not fatal, limitation); some gaps/weaknesses limitations with some impacts, though not fatal).

Unsatisfactory (2): Performance with gaps/weaknesses slightly outweighing strengths/achievements.

Highly unsatisfactory (1): poor (unacceptably weak) performance showing at least one major (fatal) gap/weakness/limitation; far below minimum expectation.

NE: Grossly unsatisfactory evidence (or evidence is of insufficient quality) to assess performance.

Annex C: List of people met and project sites visited

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Endnotes

1. Non-lending activities comprise analytics, advisory services, dialogue, capacity development and partnership.
2. The World Bank classifies economies by GNI per capita. Using 2012 GNI per capita, four categories are defined: low income (USD1,035 or less); lower middle income (USD1,036–4,085); upper middle income (USD4,086–12,615); and high income (USD 12,616 or more). With income per capita of USD 7,720, Botswana is in the upper MIC category.
3. Refer to the SADC Gender Protocol 2012 Barometer: Botswana at <http://databases.sardc.net/> or <http://www.genderlinks.org.za/>
4. Compared to South Africa, women constitute 43 percent of parliament, 42 percent of the cabinet, and 38 percent of local government. Botswana has yet to ratify the SADC Gender Protocol.
5. This has been supported by substantive empirical evidence presented in Sachs and Warner's 1997 study of some 96 countries with high ratios of natural resource exports to GDP.
6. The performance of the Bank's general budget support to Botswana during the period under review – Botswana Economic Diversification Support Loan (EDSL) – has also been the subject of two reviews by IDEV. The first, a case study for the Evaluation of policy based-lending in the African Development Bank, 1999–2009, recommended an in-depth evaluation of the EDSL process to derive appropriate lessons for improving the Bank's budget support guidelines and standards. The second review noted substantial weaknesses in the EDSL (especially in enhancing economic diversification) FDI flows, and private sector development.
7. As an MIC, Botswana is not eligible for the Bank's concessional window (the African Development Fund [ADF]). Financial support therefore mainly comprises loans through the Bank's AfDB window.
8. The MIC Trust Fund aims to enhance Bank operations in MICs.
9. Slow disbursing projects, according to the Bank definition, are those expected to close within 12 months having disbursed only 60 percent or less of their approved amount.
10. Only six agencies responded: three Ministries (MOFDP, Ministry of Agriculture [MOA] and Statistics Botswana, related to MOFPD) and three parastatals (NBFIRA, PEEPA, and BID). In all, eight persons were interviewed, including project managers, project coordinators, and project officers.
11. The Bank's Economic Diversification Study (AfDB 2007) outlines the nature of these challenges in detail.
12. The Bank contributed to the feasibility study of this project with a grant to SADC and Botswana during the 2004 CSP period. The loan to Zambia was provided during the 2009 CSP period. Although Botswana received no direct loan for this project, both countries benefited.
13. The use of the Herfindahl index in the economic diversification study (2006), which is based on the contribution of eleven sectors to GDP, yielded an index of 0.177, implying that the economy is already highly diversified. This is not, however, a wholly correct interpretation. The Bank opted to use export earnings as an alternative and obtained a value of 0.75 for the Herfindahl index, confirming that the economy is highly concentrated in the export sector (AfDB 2006).
14. Bank support deviated from its stated goal. In one case, for example, it provided capacity development for local authorities even though the objective was to undertake an in-depth study on PPP.
15. SCB I supported the strengthening of economic statistics to meet the urgent demand for reliable, timely data to support the MDGs and Poverty Reduction Strategy (PRS) programs. The program also strengthened the national statistical capacity in price and national accounts, integrated ICP procedures and computation of PPPs in the NSSs, and promoted the use of ICP data for economic analysis at national, regional and international levels. A 2011 IDEV review rated the support satisfactory.
16. This implies that bonds denominated in BWP could be fully traded, settled and held using Clearstream and Euroclear cash against delivery IT systems, which should facilitate investor interests in Botswana and the BWP capital market.
17. An unpublished 2010 UNDP survey in Botswana indicated that only 5 percent of donor missions were jointly conducted.
18. Three sets of questionnaires were administered. The first was directed at government authorities and project implementing agencies and sought to identify the strengths and weaknesses of Bank-financed projects, as well as the factors that may undermine their management and outcome. This set of questionnaires was delivered as face-to-face interviews; only five agencies responded. The second questionnaire was directed at development partners and focused on the role of AfDB in Botswana; only two partners responded. The third questionnaire dealt with the Bank's contribution to the dialogue on macroeconomic growth and poverty reduction and was directed at government authorities, project implementing agencies, and other stakeholders; only five responses were received. The two development partners who responded on this issue indicated that the CO had led to "better" access to the Bank.
19. Of the five key recommendations of the 2002 IDEV review (intensified ESW, a HIV/AIDS assistance program, environmental management assistance, policy dialogue on encouraging regional integration, and studies on private sector investment opportunities), only those relating to ESW intensification were substantially taken on board.

20. Although the response rate was very low, the evaluation team's structured interviews of government authorities and project implementing agencies suggest that: (a) 4 of the 5 agencies that responded found AfDB's choice of financing instrument adequate; (b) all 5 respondents found project objectives relevant and reported that they contributed to achieving development objectives; and (c) 3 of the 5 respondents found procurement unsatisfactory (based on limited client understanding, laborious processes, and frequent changes in project management).

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Botswana: Country Assistance Evaluation 2004–2013
Summary Report, January 2015

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The overarching objective of the African Development Bank Group is to spur sustainable economic development and social progress in its regional member countries (RMCs), thus contributing to poverty reduction. The Bank Group achieves this objective by mobilizing and allocating resources for investment in RMCs and providing policy advice and technical assistance to support development efforts.

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About this Evaluation

This country strategy paper evaluation assesses AfDB assistance to Botswana during the 2004–2013 period. It examines the relevance of the objectives of the 2004 and 2009 Country Strategy Papers (CSPs) in supporting the development challenges faced by Botswana during this period. It also assesses the extent to which the two CSPs contributed to the realization of Botswana's national development outputs, outcomes and goals, and the factors that facilitated or limited the achievement of the results.

The evaluation draws relevant lessons from the performance of the two CSPs to provide actionable recommendations aimed at improving the design, implementation, and management of the Bank's new CSP for Botswana.



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