



European Initiative for Agricultural Research for Development (EIARD)

Analysis of donor support to CAADP Pillar 4 – Phase 1

A report to

Executive Secretary, EIARD, European Commission, Brussels

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James Morton & Co Ltd

28 Queens Road, Thame, Oxfordshire, OX9 3NQ

Tel: +44 (0) 1844 213 063

www.jfmorton.co.uk

mail@jfmorton.co.uk



Executive Summary

S 1. NEPAD's Comprehensive Agriculture Development Programme is designed to improve food security and incomes in Africa. CAADP's twin objectives are to increase public investment in agriculture to ten per cent of national budgets by 2015, and to enable countries to achieve an agricultural growth rate of six per cent per annum.

S 2. CAADP comprises four pillars: 1. Land and water management – Extending the area under sustainable land management, 2. Market access – Improving rural infrastructure and trade-related capacities for market access, 3. Food supply and hunger – Increasing food supply and reducing hunger, and 4. Agricultural research, technology dissemination and adoption. Pillar 4 aims to improve the capacity of the agricultural research system to develop and disseminate appropriate new technologies. It also provides cross-cutting linkage across the other pillars.

S 3. CAADP is an enabling framework not a programme. Individual countries implement the framework in their own way, using a common set of tools. This explicit country-focus is built on a 'Roundtable Process' to develop a 'Country Compact'. This commits the country and its development partners, as signatories to the compact, to a common strategy for agricultural development.

S 4. For Pillar 4, a Framework for African Agricultural Productivity sets out the key principles and targets for research and development to stimulate a country's agricultural sector. The mandated agencies for CAADP Pillar 4 are the Forum for Agricultural Research in Africa (FARA), as lead agency, and three sub-regional agricultural research organisations: the Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA); the West and Central African Council for Agricultural Research and Development (CORAF/WECARD); and the Food, Agriculture and Natural Resources Directorate of the Southern African Development Community (SADC-FNAR).

S 5. CAADP is supported by a range of donors and funding channels. Donor countries contribute through multilateral agencies and through continental and regional organisations, as well as direct aid to governments and their agencies. In many cases funds pass through at least one layer of intermediary agency, and they are allocated through a variety of different modalities. Challenge funds and joint-donor trust funds are common.

Study Objectives

S 6. The objective of this Analysis of Donor Support to CAADP Pillar 4 is:

To provide EIARD with the knowledge and processes required to better coordinate and harmonise support to CAADP Pillar 4 both between EIARD members, and between EIARD members and other major donors.

S 7. The Study is being conducted in two phases. This report is for Phase 1, addressing three principal tasks:

- Mapping existing and planned future support of EIARD members and other aid donors to CAADP Pillar 4.
- Exhaustive mapping of continental and sub-regional support to Agricultural Research for Development (ARD) in Sub-Saharan Africa (SSA).
- An assessment of the extent to which individual CAADP Pillar 4 investments meet the Paris Declaration requirements for aid effectiveness.

S 8. The mapping and assessment provide the basis for selecting a minimum of four case study countries for Phase 2. The case studies will identify examples of good and bad practice in donor support to CAADP4, and look at the causes and lessons to be learnt. These will be used to develop targeted recommendations to improve the coordination of donor support to CAADP Pillar 4, and to SSA ARD more widely.



Method

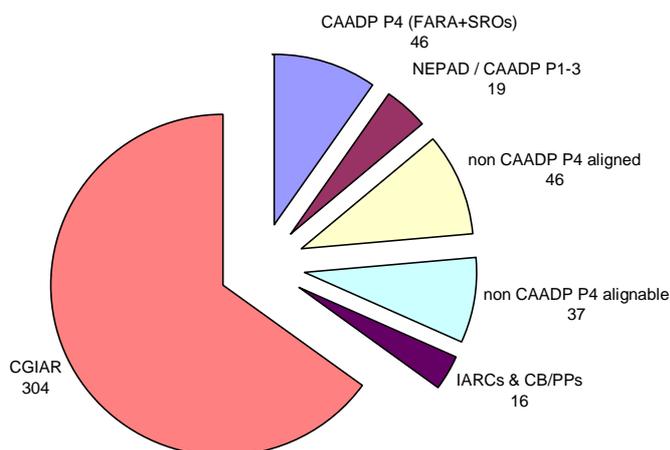
S 9. This is largely a desk study, reviewing documents and websites. Key informants and stakeholders have also been consulted, and data on ARD investments has been collected from stakeholder respondents on a programme Information Sheet. Information was sought on four topics: i) donor funded ARD Programmes / Projects, ii) donor policies and strategies for ARD in SSA, iii) donor policies for ‘aid effectiveness’, and iv) ARD processes and methods in SSA. For practical reasons, the Study worked in three separate domains. The CAADP domain covered the continental and regional agencies in Africa. The EIARD domain focussed on the programmes of EIARD members. Lastly, an International domain covered non-European donor support to ARD and CAADP Pillar 4.

S 10. During Phase 1, the major effort went into mapping donor support to ARD in SSA. The availability and quality of data was found to be a major constraint. Official databases are poorly populated and do not provide the detail needed for the mapping. There was a poor response from EIARD members to the Study’s request for information on their ARD portfolios. As a result, the mapping is incomplete and estimates of donor funding to SSA ARD are known to be too low, except for that to the Consultative Group on International Agricultural Research (CGIAR) centres. Therefore the Study has been cautious in its interpretation of the data. Its assessments are relative rather than absolute. Nevertheless, the main conclusions are believed to be valid, as are the implications drawn.

A Map of SSA ARD Funding

S 11. The mapping has been prepared on a standard funding-per-annum basis, with 2009 as the reference year. Total funding to ARD in Sub-Saharan Africa has been estimated at US\$ 468M per annum. EIARD members provide 35% (US\$ 163M pa). The largest proportion is channelled through the CGIAR system: US\$ 304M pa or 65%. The non-CGIAR element is known to be under-estimated, but it is not believed to be by so much as to change the overall balance shown in the figure.

Mapped donor support to SSA ARD (US\$M pa)



S 12. The Study estimates direct donor support to CAADP Pillar 4, i.e. to the CAADP4 mandated agencies, FARA and the SROs, at US\$ 46M pa. A further US\$ 46M goes to programmes which are not implemented by the mandated agencies but which are aligned with Pillar 4 (i.e. ‘non-CAADP P4 aligned’). Programmes supporting the other CAADP Pillars include ARD components with an



estimated value of US\$ 19M pa ('NEPAD/CAADP P 1-3'). This gives a total of ca US\$ 111M pa for donor support to CAADP-related ARD.

S 13. On these figures, FARA and the SROs account for a quarter of the non-CGIAR funding and 10% of the total donor investment in ARD in Sub-Saharan Africa. If the P4 aligned and ARD components of P 1-3 programmes are added, these proportions rise to 68% and 24% respectively.

S 14. The balance of the non-CGIAR funding, includes bilateral EU and international support to individual countries, and funding through the Alliance for a Green Revolution in Africa and the African Agricultural Technology Foundation. This is classified as 'P4 Alignable'. The figure of US\$ 37 M is known to be underestimated through under-reporting from EIARD members. The last category shown in the figure covers two International Agricultural Research Centres which do not belong to CGIAR, and bilateral Capacity Building/ Partnership Programmes for ARD ('IARCs & CB/PPs'). This estimate of US\$ 16 M is also known to be underreported. Taken together these last two categories account for an under-estimated 32% of non-CGIAR funding and 11% of total support to ARD in SSA.

S 15. Further research is needed to understand the extent to which these last two categories are effectively aligned with CAADP P4. The same applies to the CGIAR portfolio. The Phase 2 country case studies will seek better evidence on the extent, and potential for improvement, of this alignment.

Data Issues

S 16. The mapping just outlined covers funding to some 40 countries, with up to 40 donor countries and agencies, including some 15 major donors. It attempts to describe a very large and complex resource; one for which there is no complete and up-to-date analysis, nor any routine tracking mechanism. This Study has been commissioned in recognition of the need for such an analysis, a need that is reinforced by the proposed CGIAR reform initiative, which aims to consolidate donor support into a single CGIAR trust fund.

S 17. There are a number of on-line databases designed to provide accessible information on donor funding to ARD. The Study found the current condition of these databases a major obstacle to the analysis. They are incomplete, out of date, and not structured to allow rapid access and analysis. Nevertheless, the Study also suggests that developing a unified and functional system to track support to ARD in SSA may not be an especially difficult or expensive task.

S 18. The key problems are not technical or financial. ICT funding appears generous and most databases will be using the same, more than adequate, software. Some individual databases are reasonably complete, and those that are not could easily be up-dated. Instead, there are two main constraints. First, the individual systems have not been designed to work easily with each other, so as to contribute a minimum dataset to a universal common information requirement. More importantly, key actors, crucially the managers of donor funds, seem not to have the will to make such a common system work by submitting their information and keeping it up to date.

S 19. The complexity of funding channels is another difficulty. As well as via the CGIAR, funds from an individual donor country can flow to ARD in SSA through multilaterals like the World Bank and FAO, and through intermediaries like FARA, the SROs and AGRA, as well as direct to the national governments. There are a number of cases where more than one intermediate organisation is involved in individual funding flows. For example, the SSA Challenge Programme is funded through CGIAR but managed by FARA. Another example is where donor funding to an FAO programme is used for projects implemented by CGIAR. There is considerable scope for double counting as a result. Perhaps a more important question concerns the extent to which this layering of managing and implementing agencies adds sufficient value to the process to offset an unavoidable increase in transactions costs. However, this question is outside the scope of the Study.

Capacity Building and Partnership Programmes

S 20. An important data gap concerns donor investment in Capacity Building and Partnership Programmes. These dominate the non-CGIAR portfolios of most countries which have provided complete data: Belgium, Switzerland and Norway. Websites and strategy papers indicate that other



EIARD member countries also provide this kind of support, but without data on the level of funding. Overall it may be that as much as 10% of donor support to SSA ARD goes to this category.

S 21. These programmes have particular importance for CAADP. National capacities to respond and participate are a critical factor in the success of the CAADP process. There are signs that it has been a limiting factor in a number of countries. The Study believes that greater attention to the design and use of capacity building and partnership programmes would help to overcome this. This is not so much a matter of ‘aid effectiveness’, in the Paris Declaration sense. It is because support to the capacity of National Agricultural Research Systems has the potential to strengthen their engagement in the whole CAADP process, and to enhance their ability to contribute to the design and implementation of their Country Compact.

Emerging donors and actors

S 22. The support mapping has revealed the important role played by some new donors and agencies. The most important is the Bill and Melinda Gates Foundation (BMGF). This is shown as the second largest donor to CGIAR and, on the available data, as the third largest to ARD in SSA outside the CGIAR. The BMGF’s contribution may be even larger than shown in the mapping, which only includes contributions which can be verified from its website’s listing as support to ARD. A more detailed analysis of the listing is needed to identify all the grants which may be contributing indirectly to this sector. This is a problem found in a number of databases and a major factor behind any under-estimation of non-CGIAR funding.

S 23. The Alliance for a Green Revolution in Africa (AGRA) was established with BMGF funding in 2006. It has continued to receive substantial funding since. At US\$ 4.2M pa, the Study’s estimate for BMGF funding to ARD through AGRA is conservative. AGRA is now a large and influential funder, with strong links to NEPAD as well as with donors and other agencies working in ARD for SSA. Other new actors and supporting agricultural development, and have influence on ARD. These include AECF and AATF, as well as FARA itself. It is noted that donor efforts to reduce the number of partners an African country has to deal with is being offset, to some extent, by the increased number of regional agencies they now face.

S 24. China, India and, to a lesser extent, Brazil are increasingly important partners for African countries. Clear information is not available. However, it would appear that most of their support is in the form of tied supplies of equipment and construction services, on near commercial terms. Outside contributions to CGIAR, they do not seem to be making significant contributions to ARD.

Donor Engagement with CAADP

S 25. Most donors, EIARD members, and aid agencies have a stated aim to increase their support to agricultural development in Africa. CAADP is commonly referenced in ARD-related policies and strategies. However, this is mostly at the level of context: i.e. CAADP as the agricultural development framework within which donor support operates. Less frequently there is a statement of committed support for CAADP. A number of donors have contributed directly to the CAADP process, through the different trust funds and CAADP-mandated agencies. However, the Study found little evidence that any of these stakeholders have engaged with CAADP more closely. None appear to have explicitly mapped their support to the four CAADP pillars. Apart from somewhat token references to the CAADP framework, most continue to rely on their internal planning frameworks in setting their policies and strategies for the support of SSA ARD.

S 26. CAADP emphasises a process at the national level leading to the signature of a Country Compact with the development partners. It can be argued that most Country Compacts are relatively new and donors could not have engaged earlier. However, there is almost no mention of this central element in donor policy statements and strategies. Some donors have supported individual country Roundtable processes. However, this is a long way short of the statement which might be expected that a donor would target a significant proportion of its agriculture sector funding to support the Country Compact in each country.

S 27. This gap between stated support for CAADP on the one hand and evidence of its translation into implementation and practice on the other makes it difficult to evaluate the extent and coherence of donor support to the CAADP. A priority for Phase 2 will be to confirm the extent to which this gap



exists in practice. And if so, to examine how CAADP can bring about stronger and more coherent donor support to agriculture at the country level.

CGIAR and the CAADP

S 28. Irrespective of the uncertainties of funding estimates the Study's mapping demonstrates that the CGIAR is the default recipient of funding for SSA ARD. It is inevitably a major influence on setting the research agenda and, within the Study's context, with important implications.

- That making the CGIAR's work in the SSA as relevant, effective and efficient as possible should be a priority for EIARD. Thus the current CGIAR reform process, to which EIARD has actively contributed, is fundamental.
- That there is an important opportunity to shape the new CGIAR Strategic Results Framework (apparently still in draft), and to use the flexibility of the new CGIAR Trust Fund mechanism to improve the alignment of CGIAR programmes with CAADP at the regional, and especially the national level.

S 29. It is a concern, therefore, that the draft CGIAR Strategy and Results Framework makes just three, rather general references to CAADP. This is despite the fact that SSA accounts for 51% of the CGIAR research spend. There is no discussion of how the CGIAR centres might actively engage with the CAADP process, or how the proposed mega-programmes will match any of CAADP's four pillars. Similarly, the Paris Declaration questions of ownership, mutual accountability, and alignment are not discussed in the Framework, beyond a footnote on how the 'aid effectiveness' agenda emphasises managing for results. Instead, the key driver of the CGIAR strategy appears to be a GIS-based analysis of 'Development Domains and Agricultural Systems'. With the exception of IFRI, the centre most closely associated with CAADP, strategic statements by CGIAR centres and their work plans for SSA make no substantial reference to CAADP Pillar 4.

S 30. The majority of the CGIAR's funding is used to support the centres' own research programmes. Although there is undoubtedly collaboration with the National Agricultural Research Systems (NARS), the Challenge Partner Programme most specifically designed for this makes up less than a tenth of the 'Agreed Agenda' implemented by the centres. The exception to this appears to be the CGIAR's SSA Challenge Programme. This is managed by FARA, and so is potentially strongly aligned with CAADP Pillar 4. The SSA CP has established a strong linkage with governments and agencies in its study countries and these governments are reported to make substantial contributions to its funds. This mechanism may provide a useful model for improving CGIAR linkages to CAADP.

Assessment of Aid Effectiveness

S 31. The Study presents a simple assessment against three Paris Declaration principles: Ownership, Alignment and Harmonisation.

S 32. Ownership of the CAADP method and process as a strategy for agricultural development appears strong – at least down to the level of the CAADP mandate agencies. However, a recent IFPRI study in Ghana suggests that limited ownership of the CAADP method at the country level may be a constraint on the crucial 'Roundtable' process. The emergence of agencies like AGRA within African Union/ NEPAD context as African funders and facilitators of agricultural development initiatives has added to the sense of ownership at the continental and regional levels. How this works out in terms of ownership at the country level will be a key focus of the Phase 2 case studies.

S 33. Donors recognise CAADP as the context within which they should support ARD, but it is not clear that this has been reflected in any re-alignment of their programmes. The Phase 2 case-studies will aim to make a better assessment of the risk that donors' perhaps 'token' recognition of the CAADP principles has allowed them to consider current programmes to be aligned, on a 'business as usual' basis; instead of stimulating a re-alignment to better fit national needs and policies.

S 34. As with ownership, alignment seems clearest at the regional level, through the clustering of donor support to the FARA strategic portfolio and to the SRO's Multi Donor Trust Funds. In theory, the latter should 'self-aligning', allowing NARS agencies to bid for funding for their needs. However, this very much depends on the way the trust fund works and, critically, on the national agencies' capacity to define their needs in the form of projects which can be financed within the fund's rules. The fact that three East African countries - Kenya, Uganda and Tanzania - have by far



the largest share of ASARECA's research projects indicates that challenge funds, or trust funds, do not necessarily guarantee equity, or alignment. However, this imbalance is common to the SSA ARD portfolio, and partly reflects the wider issue accessibility of funds in competitively managed systems.

S 35. If joint- or pooled-funding is an indicator, donor harmonisation is moderately widespread. Of the 220 projects recorded, 17% were dual-donor projects – typically a bilateral donor and a university or a national foundation – and 14% had five or six donors. These were mostly MDTFs comprising a mixture of multilateral agencies – WB, AfDB and EC – with a group of bilateral donor countries.

S 36. The increasing size and influence of foundations like the BMGF, and new fund management agencies like AGRA, means they need to be included in any systematic mapping; and in initiatives to improve the effectiveness of donor support to SSA ARD. These organisations now fund and manage substantial ARD portfolios in SSA. Through their governance structures, they are well networked into the political and commercial momentum driving NEPAD's strategy for agricultural development.

S 37. This Study is not an evaluation and no assessment is made of the last two Paris Declaration principles: 'managing for results' and 'mutual accountability'. It is noted, however, that 'managing for results' and 'accountability' must both depend on reliable information, especially information on the level and allocation of funds. The Study's experience has clearly shown that if donor support to ARD in SSA is to be 'managed for results', substantial improvements in the quality of the various programme and project databases must be a priority. This is even more essential when it comes to creating true accountability for the way donors support ARD in SSA.

Proposed case study countries

S 38. Phase 1 has highlighted the need to concentrate Phase 2 on the CAADP process at the country level, and from the perspective of the in-country stakeholders. This reflects CAADP's own orientation and focuses on what, from the literature, may be the CAADP process' greatest weakness.

S 39. The mapping and aid effectiveness assessment did not show the country situation clearly enough to identify the best case studies. Instead, the following criteria have been used as a framework for selecting the case studies: Country Compact status; country ARD activity and capacity; progress on CAADP objectives; the presence of key World Bank projects; and the implementation of CAADP Pillar 4 projects. The aim is to select countries with contrasting characteristics so as to look at a range of differing situations.

S 40. The ToR sought a minimum of four case study countries. It is recommended that this be reduced to three, to ensure that the best possible data can be sought from respondents. The SROs play a central role in supporting Pillar 4. Their operations are also the clearest example found of coordinated and complementary donor support to SSA ARD. It proposed therefore to select one case study one country per SRO, and hence per region as follows.

- For ASARECA, in East and Central Africa, Tanzania is proposed. Tanzania has a high level of ARD activity, including CGIAR, it signed its CAADP Country Compact in 2010, and it is implementing the World Bank's East Africa Agricultural Productivity Project (EAAPP). There is linkage to three FARA projects and donor activity in Tanzania is high. However its investment in agricultural development and its agricultural growth rate is moderate.
- For CORAF, in West and Central Africa, Benin is proposed. Benin has a 2009 compact but lower CGIAR ARD activity than Tanzania, and no involvement in the respective West African World Bank project (WAAPP). Its linkage to the CAADP4 network projects is similar.
- For SADC/ FANR, in Southern Africa, the best contrast with the above case study countries would be a country with a future compact, and with medium ARD activity and agricultural development status. The choice is limited to Mozambique, Zambia or Zimbabwe although none is a full fit. The safer choice here is Zambia.

S 41. Had further case-study countries been feasible, Gambia would allow lessons to be learnt from its strong post-compact agricultural development performance, despite having low ARD activity. Another possibility is Rwanda, since it was the first country to sign a CAADP compact, allowing the impact of a longer-established CAADP process to be examined.



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Acronyms

AAA	Accra Agenda for Action
ADA	Austrian Development Agency
AER	Aid Effectiveness Review
AfDB	African Development Bank
AFI	Annual Funding Intensity
AGRA	Alliance for a Green Revolution in Africa
ARD	Agricultural Research for Development
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
ASTI	Agricultural Science and Technology Indicators
AU	African Union
BEAF	Advisory Service for Agricultural Research for Development
BMGF	Bill and Melinda Gates Foundation
CAADP	Comprehensive Agriculture Development Programme
CAADP4	CAADP Pillar 4
CARDESA	Centre for Agricultural Research and Development in Southern Africa
CB/PP	Capacity Building/ Partnership Programmes
CGIAR	Consultative Group on International Agricultural Research
COMESA	Common Market for Eastern and Southern Africa
CORAF(/ WECARD)	Conseil Ouest et Centre African pour la Recherche et le Développement Agricoles/ West and Central African Council for Agricultural Research and Development
CRS	Creditor Reporting System
DAC	(OECD's) Development Assistance Committee
DDRN	Danish Development Research Network
DFID	Department for International Development
DGDC	Directorate General for Development Cooperation (Belgium)
DGIS	Directorate General for Development Cooperation (Netherlands)
EAAPP	East African Agricultural Productivity Project
EC	European Commission
ECA	East and Central Africa
ECOWAS	Economic Community Of West African States
EFARD	European Forum for Agricultural Research for Development
EIARD	European Initiative for Agricultural Research for Development
EU	European Union
FAAP	Framework for African Agricultural Productivity
FAFS	Framework for African Food Security
FAO	Food and Agriculture Organisation of the United Nations
FARA	Forum for Agricultural Research in Africa
FIMA	Framework for Improving Market Access
FSLWM	Framework for Sustainable Land and Water Management
FSTP	Food Security Thematic Programme
G-CP	Generation Challenge Program (CGIAR)
GDPRD	Global Donor Platform for Rural Development
GEF	Global Environmental Facility
IARC	International Agricultural Research Centres
IFAD	International Fund for Agricultural Development
IS	Innovation Systems
IS+	ARDInfoSys+
MDTF	Multi-Donor Trust Fund
MP	Mega-Programme (CGIAR)
NARS	National Agricultural Research System

EIARD – Analysis of donor support to CAADP4 – Phase I

Acronyms



NCP	National Contact Person
NEPAD	New Partnership for Africa's Development
NGO	Non-Government Organisation
NORAD	Norwegian Agency for Development Cooperation
NPCA	NEPAD Planning and Coordination Agency
NPP	Network Program Project (FARA)
NSF	Network Support Function
OECD	Organisation for Economic Cooperation and Development
PAF	Partnership for African Fisheries
PD	The Paris Declaration
PFF	Partnership in Food and Farming
R&D	Research and Development
REC	Regional Economic Council
RF	Rockefeller Foundation
RISDP	Regional Indicative Strategic Development Plan
RIU	Research into Use
SA	Southern Africa
SADC-FANR	Southern African Development Community - Food, Agriculture and Natural Resources Directorate
SDC	Swiss agency for Development and Cooperation
SFIAR	Swiss Forum for International Agricultural Research
SFSA	Syngenta Foundation for Sustainable Agriculture
SLM	Sustainable Land Management
SLWM	Sustainable Land and Water Management
SRO	Sub-Regional Organisation
SRSA	Strategy for Research in Sustainable Agriculture (DFID)
SSA	Sub-Saharan Africa
SSA-CP	Sub-Saharan Africa Challenge Program (CGIAR)
SWAp	Sector-Wide Approach
TLC	Triple Line Consulting
W&F-CP	Water and Food Challenge Program (CGIAR)
WAAPP	West African Agricultural Productivity Project
WB	World Bank
WCA	West and Central Africa



Disclaimer

This report presents the views and judgement of the ‘Analysis of donor support to CAADP4’ Study team members and does not necessarily represent those of EIARD or any other partner to the Study.

The findings presented and the conclusions drawn in this study are based on interpretation and analysis of available datasets of donor funding for ARD activities in SSA. Their data is not well-structured for this analysis and there are known to be significant gaps. In producing this report, and drawing what it believes are valid conclusions from the data, the Study concentrated on the pattern of the results, and interpreted the levels of funding with caution. While this approach cannot be guaranteed to compensate for the incomplete data, it is hoped that the reader will find the report’s conclusions enable useful progress to be made on the central objective of the study: contributing to better coordination of donor assistance to ARD in Sub-Saharan Africa.

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- Tuula Pehu, Ministry of Agriculture and Forestry, Finland



1. Introduction

1. The Comprehensive Agriculture Development Programme (CAADP)¹ is the agricultural programme of the New Partnership for Africa's Development (NEPAD). CAADP was adopted by the African Union (AU) Maputo assembly in 2003, as the 'African-owned and -led initiative to improve food security, nutrition, and increase incomes in Africa's largely farming based economies.' Its twin objectives are to increase public investment in agriculture to ten per cent of national budgets by 2015, and to enable African states to achieve agricultural growth rates of six per cent per annum.

2. To meet these objectives, CAADP comprises four complementary pillars:

1. Land and water management

Extending the area under sustainable land management.

2. Market access

Improving rural infrastructure and trade-related capacities for market access.

3. Food supply and hunger

Increasing food supply and reducing hunger.

4. Agricultural research, technology dissemination and adoption.²

Improving the capacity of the agricultural research system to develop and disseminate appropriate new technologies.

3. Pillar 4 articulates NEPAD's strategic commitment to agricultural research for development (ARD). It is led by the Forum for Agricultural Research in Africa (FARA).³ The purpose of this 'Analysis of donor support to CAADP Pillar 4' (hereafter the Study) is:

To provide EIARD with the knowledge and processes required to better coordinate and harmonise support to CAADP pillar 4 both between EIARD members, and between EIARD members and other major donors.

4. The Study terms of reference (ToR) anticipate that by mapping existing support to Pillar 4 it will be possible to identify areas where donor support is complementary, coordinated and adequate, and areas where it is not. This will help EIARD members to find ways to better coordinate their support to CAADP Pillar 4. The Study is being conducted in two phases. This report is for Phase 1. The Study's ToR are given in Appendix 4.

1.1. CAADP

5. Agriculture and Food Security is one of six thematic areas that the NEPAD Planning and Coordination Agency (NPCA, formerly the NEPAD Secretariat) actively supports, and CAADP is one of NEPAD's five initiatives under the Agriculture and Food Security theme. CAADP is not a programme in the conventional sense. Rather it is an enabling framework, comprising key principles and targets for a process to stimulate development of a country's agricultural sector. Individual countries implement the CAADP Agenda in their own way, using a common set of tools and processes. This country-focus is explicit CAADP strategy.

6. The country 'roundtable' process (see Box 1) is central to CAADP. It starts by engaging key players and building partnerships before moving to the analysis, planning and programming needed to develop a Country Compact. This is designed to commit all partners, as signatories to the compact, to support the country's strategy for agricultural development. Compact signature is a pivotal stage in the roundtable process. (The current 'compact status' of the SSA countries is shown in Table 5, Page

¹ See: <http://www.nepad-caadp.net/>

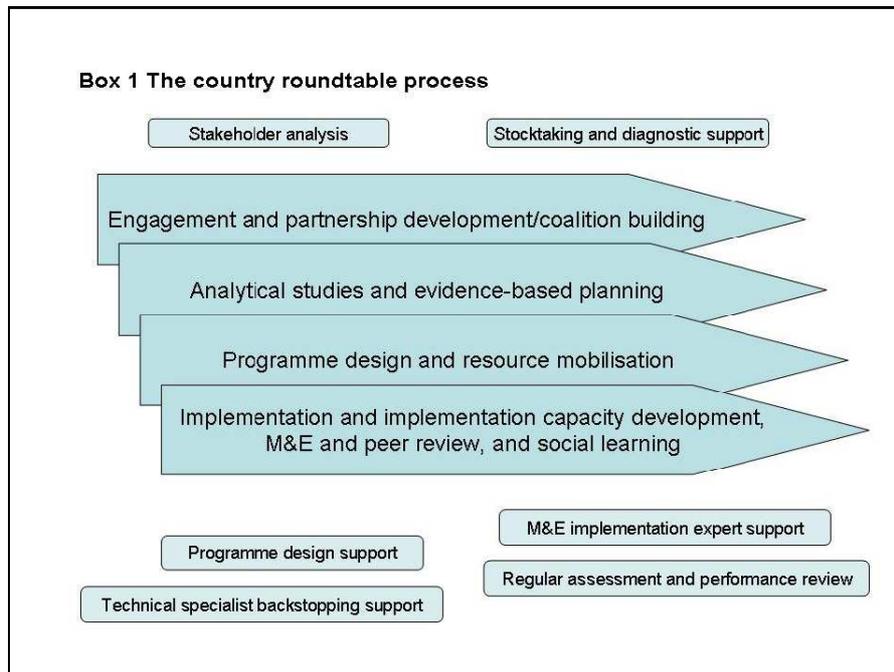
² See: <http://www.nepad.org/foodsecurity/agriculture/research>

³ See: <http://www.fara-africa.org/>



28). Once the Country Compact is signed the roundtable process advances to implementation, monitoring and peer review.

Box 1 The CAADP roundtable process



7. The CAADP Pillars are to provide countries with guidance, support and resources to develop and implement their CAADP Agenda. The mandated agencies for CAADP Pillar 4 (CAADP4) are the FARA and the following sub-regional agricultural research organisations (SROs):

- Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA)⁴
- West and Central African Council for Agricultural Research and Development (CORAF/[WECARD])⁵
- Food, Agriculture and Natural Resources Directorate of the Southern African Development Community (SADC-FNAR)⁶

8. FARA led the preparation of The Framework for African Agricultural Productivity (FAAP)⁷, in 2006, and the FAAP Operational Guide⁸ (2009) to provide the basis for country-based ARD initiatives throughout Africa. These documents are effectively Africa’s strategy and tactics for revitalising and expanding its support to agricultural research, and technology dissemination and adoption.

9. CAADP is supported by a range of donors, using a number of different funding modalities. Apart from direct support to individual countries, funds are channelled through multilateral agencies such as the World Bank, FAO and CGIAR, through continental organisations such as CAADP itself, FARA and AGRAR, and through the SROs and regional economic communities. Some funds also go to international and national NGOs.

⁴ See: <http://www.asareca.org/index.php?a=1>

⁵ See: <http://www.coraf.org/English/English.html>

⁶ See: <http://www.sadc.int/fanr/agricresearch/index.php>

⁷ See: http://www.nepad-caadp.net/pdf/FAAP_English_13Oct06.pdf

⁸ See: <http://www.nepad-caadp.net/pdf/The%20FAAP%20Operational%20Guide%20-%202018%207%2009%20-%20201.pdf>



10. Substantial funds are managed as multi-donor trust funds, e.g. the FARA and CAADP Multi-donor Trust Funds hosted at the World Bank. These trust funds were developed by NEPAD, the Regional Economic Communities (RECs) and the African Union (AU), working with donors and African governments. The trust fund mechanism is intended to provide a flexible yet efficient and reliable way to channel financial support to CAADP processes and investments. It is expected to allow donor support to be more aligned and harmonised, and to transfer greater ownership to CAADP4 and the national stakeholders. However, this comes at the cost of one or more additional layers of management and overhead cost between the donor countries and the final recipients.

11. The stimulus for commissioning this Study was the lack of an up-to-date analysis of donor support to CAADP4, identifying the strengths and weaknesses of donor support to ARD in Africa and providing evidence on which to base improvements in the effectiveness of that support.

1.2. EIARD

12. The European Initiative for Agricultural Research for Development is a policy platform which aims to coordinate policies among its members – the EU member states, plus Norway, Switzerland and the European Commission (EC). This Study contributes to one of EIARD's strategic objectives of improved, i.e. more 'aid effective', donor support to ARD.

13. EIARD's Strategy 2009-2013⁹ gives its purpose as:

“Coherent, aligned and relevant European initiatives with developing and emerging countries in agricultural research activities and capacity development promoted and implemented in coordinated manner at global, continental, sub continental and national levels...”

All EIARD's four outputs are concerned with the 'effective' coordination of European policy or investments. The third output focuses on strengthening ARD organisations at global, continental and sub-continental levels (especially in Africa). Activities include coordinating support to FARA and sub-continental efforts to strengthen national agricultural research systems (NARS) and supporting the African - European alliance between the European Forum for Agricultural Research for Development (EFARD) and FARA.

14. EIARD's Strategy 2009-2013 and its EU guidelines on ARD¹⁰, provide key reference points for this Study. The more important of these points are:

1. Donor cooperation in agricultural development needs to support the CAADP's vision for restoration of agricultural growth, food security and rural development in Africa. The FAAP will be used to address the challenges of the CAADP, and the FARA and the SROs will be the (main EU) partners.
2. The EU Road Map for aid effectiveness which, following the Paris Declaration on Aid Effectiveness, commits to double the EU assistance provided through budget support for Sector-Wide Approaches (SWAs). EU support to agricultural development will be provided more and more through these programmatic/sector approaches rather than through individual projects.
3. Global programs and funds (e.g. the Consultative Group on International Agricultural Research [CGIAR]) are instruments to address global challenges - either to increase the supply of global public goods or to address global goals such as the MDGs. However, an important challenge for the development community is to improve the modalities of engagement of these programs at the country level to strengthen alignment with national development strategies.
4. NARS are the building blocks of the global ARD system. However, research institutes often dominate decisions on research priorities and national research agendas. Other stakeholders, farmers' organisations, civil society, private sector, etc., have little input, resulting inefficient ARD programmes and unsatisfactory implementation of research outputs by the beneficiaries.

⁹ See: http://www.eiard.org/docu/EIARD_Strategy_2009-2013_FINAL.pdf

¹⁰ See: http://ec.europa.eu/development/icenter/repository/B2_EC_Guidelines_ARD_june08.pdf



5. EIARD advocates an Innovation Systems paradigm, strengthening the interlinkage between capacity development activities (coordination, advocacy, dissemination, institutional development, etc) and research activities. The EU aims to support both sets of activities.
15. This Study is part of the wider EIARD Food Security Thematic Programme (FSTP) Project, to contribute to strengthening European policies towards the MDGs and food security issues, and to develop joint initiatives on ARD by EIARD members and other donors. More details on EIARD and FSTP are given in the Study TOR (Appendix 4).

1.3. Study Structure

16. The Study is in two phases. Phase 1 involves six tasks:
 1. Define ‘support to CAADP Pillar 4’ in thematic, operational and financial terms to delineate the scope of the Study.
 2. Develop a typology/ categorisation of ‘support types’, which incorporates thematic (e.g. plant breeding and scientist capacity development) and process / institutional characteristics (e.g. research partnerships and CGIAR in Africa).
 3. Map existing and planned future support of EIARD members and other major aid donors to CAADP Pillar 4 against the agreed ‘support types’ and geographical dimensions (by country, sub-region / region / continental level). This should include a quantitative element, i.e. approximate financial layout by ‘support types’.
 4. Exhaustive mapping (i.e. as nearly/ as far as possible) of continental and sub-regional support (i.e. to SROs) and a quick mapping of support to all African countries.
 5. Make an assessment of the extent to which individual CAADP Pillar 4 investments meet the requirements of aid effectiveness (as defined by the Paris Declaration [PD] and Accra Agenda for Action [AAA]).
 6. Using the mapping and assessment, select four case study countries for Phase 2.
17. Phase 2, is to be developed from the findings of Phase 1, but the ToR envisage:
 - Exhaustive mapping of support to CAADP Pillar 4, and to the other three CAADP pillars in the case study countries.
 - Analysing the mapping to identify, firstly areas where support appears to be adequately coordinated between donors and effective, and secondly areas where support is poorly coordinated, with duplication of efforts or even conflicting agendas.
 - Developing a series of case study-based examples illustrating where efficiencies or inefficiencies in donor support originate and how they strengths can be supported or and weaknesses overcome.
 - Targeted recommendations for appropriate systems and processes to improve donor coordination in relation to CAADP Pillar 4 and potentially for SSA ARD more widely.
18. After this Introduction, the report is divided into seven sections.

Section 2: Method and Data Issues outlines the Study approach and discusses some major data issues.

Section 3: Sets out, Tasks 1 and 2 – Definitions of CAADP Pillar 4 Support and Type answering the first two Phase 1 Tasks under the ToR.

Section 4: Presents the central outcome of Phase 1, Task 3 – Donor Support to CAADP Pillar 4’s as comprehensive an analysis as can be achieved from the available data.

Section 5: Looks in more detail at Task 4 –Support to Continental and Sub-Regional Agencies mandated to support CAADP Pillar 4.

Section 6: An assessment of Task 5 – CAADP Pillar 4 Support and Aid Effectiveness, i.e. the extent to donor support meets the requirements of aid effectiveness.

Section 7: Identifies Task 6 - Proposed Case Study Countries for Phase 2.

Section 8: Presents the main Lessons and Implications from the Study.



19. A second volume of Appendices includes more detailed reports on donor support through NEPAD and other international and continental and regional African agencies (Appendix 1); on support from EIARD members (Appendix 2); and on support from non-European international donors (Appendix 3). The Study ToR are given in Appendix 4. Some notes on methods includes a review of accepted principles and guidelines for aid effectiveness (Appendix 9). A third volume presents the complete data listing of ARD projects used to prepare the Donor Support Mapping. This is based on an MS Access database which can be made available, if required.

2. Method and Data Issues

20. The Study is principally a desk study, including: review of documents and websites; contact with key informants and stakeholders, mainly through correspondence; and collection of data on donor support to ARD in SSA. The last these was the most substantial. The Study aimed to establish each donor's portfolio of support to the sector. This turned out to be a particularly demanding task. To make it even partially practical, 2009 was taken as the reference year. The donor portfolio was defined as any programme/projects that were current in 2009, or for which future funding was already committed in 2009. To collect this data, a Study Information Sheet was circulated to the EIARD donors, to CAADP and to the regional and sub-regional organisations. (See Appendix 8). Databases available on the internet were consulted for other donors.

21. Four types of information were collected: i) on funded Programme/ Projects, ii) on SSA ARD-related policies and strategies, iii) on donor 'aid effectiveness' policies and strategies, and iv) contextual information on SSA ARD process and method. The Study looked at three domains. The first was support to SSA ARD through the African agencies responsible for CAADP4: CAADP itself; FARA and the SROs. Europe, specifically the EIARD membership, made up the second domain. The last one covered the multilateral agencies, apart from the EC, and other non-European donors. The scope and depth of the data varied between types, between domains and between individual donors. (See Appendices 1, 2 and 3 for more detail of the analysis within these domains.)

2.1. The ARD Portfolio: Funded Programmes and Projects

22. During Phase 1, the Study focussed on collecting simple data on ARD programmes and projects in SSA, with the time period and total funding for each one. As the ToR indicate, time and resources did not allow any more than 'as exhaustive and quantitative mapping as possible'. (For brevity, the word 'project' will be taken to refer to both programmes and projects in what follows, except where indicated otherwise.)

23. Even with the majority of the study time devoted to this one task, limits on the availability, accessibility and usability of project level data meant that the result is some way from 'exhaustive'. It has been possible to derive some quantitative estimates, at the global level, but they remain subject to correction, when better project data becomes available. The Study Team has, therefore, been cautious in its interpretation. It believes the data does allow valid conclusions to be drawn, with implications which mark useful progress towards the central objectives of the Study. Nevertheless, readers must keep the data limitations in mind.

24. The following sub-sections outline the process of data collection. There were two parts to this. In the EIARD and CAADP domains, a Programme/Project Information Sheet was circulated, asking respondents to report their current ARD portfolios (See Appendix 8). This was developed to provide the data needed for the disaggregated mapping required by the ToR. A simpler version in the CAADP domain. For the EIARD domain, an expanded version gave maximum compatibility with the IS+ website format. This became necessary when it was realised that none of the available websites had sufficient data on EIARD donor support to SSA ARD.

25. For the Non European Donor domain, web databases were the only resource, although they were also used to cross-check and supplement data in the other two domains. Box 2 sets out the main databases which were consulted. It is not the purpose of this Study to comment on the availability and quality of current donor support tracking systems. Nor is there space to go into detail. Nevertheless, it is worth reporting briefly the Study's experience.



26. Good project-level data will be critical for any effort to improve alignment and coordination at the international level, and to strengthen monitoring and accountability. In summary, the Study has found that the internet provides all the access necessary, and there are some examples of best practice from individual donors. Overall, however, the quality of the data and the way it is presented means it is not possible to accurately map donor support to ARD in SSA, without very considerable effort: much more than is contemplated for this Study. The key constraint is no longer technical. It concerns the willingness of all donors to keep their information accurate and up-to-date. To illustrate this Box 2 provides a limited commentary on the databases consulted during the study.

Box 2 Sources of project level information on donor funding to SSA ARD

OECD DAC Creditor Reporting System (CRS Online)¹¹ provides information on individual aid activities – by sector, country, project description, etc. (CRS classification codes are in Appendix 7)

Table 6, Appendix 7 shows CRS output for disbursements to agricultural research in SSA from 2006 to 2009. High variability from year to year, a lack of recent information, and gaps for known donors., indicate that the CRS is not a reliable data source for detailed analysis. A recent PFF study on ‘European agricultural development assistance to African agriculture’ highlights the disparity between donor commitments and disbursements in the CRS.¹²

AidData¹³ aims to create a comprehensive and up-to-date data portal for development finance. It has two advantages over the CRS. Firstly, AidData entries are ‘harvested’ from a range of official sources, filling some of the gaps in CRS Online. Secondly, it has a dual coding system, giving a project’s activities as well as its main purpose. This means that AidData searches can identify multi-purpose projects which include an ARD element. This is crucial since ARD is often bundled with other assistance to agriculture. Not all AidData records include the dual codes, but it is still better than CRS. Its approach makes it a potential partner in future efforts to track donor support to ARD.

The **CGIAR Research Map**¹⁴ is a map-based database of the CGIAR research worldwide. Although the site provides a useful information set on ongoing research activities – which includes NARS partners but not donor and funding information - the search options are limited to either the 10 CGIAR research program areas or the CGIAR research centres. The site’s mapping interface means its internet connection band width demands will make it impractical for many users. However, this facility does provide a good illustration of the distribution of CGIAR research activity in Africa (See Figure 19 in Appendix 7)

Unfortunately CGIAR Map does not have an electronic download facility and manual extraction was too big a task for this Study.

ARD-InfoSys+¹⁵ is a shared on-line database for EIARD, ERA-ARD and for FARA. It appears to have a robust software architecture, but its user interface system is dated. More importantly, the data it is very out of date and incomplete. Recently, there were only 18 current SSA projects listed – most from one EIARD member.

Unlike FARA, the SRO websites do not provide links to the IS+. However, with the possible exception of ASARECA, they like FARA provide limited web-based information on their project portfolios. This low level of information provision is surprising given the number of donor-funded ICT projects in the FARA and SRO portfolios (see Appendix 1, para 18).

27. For EIARD, two significant data gaps must be reported. First, the Study was only able to obtain data on the non-CGIAR ARD portfolios for six of the sixteen bilateral members. Secondly, there are a number of European ARD-related networks and projects (e.g. the EC 7th FP ERA-ARD project) supporting SSA. There was not time for the Study to integrate data on their contribution. The fact that it is so difficult to put together a complete mapping of donor support, even within a group such as EIARD, underlines the risk of counter-productive competition and duplication in

¹¹ At: <http://stats.oecd.org/Index.aspx?DatasetCode=CRSNEW>

¹² At: <http://www3.imperial.ac.uk/africanagriculturaldevelopment/resources/europeanactivity>

¹³ At: <http://www.aiddata.org/home/index>

¹⁴ At: <http://ongoing-research.cgiar.org/>

¹⁵ At: <http://www.infosysplus.org/>



support to NARS and other ARD providers in Sub-Saharan Africa. Those institutions face a plethora of competitive mechanisms and donor funding channels. Yet they have no choice but to try to deal with all of them, if they are to source the funding they need.

28. Data from the InfoSheets was entered into and stored in the Study's MS Access database modelled on the structure of the ARD-InfoSys+ (IS+) database. This database represents the best available statement of the current ARD Portfolio in Sub-Saharan Africa. The complete portfolio is presented as a separate document in the third volume of this report.

29. In some cases, data on the same project was available from different sources in different domains. This data was often disparate and sometimes conflicting. Flexibility was needed to allow this to be reconciled in the database, prior to analysis and presentation. Even so it was not possible to completely rationalise the InfoSheets for all projects. Unsurprisingly projects with joint-donor funding, and those funded by multi-lateral donors or via trust funds, were the most problematic. It is probable, for example, there may be cases where donor funding has been double-counted, for example where the funds have been channelled as a programme through a multilateral agency but projects under the programme are implemented by CGIAR. This is another reason, apart from the data weaknesses already mentioned, why the ARD Portfolio map remains a 'work in progress'.

2.2. Policies and Strategies

30. To review donor policies and strategies for ARD, and their engagement with CAADP Pillar 4, their websites and the most current available strategy documents were reviewed. This was easier to do for some than others.

2.3. Consultations

31. Consultations were held with the Triple Line Consulting, the EIARD Secretariat and EC DG Research on the client-side, and with ASTI and the Africa and Europe: Partnership in Food and Farming (PFF), now Agriculture for Impact¹⁶, project at Imperial College.

32. For the client-related consultations the main purpose was to determine client perspective and the adjustments to Study process and method needed to accommodate any changes in emphasis from the ToR.

33. Consultations with The Agricultural Science and Technology Indicators (ASTI) initiative at IFPRI¹⁷ concentrated on the common purpose and availability of relevant information on donor support to SSA ARD from ASTI's routine information collection system. ASTI and the Study share a common purpose in compiling and analysing data on investments agricultural R&D. However, ASTI's primary information resource collects semi-aggregated country-level data which does not provide the programme/ project level information needed for the more detailed purpose of this Study. The ASTI country level information is, however, a potential resource for Phase 2.

34. Consultation with the PFF project was less fruitful. The PFF study of European donor support for agricultural development assistance in Sub-Saharan Africa¹⁸ was completed in May 2010 and used the OECD Stats database as its primary information sources. Given the Study's reservations on the reliability of the OECD data as a primary data source (which are also evidenced from the PFF report), the OECD data was the primary topic for discussion with PFF. Unfortunately it was not possible to establish contact with any of the PFF report's authors to discuss this issue.

¹⁶ See: <http://www3.imperial.ac.uk/africanagriculturaldevelopment>

¹⁷ See ASTI website at: <http://www.asti.cgiar.org/about>

¹⁸ At: <http://www3.imperial.ac.uk/africanagriculturaldevelopment/resources/europeanactivity>



3. Tasks 1 and 2 – Definitions of CAADP Pillar 4 Support and Type

35. The ToR set out Tasks 1 and 2 as follows:

- a. *“Definition of ‘support to CAADP pillar 4’ in thematic, operational and financial terms and thus define the scope of the study.”*
- b. *“Based on an agreed definition, development of a typology/ categorisation of ‘support types’, which incorporate thematic and process/ institutional characteristics.”*

36. Table 1 summarises the classification which was developed to cover these two aspects. For each category, a cross reference is given to the questions in the Information Sheet which was used to collect data on programme/project portfolios.

37. The primary classification (upper box of Table 1) is by the purpose of the donor support. ARD is widely regarded (including by the EIARD) as having a broader more ‘inclusive and eclectic’ definition than conventional ‘scientific research’ (however applied). This wider understanding of ARD was adopted.¹⁹ The Study used a simple, pragmatic classification in four parts: i) Policy, ii) Research (to correspond best to ‘scientific research’), iii) Uptake Promotion and iv) Capacity Building. This covers the majority of ARD contexts judged likely to be encountered.

38. ARD is taken to include Uptake Promotion, but not operational support to Extension Services. However, research and extension are unavoidably linked and support to Extension Services is often embedded in ARD projects (e.g. as transfer payments). For this reason, a fifth category of non-ARD support to Extension or to Agricultural Development was included to allow this linkage to be accommodated. However, much of the data does not allow a clear division to be drawn. The World Bank, for example, reports its relevant funding under a single ‘Research and Extension’ heading.

39. The Operational and Financial classifications in Table 1 are linked and cover respectively the ‘Use of Funding’ and the ‘Form of Funding’. These categories capture the progression of donor funding away from the conventional project-based (i.e. direct) funding for operational costs to unrestricted funding (e.g. as Direct Budget Support [DBS] or in a SWAP) which minimise constraints of the use of funds. Less restricted forms of funding, and ‘recipient-determined’ use of the funds, is consistent with the Paris Declaration principles. This classification is also consistent with the EU Aid Effectiveness Road Map (see para. 14) and EIARD strategic thinking.

40. With the exception of Sector, the thematic and process/ institutional classifications in Table 1 (second box) are driven by the content of the support type and so the classification categories self-select. Initially the Study confined the Sector options to the ten underlined in the table. When for pragmatic reasons it was decided to adopt the IS+ classification and structure for the Study database and analytical framework, ‘ARD Themes’ were substituted for sector, and two additional (IS+) themes were added.

41. Working classifications for CAADP, PD and EIARD compliance are included (Table 1 - third box). However, due to the limited precision of information available in Phase 1 only the simple Yes/No classification for alignment with the four CAADP pillars and adoption of the FAAP process and its guidelines is used. Phase 2 data may support the use of the 1-5 synthetic scale.

¹⁹ Less than 2% of the 243 InfoSheets returned to the Study were rejected as not being ARD. In certainly less than 5% of the InfoSheets were the boundaries of ‘what was ARD’ at one or other end of the ARD continuum. Three implementing organisations accounted for all these contested ARD cases. It seems therefore that a common definition and understanding of what ARD is exists.



Table 1 Working Typology of Donor Support to CAADP Pillar 4 and SSA ARD

<i>Classification¹</i>	<i>Levels</i>	<i>Measure and scale</i>
Purpose (Thematic) <i>InfoSheet Q 11</i>	<i>Support to ARD:</i> Policy, Research, Uptake Promotion ² , Capacity building (for ARD). <i>Non ARD support:</i> Extension Services ² , ‘Other support to Agriculture’ (i.e. to Agricultural Services, Agricultural Production, Agricultural Development etc)	Y/N – Nominal
Operational <i>InfoSheet Q 10</i>	Core funding, operational costs, capital, assistance in kind, advice, others	Y/N – Nominal
Financial <i>InfoSheet Q 8</i>	Direct budget support, Direct funding (Project-based), SWAP, secondments, TA/ Adviser, CGS/ CF/ Trust Fund, others (e.g. loan cancellation)	Y/N – Nominal
Sector <i>InfoSheet Q 13</i> ARD Themes	<u>Crops, livestock, aquaculture, agro-forestry, soil, irrigation/ water, environment, systems, socio-economics</u> plus technology/ engineering and food technology and human nutrition.	Y/N – Nominal
Implementing organisation <i>InfoSheet Q 6</i>	Governments/ IDAs, International ARD orgs (inc. CGIAR), Regional ARD orgs, NARS, Research Institutes, Universities, NGOs, Others	Self determined – Nominal
Donor <i>InfoSheet Q 5</i>	Bilateral (Country), Multilateral (e.g. WB, AfDB, EU, GEF, Foundation, Private Sector	Self determined – Nominal
Geographical <i>InfoSheet Q 7</i>	Country of implementation – 47 SSA countries plus four regions SSA, WCA, ECA and SA	Self determined – Nominal
CAADP alignment/ compliance <i>InfoSheet Q 12</i>	Part of CAADP plan/ process, Individual CAADP Pillar plan/process, and FAAP plan/ process, FAAP Operational Guidelines	Phase 1 – Yes/No Phase 2 - 1-5 synthetic scale ³
PD compliance	Ownership, alignment, harmonisation, management for results, accountability	Phase 2 - 1-5 synthetic scale
EIARD (principles) compliance	Alignment, relevance, complementarity, subsidiarity, partnerships, participation	Phase 2 - 1-5 synthetic scale

Notes:

- To provide for the disaggregated analysis requested by the ToR, classifications are applied independently to each donor funding/ support unit. This means that multi-way analysis is possible, e.g. to distinguish support to policy vs. research in different sectors, donors or policy or CAADP(4) compliance categories.
- ARD is taken to comprise Research and Uptake Promotion and not Extension Services. However, some support to Extension Services is embedded in ARD projects (often as transfer payments) and will need to be distinguished from support to ARD and all ‘Other support to Agriculture’.
- In Phase 2 case studies: Synthetic scale of five classes: 1. pre CAADP with no alignment, 2. pre CAADP with some alignment, 3. post CAADP with no alignment, 4. post CAADP with some alignment, 5. post CAADP with good alignment.



4. Task 3 – Donor Support to CAADP Pillar 4

42. The ToR ask the Study to “Map existing and planned support of EIARD members and other major donors to CAADP Pillar 4 against agreed support types and geographic and dimensions?”

43. The mapping has been prepared on the basis of an ARD Portfolio of identified programmes and projects supporting agricultural research and development in SSA. The complete portfolio is presented in a separate volume (Volume 3: Portfolio). The source MS Access database is also available.

44. Table 2 provides a summary breakdown of donor support to ARD in SSA. It presents an estimate of the total donor investment per annum. This is based on the more detailed Map of Donor Support presented in Table 3. This in its turn has been calculated from the ARD Portfolio prepared by the Study. Box 3 provides notes to help navigate this complex set of data.

45. In order to standardise on one year’s expenditure, an Annual Funding Intensity (AFI) has been calculated for each project in the underlying portfolio. The reference year is 2009. With the exception of the CGIAR, the AFI has been calculated by dividing the project budget by the number of years in the project life.²⁰ For the CGIAR, annual (2009) funding data are taken from the CGIAR Annual Financial Statements for 2009.

4.1. Total Donor Funding to CAADP4

46. Total donor support to CAADP Pillar 4 is estimated at US\$ 468 Million per annum. Of this, \$304 million (65%) is channelled through the CGIAR. It has not been possible to separate CGIAR funding by CAADP pillar. However, it seems reasonable to assume that the majority of CGIAR work is, by its mandate, aligned with Pillar 4. This alignment, and its strength and variability, will be examined more closely in the Phase 2 country case studies.

Table 2 Proportional donor investments (as AFI) for CAADP-related SSA ARD

SSA ARD components	AFI ¹ US\$ M pa	% of non-CGIAR	% of total SSA ARD
Total SSA ARD	468		100
CGIAR (35% EU: 65% Rest)	305		65
Non-CGIAR (35% EU)	164	100	35
<i>Non-CGIAR</i>			
CAADP4 mandate agencies (FARA + SROs)	46	28	10
NEPAD/ CAADP1-3	19	12	4
non-CAADP but CAADP4 aligned	46	28	10
non-CAADP but CAADP4 alignable	37	22	7
IARCS and CB/PPs	16	10	4

Notes: 1. AFIs from Table 3.

47. Figure 1 graphs the way total funding is divided between the principal categories. It shows how spending through the CAADP 4 mandated agencies, FARA and the SROs, accounts for \$46 million, 10% of the total. However, this is over a quarter of all non-CGIAR donor investment (\$164 million) in SSA ARD. The remainder of the portfolio can be divided into four categories:

- NEPAD/CAADP Pillar 1-3 projects contributing to ARD 4% of total
- non-CAADP but P4 aligned 10%
- P4 Alignable through non-CAADP channels 7%
- CB/PP & non-CGIAR IARCS 4%

48. The second last category, includes bi-lateral EU donor support to individual countries and funding through AGRA and AATF. It is known that some of the EU support was not reported to this

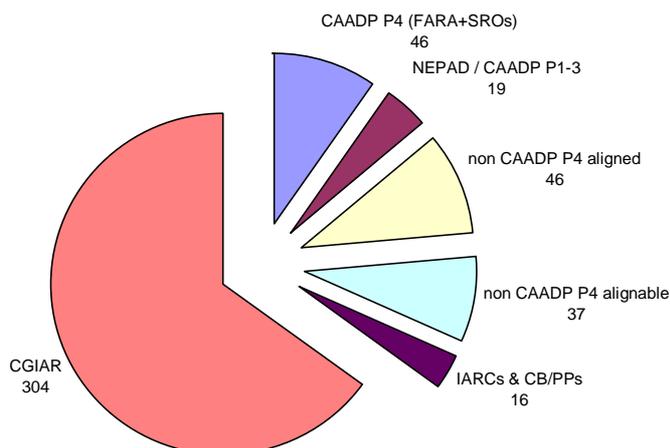
²⁰ Annual Funding Intensity (AFI) = mean annual total programme/ project funding in source currency converted to US\$M pa based on mean source currency to US\$ 2009 exchange rates.



study, so this category is underestimated. CB/PP (Capacity Building and Partnership Projects) covers funding which is potentially CAADP P4 alignable, but more information is needed to determine to what extent. It also includes two non-CGIAR International Agricultural Research Centres (IARCs); the International Centre of Insect Physiology and Ecology (ICIPE) and the World Vegetable Centre (AVRDC).

Figure 1 Donor Support to SSA ARD

Mapped donor support to SSA ARD (US\$M pa)



Box 3 Notes for Table 3 - Map of Donor Support to SSA ARD

1. Funders (in rows) are as listed in the CGIAR 2009 Financial statements. Row sub-totals are for Europe and the rest.
2. Columns are divided into two ARD categories. The CGIAR and Non-CGIAR.
3. The Non-CGIAR is divided into four columns to separate: the non-CGIAR IARCs (ICIPE and AVRDC), Capacity Building/ Partnership Programs (CB/PP), NEPAD/CAADP agencies, and Non-CAADP.
4. Some non-CAADP ARD is reported as CAADP4 aligned (P4 aligned), some potentially CAADP4 alignable (??? P4). The rest is AGRA or AATF managed ARD.
5. All values are US\$ M pa. For the CGIAR this is 2009 funding. For others this is as Annual Funding Intensity (AFI).
6. AFI is the mean annual funding amount over the project duration converted to US\$ (from reported currency) based on mean 2009 exchange rates with US\$.
7. To avoid double counting, projects involving CGIAR implementation were only mapped as non-CGIAR projects when it was confirmed that project funding was not included in CGIAR core and restricted funding totals in Table 3. Information to distinguish these projects is poorly available but errors will have a marginal impact on the balance of funding since amounts are small.
8. Tick marks indicate that a project was reported to the Study, or positively identified from an official website, for that table cell but funding totals are not known.
9. A question mark in a cell indicates that the Study's anecdotal evidence shows that that a project exists for that table cell but is not confirmed by an official source.



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Table 3 Map of estimated donor support to ARD in the SSA grouped by ARD category ^A

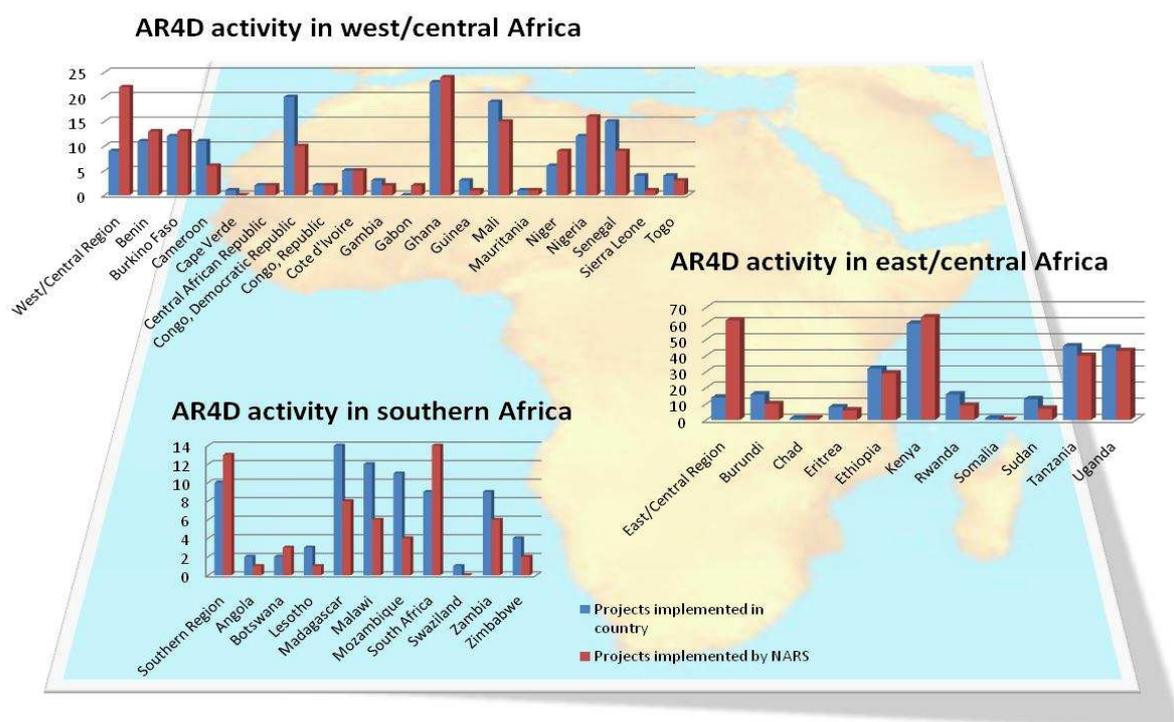
08/03/2011 12:34		CGIAR SSA ARD				Non-CGIAR SSA ARD										TOTAL SSA ARD								
DONOR	US\$ M pa	Restr	Core	Total	% of total	IARCs	CB/PPs	NEPAD	CAADP				SROs				Non-CAADP				Total	% of total	Total	% Tot
									P1-3	P4 FARA	ASAREC/CORAF	SADC-FA	P4 aligned	P4 ??	AGRA	AATF								
Europe	CEC	20.2	0.0	20.2	7		?			2.5	✓	✓	2.9			0.1				5.4	3	25.6	5	
	United Kingdom	9.8	10.2	20.0	7	1.2	2.3			4.2	✓	3.1		9.6	6.5	✓	1.8		31.8	19	51.8	11		
	Germany	6.4	5.4	11.9	4	2.1	?												2.1	1	14.0	3		
	Switzerland	4.2	4.5	8.7	3		3.5						0.3			1.7			5.5	3	14.2	3		
	Norway	1.4	6.5	7.9	3		5.1												5.1	3	13.0	3		
	Sweden	3.2	4.1	7.3	2		?															7.3	2	
	Belgium	0.6	5.1	5.7	2		2.1							0.9					3.0	2	8.6	2		
	Ireland	1.9	3.6	5.5	2																	5.5	1	
	Netherlands	3.0	1.9	5.0	2		?			0.0									0.0	0	5.0	1		
	Denmark	0.4	3.6	4.0	1		?			4.0									4.0	2	8.0	2		
	Italy	1.3	1.2	2.5	1		?			✓												2.5	1	
	Finland	0.2	2.3	2.5	1		?															2.5	1	
	France	1.2	0.9	2.0	1		?															2.0	0	
	Spain	1.1	0.0	1.1	0																	1.1	0	
	Austria	1.1	0.0	1.1	0																	1.1	0	
	Luxembourg	0.3	0.0	0.3	0																	0.3	0	
	Portugal	0.0	0.1	0.1	0																	0.1	0	
	Sub Total	56.4	49.4					0.0	0.0	10.7	3.2	3.1	3.2	10.5	8.2		1.8		20.5	56.9	35	162.7	35	
North America	Canada/CIDA	15.8	7.5	23.3	8	?	?			2.1	0.1					5.5			7.6	5	30.9	7		
	USA/USAID	35.5	12.3	47.8	16	?	?	✓			✓	1.5				✓		✓	1.5	1	49.2	11		
Pacific Rim	Australia	4.0	2.7	6.7	2		?			0.5										0.5	0	7.2	2	
	Others	8.2	2.1	10.3	3		?															10.3	2	
Dev Countries	Non SSA	7.4	1.2	8.6	3																	8.6	2	
	SSA/ CAADP				0					?														
Foundations	Ford	0.3		0.3	0																		0.3	0
	IDRC	1.7		1.7	1							0.2				✓			0.2	0	1.9	0		
	Rockefeller	0.8	0.3	1.0	0												✓	✓				1.0	0	
	Syngenta	1.1		1.1	0					0.3				✓		✓		✓	0.3	0	1.4	0		
	Others	0.2		0.2	0			✓														0.2	0	
Int & Reg Orgs	World Bank	0.0	23.8	23.8	8					18.0	8.7	3.1	✓	35.3	5.7					70.9	43	94.7	20	
	FAO	2.1	0.7	2.8	1			✓	✓					✓	✓							0	2.8	1
	IFAD	4.7		4.7	2																	0	4.7	1
	AfDB				0					9.3	0.3	✓				✓				9.5	6	9.5	2	
	ECOWAS/COMESA				0							✓												
	Others	5.9	0.0	5.9	2											0.1				0.1	0	6.0	1	
Non-Members	B&MGF	29.0	0.0	29.0	10	✓		1.0								3.8	4.2	7.6		16.5	10	45.5	10	
	Others	30.2	0.5	30.7	10																	0	30.7	7
	Sub Total	146.8	51.0					1.0	18.0	20.9	3.4	1.7	0.0	35.3	15.0	4.2	7.6		62.2	107.1	65	304.9	65	
TOTAL		203.2	100.3					1.0	18.0	31.5	6.6	4.8	3.2	45.8	23.3	4.2	9.3		82.6	164.1	35	467.6		

Notes: A – See Box 3 for notes on this table’s contents.

4.2. National AR4D Portfolios by Region of Sub-Saharan Africa

49. Figure 2 presents an analysis of the National Portfolios of ARD Activity by SSA Region. It is derived from the ARD Portfolio database, and it gives an indication of what proportion of projects are implemented by or through the National Agricultural Research System.

Figure 2 National Portfolios of AR4D Activity



4.3. European Support to CAADP Pillar 4

50. Appendix 1 provides as complete an analysis of EIARD member support to ARD in SSA as the available data and Study resources allow. The identified EIARD support is mapped in Table 3 (upper half). It is important to note that data on non-CGIAR funding was only available for the CEC and six of the 16 bilateral EIARD members. While some of the others may fund few projects outside CGIAR, it is known that France, Ireland and the Netherlands have significant agricultural programmes, with at least some ARD content.

51. Subject to that important qualification, European donors provide some \$163 million per annum of support to ARD in SSA, distributed as follows:

	\$ Million	%	
CGIAR	106	65	
FARA	11	7	
SROs	10	6	
Non CAADP	21	13	(Agra, AATF, etc)
IARC	3	2	
CB/PP	13	8	
Total	163	100	

4.3.1. EIARD Support to ARD in SSA via CGIAR

52. An estimated 65% of EIARD support goes to the CGIAR. In 2009, the EC and the UK, the largest European donors, each contributed about 7% of the CGIAR donor budget, followed by Germany, Switzerland, and Norway. Across all the CGIAR centres there is a 50:50 split between core and restricted funding, although this ratio varies considerably with donor country. The CGIAR spend in SSA has been estimated from the centre budgets, which show the allocation between continents. The proportion going to SSA varies by centre, so how much of a donor's CGIAR contribution goes to SSA depends on which CGIAR centres it funds. This proportion ranges from a high of 63% for Denmark to around 40% for donors making smaller contributions.

53. With the exception of the UK, the CGIAR accounts for at least half of a country's funding of SSA ARD.²¹ From the review of policy and strategy documents set out in Appendix 2, this concentration of funding on the one institution is based on a common strategic narrative:

- Agriculture remains an important pillar of development assistance, especially for Africa, which is the main focus of donor support, post the 2005 G8 summit and the 2008 WDR.
- Agriculture's importance is as a driver of other developments in rural livelihoods, food security, climate change, environmental sustainability, and rural development, rather than as agricultural development *per se*.
- This means that support to agriculture is less easily identified within the overall strategy.
- The strategic priority is agricultural productivity. Innovation is central to achieving this, making investment in ARD an important component of donor support.
- ARD is a specialist task which benefits from economies of scale and reach. Specialisation, together with alignment and harmonisation, will create a critical mass of ARD effort and aid effectiveness.
- CGIAR is the best available ARD provider. Although it has its disadvantages, these are outweighed by the advantages: especially so for smaller donors. CGIAR also offers a mechanism for pooled donor funding, with consequent gains in aid-effectiveness.

54. This logic has made CGIAR the default option for donor support to ARD in SSA; accounting for up to two-thirds of investments by both European and other donors. It is not believed that the gaps in the data on non-CGIAR funding will substantially change this central conclusion. The immediate implication is that making the CGIAR system relevant, effective and efficient must be a first priority for EIARD members who wish to get best value for their contributions to ARD in SSA.

55. The current CGIAR reform process, to which EIARD has actively contributed, is fundamental. (This is discussed further in Section 5.6) It is understood that the current CGIAR Strategic Framework is still in draft. The Study has not found a statement on when it will be taken forward. It appears that much remains to be decided, in particular the allocation of funds under the new CGIAR Trust Fund arrangement. This fund operates through three Windows. Window 1 funds are allocated by the Fund Council to Consortium Research Programs (CRPs) or to System Costs. Window 2 funds are directed by Fund donors to specific CRPs. Window 3 funds are directed by Fund Donors to individual Centres. It is not clear how this will be applied in terms of the allocation between different ARD priorities or countries. The impression is that the plans of the individual CGIAR centres will continue to have most influence. Nevertheless, there is a large opportunity to use the flexibility of this funding mechanism as a means to improve the alignment of donor support to CGIAR with the national priorities determined through the CAADP process.

56. The dominance of CGIAR as the default ARD provider appears associated with a marginalisation of the CAADP within EIARD donor support. Member countries policy statements on and strategies for ARD commonly refer to CAADP. However, this is mostly at the level of context, i.e. CAADP as the African agricultural development framework within which the donors have set their support. There is little evidence that they have used this framework as a means to map their specific ARD programmes and projects. Or, given that CAADP is still relatively new, that this is how

²¹ This may also be true for those countries for which data on the non-CGIAR spend is not available.

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they will map their programmes in future. To the extent that they are funding FARA and the SROs mandated to implement CAADP Pillar 4, the CEC, the UK and Denmark can be considered exceptions to this. Apart from their joint-funding to CGIAR and their contributions to the FARA and SRO trust funds via the CEC, EIARD members make little use of joint-funding for ARD in SSA. In summary, EIARD members' individual responsibilities for dealing with CAADP Pillar 4 seem to be largely transferred to CGIAR, and to some extent the EC.

57. Checking the validity of this assessment, and the implications for the impact of EIARD funding to SSA ARD, will be an important focus of the Phase 2 country case studies. These will look at the interaction between CGIAR programmes and the CAADP country process and the NARS.

4.3.2. EIARD Support to ARD in SSA outside CGIAR

58. Data gaps mean that EIARD support outside the CGIAR is significantly underestimated. Probable gaps include support from Ireland and the Netherlands to farmer-based ARD, and a significant French portfolio in francophone countries, as shown in the patchy OECD record. These are important gaps, since these forms of ARD are well placed to strengthen national capacities to participate effectively in CAADP in-country process. It is hoped that more can be learnt in the country case-studies during Phase 2.

59. Relatively good information from the CAADP4 mandated agencies suggests that the biggest data gaps will be in the general, but potentially CAADP4 alignable, category – i.e. the non-CAADP '???' P4' column in Table 3. Currently this category is dominated by the UK, with a mixed portfolio of projects (US\$ 6.5) marginal to the UK's SRSA. The UK also supports the AATF and AGRA which have become important actors in SSA ARD. Their role is further discussed in Section 4.4.

4.3.3. EIARD Capacity Building and Partnership Programmes

60. Capacity building and Partnership Programmes (CB/PPs) dominate the non-CGIAR portfolios reported by Belgium and Switzerland. Norway and the UK also support this kind of programme. Anecdotally, and from donor website information, a number of other EIARD members CB/PP programmes for which the Study has not been able to obtain data. (As shown by question marks in Table 3). This gap may be significant. As an illustration, the average ratio between CB/PP and CGIAR funding for the four countries with available data was 40%. If that were repeated across the other EIARD members, it would add US \$ 27 million to the total EIARD investment in ARD for SSA.

61. CB/PPs are not just important for their monetary value. It also seems likely that this kind of support would make an important contribution to aid effectiveness, especially the capacity building content. This is because CB/PP has the potential to lever improvements in the CAADP process as whole. Building partnerships with national ARD providers, and building their capacities, helps to directly strengthen their engagement with CAADP, and their ownership of the Country Compact and its initiatives. Yet without data on what CB/PP projects are working where, with whom and to what objective, it will be impossible to make the most of this potential.

4.3.4. CAADP pillars 1-3

62. CAADP gives Pillar 4 an explicit cross-cutting role, in support of the other three pillars. This cross-cutting role seems poorly represented in the Study (see 5.5 for more detail). Table 3 identifies only one block of funding to this aspect, through World Bank projects focussed on Sustainable Land Management (SLM). This may be partly the result of the Study's focus on Pillar 4. There is also confusion over the classification of particular programmes. More information is needed on the ARD content of programmes supporting the other pillars.

63. For all these qualifications, it does appear that Pillar 4's cross-cutting role may have become marginal. One factor may be the way the research programmes of FARA and SROs are predominantly commodity-oriented. Although their portfolios do include Natural Resource Management or Land and Water Management projects. This is another area where it is hoped that the Phase 2 studies will provide a better understanding.

4.4. Non-European Support to CAADP Pillar 4

64. Appendix 3 presents an analysis of non-European support to ARD in SSA. It is based on material available on donor websites and on the main internet databases. The review seeks to provide two things:

- a summary of the extent to which each donor is engaged with CAADP, based on its published policy statements, and
- an estimate of the volume of funding each donor directs towards ARD, mapped as far as possible into the analysis of SSA ARD shown in Table 3 (bottom half).

65. As for the European support, this section looks first at the balance between funding through CGIAR donor and other channels. A last sub-section reviews what donor policy statements indicate about their engagement with CAADP.

4.4.1. Non-European Support to the CGIAR

66. Non-EU donors provide the majority of CGIAR's SSA ARD funding: 65% in 2009. The four largest CGIAR donors were the USA (US\$ 48M), BMGF (US\$ 29M), World Bank (US\$ 24M) and Canada (US\$ 23M). Together with the CEC and the UK, these six donors provided 56% of CGIAR funding in 2009.

67. At US\$ 198 M, the non-European donors channelled the same proportion of their total ARD support through CGIAR as the Europeans: 65%. This presumably reflects the same strategic thinking described in para 53.

4.4.2. Non-European Support Outside CGIAR

68. Compared to the European donors there are more questions and tick marks in Table 3 for the International non-EU donors indicating a greater lack of information, and so larger funding under-estimates. Most of this uncertainty is associated with funding information from the Foundations and the International and Regional Organisations – other than the World Bank.

69. Subject to the data gaps, non-European support to the non-CGIAR sector differs from that of EIARD. For example the non-EU donors provide greater donor support within the CAADP framework through FARA and the SROs: US\$ 45 M vs. US\$ 20 M pa (i.e. 15% vs. 12% of their total funding). They also contribute more outside the CAADP framework: US\$ 62M vs. US\$ 20 M pa (20% vs. 12%). Of this US\$ 35M pa (WB funded) was mapped as CAADP4 in the CAADP domain. This leaves ca US\$ 26M pa as non-CGIAR/non-CAADP4 aligned ARD. This is mainly joint-funding between WB, CIDA, IFAD and SDC for: in country programmes (Ethiopia – rural capacity development, Senegal – agricultural services); the IDRC Food Security Research Fund [FSRF]; and the regional PABRA research project.

4.4.3. The Bill and Melinda Gates Foundation and AGRA

70. As a large donor of a different kind, BMGF deserves special consideration. Table 3 shows it as the second largest donor to the CGIAR SSA ARD and the third largest to non-CGIAR SSA ARD. However, the real BMGF funding footprint may be larger. The non-CGIAR figures shown in Table 3 only include the foundation's contributions to GALVmed (US\$ 3.8M pa) and AATF (US\$ 7.6M pa). It is possible that there are substantial additional funds for ARD under the BMGF Global Development 'Agricultural Initiative'. This has four foci of Farmer Productivity, Market Access, Science and Technology and Policy and Statistics. However, the BMGF grant listings do not allow a simple collation and attribution to SSA ARD.

71. Since the first three foci map moderately well onto CAADP pillars 4, 2 and 4, it should be possible to provide a substantially more informative mapping with simple extra information and moderate study resource. This case well illustrates both the challenge and the potential for more systematic and informative mapping of SSA ARD investments. It also underlines the need to bring BMGF into any systematic mapping initiative for SSA ARD.

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72. The second reason BMGF is important is its linkage to AGRA which was established with BMGF funding and has continued to receive substantial funding. The BMGF grant listing shows this funding is earmarked for a range of purposes. So not all of it is necessarily used for the ARD that AGRA itself funds. The estimate for BMGF SSA ARD relevant funding to AGRA in Table 3 (US\$ 4.2M pa) is very conservative. AGRA is funded by a mix of donors but no funding figures are given on the AGRA website.

73. AGRA is a major actor for three main reasons. First, because of its influential ‘funding footprint’. Secondly, because it combines funding ARD with providing an enabling environment for its uptake and application. Thirdly, and distinctly, because of its linkages, including in governance, with donors and other organisations such as AECF, NEPAD and CAADP. These contribute to AGRA’s high profile and influence. Like BMGF it is important that AGRA be brought into any systematic mapping for SSA ARD and any initiative to improve the aid effectiveness of donor support in the sector.

4.4.4. Engagement with CAADP

74. Most international donors (multilateral, bilateral and private sector) are aware of CAADP and a number state that their aim is to support it. Some such as CIDA and USAID have contributed substantially to the CAADP process. Most donors also have a stated aim to increase their support to agricultural development in Africa. However, beyond that little evidence was found that donors have engaged with CAADP more closely, as a strategy to guide their own operations. None have explicitly mapped their support to the four pillars and only one, USAID, appears to have been directly involved in the central process of developing a Country Compact. Perhaps it is revealing that this was for Rwanda (see Box 4), which is not one of USAID’s focus countries.

Box 4 The Rwanda compact

The first CAADP Compact, the Rwanda Compact, was signed in March 2007. The Rwanda Round Table process and the signing of the Rwanda Compact demonstrate that this process can mobilize broad government support (e.g., from the Minister of Finance) for an aggressive investment agenda for agriculture. For the first time in Africa’s history, CAADP has succeeded in turning ministers of finance, and other cabinet members, into real champions for the agricultural and rural growth agenda.

Annual Report 2007, Presidential Initiative to End Hunger in Africa – USAID

75. This pattern is similar to that reported for the EIARD domain (see para. 56) and emphasises the key point that needs to be clarified, and factored into Phase 2 method:

Is CAADP a programme in its own right?

or

Is it just intended, through the compact process, to bring about a stronger commitment to agriculture at the country level, together with and greater coherence and consistency of support at that level?

Perhaps it is intended to be both. The CAADP documentation and its focus on the Country Compact process indicate that the second is closer to what is really intended. However, the concentration of funding through CAADP organisations such as FARA and the SROs may be encouraging a drift towards the first.

76. A related question concerns CAADP’s blunt targets: 10% of national expenditure budgets to agriculture, and an agricultural sector annual growth rate of 6%. This conflicts with the clear understanding, e.g. from WDR 2008, that development circumstances and needs, and presumably approaches, are quite different between one country and the next. One IFPRI study shows how a country’s needs might be analysed to make this possible.²²

²² op. cit - IFPRI Discussion Paper 01019 - August 2010

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77. A majority of the International non-EU funding which can be identified as intended for SSA ARD is channelled through the CGIAR and regional bodies such as NEPAD, FARA, and ASARECA. In a number of cases this is in the framework of programmes which address issues which are intuitively attractive – e.g. SIMLESA and drought resistance – but not necessarily adapted in any way to country stakeholder needs.

78. With the exception, again, of USAID, few donors appear to have any substantial engagement with NARS. IFIs such as the World Bank and the African Development Bank must, by their mandate, deal with national governments. Their involvement in the compact process is essential. However, the largest part of their funding seems to be directed to broad programmes of support to the agriculture sector, with an emphasis on public administration, policy, etc. There is little sign of a strategic attempt to address ARD.

5. Task 4 –Support to Continental and Sub-Regional Agencies

79. The ToR ask for an “*as far as possible exhaustive mapping of continental (NEPAD, CGIAR, FARA) and sub-regional support (SROs), and a quick mapping of support for all Sub-Saharan African countries.*”

80. The quick mapping of support for all Sub-Saharan African countries has been presented above in Figure 2. The remainder of this section looks at support to, or channelled through NEPAD, FARA, CGIAR and the SROs, referring back where necessary to the mapping in Table 3. Appendix 1 presents the CAADP Domain Report, a detailed discussion of the work being done by organisations mandated under CAADP to support Pillar 4. It is based on data supplied by FARA and the SROs: ASARECA, CORAF and SADC-FANR. This sub-section has two functions: to summarise the main findings from the Domain Report; and to link it to the mapping of donor funding shown in Table 3. (This data is not included in the Appendix.)

81. A separate section (5.6) looks at how the CGIAR’s future programming maps onto the CAADP strategy and process. As already described, the CGIAR has a primary strategic and financial influence on ARD in SSA by virtue of the fact that it absorbs up to 65% of donor funding for ARD.

5.1. FARA

82. The Forum for Agricultural Research in Africa is the mandated lead organisation for CAADP Pillar 4. It has prepared the Framework for African Agricultural Productivity which sets out the overall approach to Pillar 4. FARA has a small portfolio of ten projects structured around six network support functions. For this Study, FARA returned InfoSheets for eight projects and for three network support functions (NSFs). NSF projects are implemented through the SROs who variously (i.e. CORAF and SADC-FANR) report them as their own projects in their InfoSheet returns; suggesting their ownership is transferred locally.

83. Ten donors support FARA. As Figure 3 illustrates, this is predominantly through single-donor projects. There are two distinctive exceptions. One is the ICT programme to improve Access to Knowledge and Technologies (IA2K&T): a small multi-donor project providing unrestricted funding to FARA and, via FARA, to the SROs. The other is the SSA Challenge Programme. This is channelled through the CGIAR Challenge Fund with contributions from the EC, Italy and UK (2008/09) and from eight African national government donors. Five FARA programmes have unrestricted funding: IA2K&T (multi-donor), DONATA (AfDB as donor), RAILS (AfDB), the Partnership and Strategic Alliances NSF (WB), SSA CP (multi-donor) and PAEPARD2 (EC).

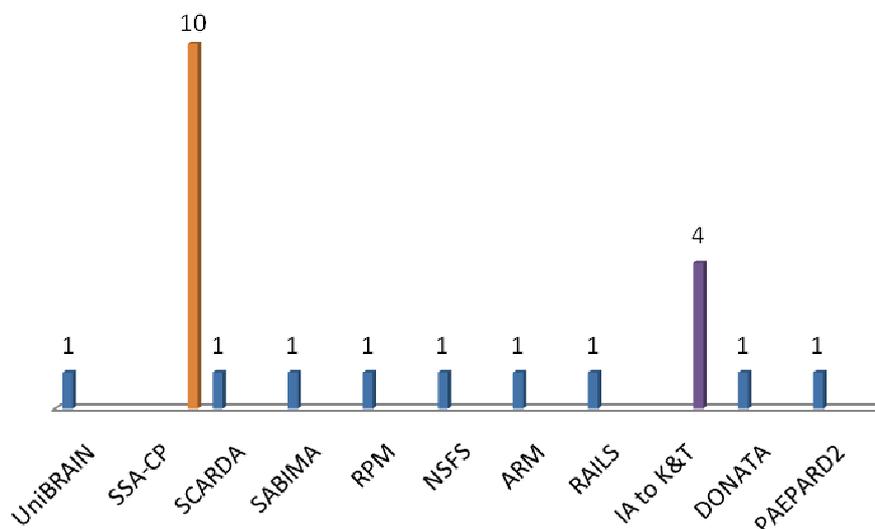
84. The Study estimates donor support to FARA at US\$ 10M pa from Europe and US\$ 20M pa from the non-EU donors (see Table 3). This does not include CGIAR funding via the SSA CP (to avoid double counting as it is included within the CGIAR funding), or SSA CP contributions from African national donors, which are not known with certainty.²³. This underestimate is offset by some

²³ These known but not estimated donor contributions are tick marked in the body of the table. Question marks referred to programmes/ projects where anecdotal evidence of their existence was available.

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NSF funding which is attributed to FARA in Table 3 (e.g. from the World Bank FARA Trust Fund), which in practice is transferred to the SROs. This is one of many examples of how the way donors channel their support through multiple, and overlapping, agencies makes it difficult to map support accurately.

Figure 3 Numbers of Donors per Programme



85. Estimates of funding to FARA are among the most accurate in the Study, based on direct reporting of a relatively small portfolio from a single agency. It is a ‘best case’ in terms of reliability and correct interpretation. The fact that even here there is ambiguity reinforces a central message - **Funding estimates for non-CGIAR support in Table 3 are just that – and need to be interpreted with caution.**

86. In terms of ‘aid effectiveness’, FARA’s portfolio scores well. Despite the dependence on single-donor projects, it is strategically designed around the Network Support Functions, and implemented with support from a range of donors (good ownership and donor alignment). Reported uptake by project partners (SROs) are indicative of transferred ownership, at the regional level at least. A high proportion of projects with unrestricted funding indicates good harmonisation of procedures. However, as throughout the Study, it is not possible to comment on the ultimate effectiveness in terms of outputs and outcomes. That would require a review of monitoring and evaluation evidence.

5.2. ASARECA

87. ASARECA’s portfolio reflects its role as a SRO. All but one of the projects is funded through ASARECA’s MDTF²⁴, as part of a strategic thematic research programme. These are intended to meet sub-regional and stakeholder demands and needs. The Study did not investigate how ASARECA establishes what those needs are. However, it can be noted that non-staple crops, livestock and fisheries are poorly represented in the reported portfolio.

88. Consistent with its SRO coordination role, most ASARECA projects are implemented by the NARS (84%). This can be taken as indicative of good alignment with country stakeholders research programmes’ objectives and needs. However, this depends on the funding modality. If, for example, the NARS obtain funding by bidding to a challenge fund which has tightly specified goals, then they may have little real choice about what they propose. This point will be investigated further in Phase 2.

²⁴ In the Study’s listings, for simplicity, the ASARECA MDTF includes the USAID funding support although the USAID contribution is managed from a separate fund – but with the same purpose and process.

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89. ASARECA projects are dominated by Kenya, Tanzania and Uganda, with Ethiopia a moderate fourth. This pattern is mirrored in the portfolios of CGIAR and EIARD. It presumably reflects the reality that the more capable NARS in these three countries are better placed to win funding from all sources, but particularly competitive ones.

90. ASARECA (in contrast to CORAF and SADC-FANR) does not report the FARA-based NSF projects it participates in. However, it does report that half of its funded projects concern capacity building. This may reflect incorporation of the FARA NSF project's objectives into ASARECA's management of the MDTF portfolio.

91. ASARECA's reporting of funding for its MDTF portfolio projects is patchy. Funding for about 60% of projects are included which totals to an AFI of US\$ 1.7M pa. To avoid double counting the MDTF projects are not included in Table 3 which estimates donor support to ASARECA at US\$ 6.6M pa (50% EU). However, this is a known underestimate²⁵ since contributions of at least two MDTF donors (probably ca US\$ 6.0M pa) were not reported - potentially doubling support.

92. The 'Aid Effectiveness' of ASARECA's portfolio is reviewed in Section 6. In summary it scores well on the basis that its use of a single MDTF ensures harmonisation of procedures and the strategic portfolio is designed to meet regional needs. As for the FARA portfolio, the Study is not able to comment on the outcomes of ASARECA's work.

5.3. CORAF

93. CORAF returned only five project information sheets to the Study, limiting the analysis of its portfolio. Three of the sheets were for projects funded under FARA NSFs: RAILS, DONATA and SCARDA, so the funding is included in the FARA total. The CORAF portfolio described in Appendix 1 has been largely constructed from the organisation's website. CORAF has recently realigned its priorities with CAADP strategy. It is operating in a more challenging ARD environment than ASARECA, linked in part to the political situation of a number of member countries.

94. A feature of the CORAF portfolio is its role as coordinator for the WB-funded West Africa Agricultural Productivity Project (WAAPP 1). This is implemented regionally in Ghana, Mali, Senegal, and scheduled in Burkina Faso, Ivory Coast and Nigeria. The WAAPP fund for SSA ARD appears in Table 3, mostly in the non-CAADP but potentially (???) P4 aligned column. However, the Study was unable to find out exactly what role CORAF plays in WAAPP. The uncertain (tick-marked) WB entry for CORAF in Table 3 is related partly to WAAPP funding. The comparable WB agricultural productivity project in East Africa (the East Africa APP) does not appear to be coordinated by ASARECA. A study of the process and dynamics of donor support and coordination within these large projects as they affect SROs offer a potential case-study in Phase 2.

95. World Bank and DFID websites show that CORAF is receiving support for an MDTF, comparable to ASARECA. However, it does not report donor support to this MDTF, nor its portfolio of projects (the other reason for the tick-marked WB entry).²⁶ Table 3 estimates donor support to CORAF at US\$ 4.8M pa. As with ASARECA this is an underestimate as contributions of at least three MDTF donors (perhaps ca US\$ 6.0M pa) are not included.

96. In terms of 'aid effectiveness', CORAF's portfolio seems similar to ASARECA's. The use of an MDTF should contribute to alignment and harmonisation, of procedures at least. However, the lack of data necessitates a more cautious judgement.

5.4. SADC-FANR

97. The Southern African SRO, the Centre for Agricultural Research and Development in Southern Africa (CARDESA) is being developed (with SDC funding). In the interim SADC-FANR is responsible for coordinating and implementing the regional ARD portfolio. Like CORAF, the ARD portfolio shown in Appendix 1 is based on the organisation's website. Only two InfoSheets were

²⁵ These known but not estimated contributions from four donors are tick marked in the body of the table.

²⁶ This is a good example of the Study's use of triangulated information from different donor portfolios. Sometimes such information resolves questions, sometimes it raises them.

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returned to the Study; one for the SADC-FANR component of the FARA-based NSF ‘RAILS’ project, one for the EC funded ICART regional project (US\$ 0.3M pa). The latter and Switzerland’s support to CARDESA are the only donor funding reported for SADC-FANR. These give the estimated donor support of US\$ 3.2M pa shown in Table 3. However, this must be an underestimate. Information is so poor for SADC-FANR, that it is not even possible to show tick-marked donor support, or attempt an estimate of the under-estimate. An example from the Belgian ADR portfolio illustrates, once again, the complex channels through which donor funding flows, and the potential for double, or even treble counting. The PRINT project is funded by the EC EDF, coordinated by the Belgian Institute of Tropical Medicine and managed by SADC-FANR.

98. Given the lack of information on the SADC portfolio, it would not be useful to attempt a comment on the ‘aid effectiveness’ of its donor support.

5.5. CAADP Pillar 4’s Cross-cutting Role

99. The SSA ARD Map (Table 3) shows donor support for ARD components in programmes under Pillars 1 – 3, reflecting Pillar 4’s cross-cutting role. Examples include NEPAD’s fertiliser policy-related ARD, which cuts across all four CAADP pillars. Support for this, from USAID, IFDC and FAO, is small (and uncertain). BMGF makes a more substantial contribution for policy studies (US\$ 1.0M pa via AGRA).

100. As already mentioned, this kind of support may be underestimated in the Study, for which the principal respondents were the Pillar 4 mandated agencies: FARA and the three SROs. However, the survey of non-EU donor websites identified three Sustainable Land Management Projects (one each in Mali, Senegal and Uganda) in the World Bank portfolio. These are aligned with CAADP Pillar 1 and include substantial research components. It is estimated that the ARD content may be as much as US\$ 18M pa, although possibly this is an overestimate.

101. As CAADP4 mandated agencies, the FARA and SROs portfolios are CAADP Pillar 4 aligned by definition. However, it is clear that many interpret support to CAADP4 more widely: frequently ‘support to CAADP4’ is taken as synonymous with any ‘support to SSA ARD’. To cover this range of interpretation, Table 3 shows support to ARD, but not to a specific CAADP initiative, under two headings. ‘P4 aligned’ indicates there is evidence of alignment. Where, based on the Study’s evidence, there is potential for alignment but no specific evidence, support is categorised as ‘P4 ??’.

102. ‘P4 aligned’ funding, is estimated in Table 3 (possibly over-estimated) at US\$ 45.8M. The majority is from the estimated research components in the World Bank funded EAAPP (in Ethiopia, Kenya, Tanzania and Uganda) and WAAPP (Ghana, Mali, Senegal, Burkina Faso, Cote d’Ivoire and Nigeria). Three Belgian projects fall in this category, together with the DFID Research into Use (RIU) project which from project inception has been closely aligned to FARA objectives, although outside the FARA portfolio.

5.6. CGIAR Programming and the CAADP

103. Overall, 47% of CGIAR spending went to SSA in 2008 and 51% in 2009. CGIAR expenditure in the SSA closely mirrors total donor support (see Table 3). All of the 15 CGIAR centres have a programme in SSA, which is the most important single region for eight of them. As a result, the CGIAR and its network of centres are a dominant force in both the donor support, and the governance and implementation, of ARD in the SSA.

104. Since 2008, the CGIAR has been in the process of major reforms but this is nearing completion with publication of the proposed programming structure and strategy. Thus this section looks to the future and concentrates on mapping the CGIAR’s proposed programming, as set out in the Draft Strategy and Results Framework, against the CAADP’s role and strategy.

105. A brief review of material from the three centres with the largest SSA budgets, ICRISAT, ILRI and IFPRI, revealed two which make little or no mention of CAADP. ILRI’s Strategy to 2010 makes no mention of CAADP, while ICRISAT’s Vision and Strategy to 2015, mentions it just three times: once in the Executive Summary, once in the Abbreviations and once in the main text. IFPRI on the other hand has supported the CAADP in a number of ways and produced substantial discussions of

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how the process is working. It has provided much the most detailed analysis of how the CAADP's broad principles might be tailored to the needs of individual African countries.²⁷ However, policy analysis is IFPRI's core activity so this link is central to its mandate. The research-oriented CGIAR centres do not seem to have an approach to integrating their work with the CAADP.

106. Currently, the majority of the CGIAR's (donor) funding is used to support its centres' own research programmes. Although there is undoubtedly collaboration with the NARS, the Challenge Partner Programme is small compared with the core research, and less than a tenth of the Agreed Agenda implemented by the centres. The exception to this appears to be the SSA CP which is managed by FARA and appears to have established strong links governments and agencies in its study countries. Reportedly these governments make substantial contributions to SSA CP funds. This mechanism provides a useful model for improving the CGIAR by CAADP linkage.

107. In 2009, 93% of total CGIAR spending was divided between the five priority program areas listed in the 'current portfolio' rows of Table 4. The remaining 7% went on training, 'development activities' and 'new research areas'. The proportional allocation to the SSA (vs. other regions) by programs is not given in the CGIAR reports but it is likely to be similar to the system-wide figure of 51%.

Table 4 Current and proposed CGIAR programme structures against the CAADP Pillars

		\$ Million	% CGIAR
Pillar 1 Land and Water Management			
<i>Current</i>	Integrated NR Management	135	23
<i>Strategy & Results Framework</i>	MP 5: Water, Soils, and Ecosystems MP 6: Forests and Trees MP 7: Climate Change and Agriculture		
Pillar 2 Market Access			
<i>Current</i>	Policies/Institutional Innovations	101	17
<i>Strategy & Results Framework</i>	MP 2: Policies, institutions, and markets for enabling agricultural incomes		
Pillar 3 Food Supply and Hunger			
<i>Current</i>	Nothing		
<i>Strategy & Results Framework</i>	MP 4: Agriculture, Nutrition, and Health		
Pillar 4 Agricultural Research for Development			
<i>Current</i>	Sustaining Biodiversity	61	11
	Genetic Improvement	160	28
	Diversification/High Value Commodities	83	14
<i>Strategy & Results Framework</i>	MP 1: Integrated Agricultural Systems for the Poor and Vulnerable MP 3: Sustainable rice, wheat and maize systems MP 8: Mobilizing Agricultural Biodiversity for Food Security and Resilience		

108. The June 2010 draft 'Strategy and Results Framework'²⁸ for the reformed CGIAR sets out eight Mega Programmes (see Box 5). In essence, Mega Programme (MP 1) '*agricultural systems for the poor and vulnerable*' is the cassava, sorghum/millet, plantain parallel to the fine grain MP 3 '*rice, wheat and maize system*'. The CGIAR genebanks for the world's major food crops appear to be the main element in MP 8, '*mobilizing agricultural biodiversity ..*'. Both the current CGIAR portfolio and the new mega programmes cover more than CAADP Pillar 4 and ARD in the strictest sense. Table 4 also shows how the new Mega Programmes (MP) proposed under the CGIAR's draft Strategy Results

²⁷ See for example IFPRI discussion paper 01019 from August 2010: Building Capacities for Evidence and Outcome-based Food Policy Planning and Implementation - The Example of the Comprehensive Africa Agriculture Development Programme

²⁸ GCARD, 2010. A Strategy and Results Framework for the CGIAR. June 2010. Global Conference on Agricultural Research for Development. 88 pp.
http://www.cgiar.org/changemanagement/pdf/cgiar_srf_june7_2010.pdf

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Framework (see Box 5) can be mapped onto its existing portfolio, and against the four CAADP Pillars.

Box 5 Proposed (June 2010) mega-programmes (MPs) for the CGIAR

MP 1: Integrated Agricultural Systems for the Poor and Vulnerable
MP 2: Policies, institutions, and markets for enabling agricultural incomes for the poor
MP 3: Sustainable rice, wheat and maize systems for ensuring global food security
MP 4: Agriculture, Nutrition, and Health
MP 5: Water, Soils, and Ecosystems
MP 6: Forests and Trees
MP 7: Climate Change and Agriculture
MP 8: Mobilizing Agricultural Biodiversity for Food Security and Resilience

109. Future CGIAR strategies are still under discussion and there is no indication of how the reforms may influence the distribution of funding. Donors have committed to an increase in funding, but they are seeking stronger focus on results (Paris Declaration 4th principle). Funding is to be through a single Trust Fund, for all CGIAR centres, managed by the World Bank.

110. The CGIAR draft Strategy and Results Framework (CGIAR Alliance, 2010) is another document with limited (just three) and general references to CAADP. There is no discussion of how the CGIAR centres might actively engage with the process, or fit the mega programmes to CAADP's four pillars. Similarly, the Paris Declaration questions of ownership, mutual accountability, and alignment are not discussed, beyond a footnote on how the 'aid effectiveness' agenda emphasises managing for results. Instead, the key driver of the strategy appears to be a GIS-based analysis of 'Development Domains and Agricultural Systems'.

111. How the CGIAR reform process will ultimately affect the distribution of funding to ARD in SSA is to be seen. However, it seems certain, that CGIAR will continue to be the dominant influence on agricultural research for Africa. The very limited mention of CAADP in CGIAR material indicates how much would need to be done to bring donor support to ARD into a substantial alignment under CAADP Pillar 4.

6. Task 5 – CAADP Pillar 4 Support and Aid Effectiveness

112. The ToR ask for an "Assessment of the extent to which individual CAADP pillar 4 support investments at continental, regional and/or national level, meet the requirements of aid effectiveness."

113. This section presents a limited, largely intuitive, assessment in terms of the five Paris Declaration (PD) principles. This approach is due partly to the limited information available on the individual programmes, and partly due to the difficulty of identifying clear indicators of effectiveness. The standard OECD 12 aid effectiveness indicators²⁹ are too cumbersome for this Study. The GDPRD has developed Joint Donor Principles in Agriculture and Rural Development, which provide a more appropriate set of indicators. (See Appendix 9) These recognise agricultural sector specificities. However, they depend on evidence being available to apply them. They will be used in the Phase 2 case studies. As already mentioned, no attempt is made to assess the effectiveness of donor support in terms of Outcomes and Impacts. That would require substantial monitoring and evaluation data.

114. All actors in the aid process must be subject to the PD principles. As well as the donors, the assessment aims to include the processes and role of the CAADP mandated agencies, i.e. FARA and the SROs.

²⁹ See: http://www.oecd.org/document/12/0,3343,en_21571361_39494699_39503692_1_1_1_1,00.html

6.1. Ownership

Developing countries set their own strategies for poverty reduction and improve their institutions.

115. The documentation suggests that the CAADP method and process is strongly owned, at least down to the level of the CAADP mandate agencies. The emergence of AGRA within AU/ NEPAD/ CAADP context as an SSA-based facilitator of ARD and agricultural development initiatives is another indicator of momentum based on regional ownership. The extent to which ownership extends to the country level will be a key focus for Phase 2 of the Study. However, an IFPRI study of the CAADP process in Ghana suggests that country-level ownership of the CAADP process may be limited and more difficult to achieve.³⁰

116. The CAADP is widely recognised by donors as the strategy/ framework within which their support to ARD needs to operate. For some donors the CAADP is seen as a partner organisation or one to whose demand they will respond. However, there was limited evidence from the EIARD and non-EU donor reviews that this recognition is translated into donor strategies which map onto the CAADP Strategy or Pillars, or which directly support the CAADP process in-country.

117. Perhaps the best evidence of local or transferred ownership comes from the funding and operations of FARA and the SROs. Despite the dominance of single-donor programmes, the use of devolved and flexible forms of funding, e.g. unrestricted funding for FARA and MDTFs for the SROs to fulfil a local demand-based agenda are evidence of this. The way in which FARA's Network Support Function funding is reportedly shared and owned across the three SROs also indicates good ownership at the regional level. However this evidence is not unequivocal. For example, the extent to which ownership is transferred further down to the country level depends on how funding is allocated and managed.

118. Intuitive assessments run the risk of stereotyping programme types. For example, the CB/PPs and the cooperative research programmes in the non-CGIAR/ non-CAADP sector (Table 3), appear to be dominated by single donor country organisations. However, they do not necessarily merit the low 'ownership' rating this would imply. Much depends on how these programmes are managed in practice.

119. Phase 1 does not provide enough evidence to assess how far there is ownership of CGIAR programmes at the country level: a key aspect given that these make up the major portion of donor support to SSA ARD. This is identified as an issue EIARD's Strategy 2009-2013 and EU guidelines on ARD. This Study confirms the concern and it will be a focus for the Phase 2 country case-studies.

6.2. Alignment

Donor countries align behind these (developing country) objectives and use local systems.

120. As reported above (para. 116) CAADP is recognised by donors as the context within which they should support agricultural research and development. However, there is less evidence that donors have realigned their support accordingly. It is not possible to make a firm judgement on how far donor uptake of CAADP-driven initiatives is a problem or not. Nevertheless, there is a concern that token references to CAADP can provide a smoke-screen, allowing a 'business as usual' model of to persist. The Phase 2 case-studies should be able to provide much improved guidance.

121. As with ownership, the clearest example of donor alignment is the clustering of support to around the FARA strategic portfolio (para. 117), mainly as single-donor funded projects, and the SROs, mainly as MDTFs. A good example of the single donor approach appears to be the DANIDA funded UniBRAIN project. Project documentation shows this to be a strongly and purposively aligned project. Five other donors have funded projects around the NSFs and similar (individual) donor alignment seems probable. The SRO-based trust funds in contrast are *de facto* a 'self-aligning' funding mechanism – when well managed – and are positively assessed.

122. However, experience in other sectors has shown joint-funded projects and MDTFs are not necessarily synonymous with 'aid effectiveness', especially when it comes to outcomes and impact.

³⁰ op. cit - IFPRI discussion paper 01019 from August 2010

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Other factors can be just as important, if not more so. Individual cases need to be judged on the evidence, for which the key criterion needs to be the effectiveness of the outcomes and impacts delivered.

123. For the SROs the evidence of widespread involvement of NARS in the SRO's competitive grant scheme (CGS) ARD programmes is suggested as evidence of alignment with stakeholder needs. However, the concentration of ASARECA's programme in three countries, Kenya, Uganda and Tanzania, shows how CGS funding can favour countries with well established NARS. This concentration is shown in all portfolios, suggesting that more is needed to address issues of equity. Alignment under CGS depends on how the bidding process is run. Many funds require bids against pre-determined, narrowly specified objectives. Pearl Millet in Drought Prone Areas is a recent example from ASARECA. This leaves little scope for a NARS to seek funding for its own priorities. These points are important because CGS is becoming a dominant model for ARD funding, with AGRA and other agencies just as much as the SROs.

124. As with other aspects, it is not possible to provide a valid assessment of how well the larger part of donor support which goes through CGIAR is aligned with country needs.

125. The Study can only assess ownership and alignment for programmes that have been mapped. It is thought that the greatest proportion of missing programmes is from the EIARD domain, from the seven countries not responding to the Study's request for information and for the potentially under-reported Capacity Building/ Partnership Programme sector. Nothing can be inferred with respect 'aid effectiveness' from the lack of response to the Study's request. Nevertheless, most of these are bilateral, single donor programmes where there may be particular potential for better ownership and alignment. It has already been pointed out that CB/PP may have an important contribution to make improving capacities to deliver the CAADP strategy at a country level (see 4.3.3).

6.3. Harmonisation

Donor countries coordinate, simplify procedures and share information to avoid duplication.

126. In principle, joint- or pooled- funding should mean donor support is harmonised through one set of procedures. On this basis, evidence of harmonisation is moderately widespread. Of the 220 projects in the Study database, 65% were single donor projects, and 17% dual-donor projects – typically an ODA donor and a university or a national foundation (as common in the Belgian and Swiss portfolios). Some 14% of projects had five or six donors – typically the MDTFs comprising a mixture of WB, AfDB, USAID, CEC, DFID and one or two of DGIS, ECOWAS or COMESA. In the case of FARA's SSA CP the donor number reached 11, when national donors were included. The foundations, especially the larger ones (e.g. BMGF, RF and SFSA) predominantly fund programmes/ projects as joint donors.

127. Currently the Study can provide no other evidence to assess the coordination and simplification of procedures amongst donors. It can be suggested that funding through the WB and AfDB is, *de facto*, harmonised through national systems. However, even these agencies do not always provide their funding as budget support or SWAps. Only project by project analysis can answer this point fully. Similarly, from the donors' perspective at least, the CGIAR system can also be interpreted as providing for harmonisation of donor support to SSA ARD. Whether that is also true from the recipients perspective depends on the assumption that procedures within CGIAR are well coordinated.

128. One finding from the mappings is the substantial ARD portfolios funded by or through pan-African foundations and NGOs (e.g. AGRA, AECF) is substantial. This must not be missed out of the effort to improve alignment and harmonisation across donor support to SSA ARD. (see 4.4.3 and para 73).

6.4. Managing for Results

Developing countries and donors shift focus to development results and results get measured.

129. Managing for results is essentially transforming inputs into required, planned results. Since this Study is not an evaluation limited comment is possible. However, successful management for results strategy must be dependent on access to reliable information on the inputs: i.e. on donor funding. The

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difficulties experienced in developing the imperfect mapping achieved in Table 3 indicates the urgent need for a substantially improved information on donor funding to SSA ARD.

130. On this basis, the failure to both maintain and populate the ARD-InfoSys+ system which is identified as serving the FARA, the ERA-ARD and the EIARD, and a reluctance, or inability, to provide information to the Study, suggests a limited enthusiasm for realising this ‘aid effectiveness’ principle.

6.5. Mutual Accountability

Donors and partners are accountable for development results

131. Even a simple, limited, intuitive assessment of mutual accountability within the donor support to SSA ARD reviewed requires more evidence than available to the Study and no comment is made on this topic.

7. Task 6 - Proposed Case Study Countries

132. The ToR ask the Study to propose “a minimum of four “in-depth” countries to provide Phase 2 case studies.” This is to be based on the mapping of the donor support to SSA ARD (Tasks 3 and 4) and an assessment of the extent to which individual CAADP Pillar 4 investments meet the requirements of aid effectiveness (Task 5). The ToR anticipated that these would allow the identification of areas in which “complementary and coordinated action between donors is leading to effective and efficient aid”, and areas where it is not. These would then be factored into the selection of case-study countries.

133. In the event, the mapping and aid effectiveness assessment provide insufficiently contrasting patterns of donor support to allow a systematic selection of case-study countries. This, coupled with a review of material on the CAADP process at the country level³¹, has led the Study to propose a different approach to case-study country selection. This is together with two proposed changes to the design and method for Phase 2.³²

7.1. Proposed Modifications to Phase 2

134. The first and the most important modification is to focus the Phase 2 case studies on the CAADP process at the country level, and from the perspective of the in-country stakeholders. CAADP is specifically intended to work through national systems. It is “not a set of supra national programmes but a framework embodying a set of key principles and targets.” The National Roundtable process (see Box 1) is fundamental, and, donor engagement in the Roundtable process is a critical measure of how support to CAADP Pillar 4 is coordinated and aligned with national needs and priorities. Thus, the CAADP process must be the focus of the Study.

135. Aid effectiveness needs to be considered from the perspective of the case-study countries’ ARD and development stakeholders, not the ARD providers and donors. Without this focus, there is a risk that the external, donor agency perspectives will dominate the Study, and that information will be interpreted primarily in terms of coordination and harmonisation between external actors, obscuring the more critical aspects of alignment, those between external actors and the SSA country-based needs and priorities. The GDPRD has done relevant and useful work on the need to, and how to, improve the CAADP process at the national level which also supports this change.³³

136. This Analysis of Donor Support to CAADP Pillar 4 is essentially a desk-study. Neither time nor budgets allow visits to the case study countries. Phase 1 has demonstrated that data collection remotely, by email or telephone and from on-line sources, is time-consuming, and risks low productivity and inefficiency for both investigators and respondents.³⁴ Data collection on programme/ project portfolios was difficult enough in Phase 1: and will be even more difficult in

³¹ At: <http://www.ifpri.org/sites/default/files/publications/ifpridp01006.pdf>

³² These proposals have been reflected in revised ToR for Phase 2.

³³ See: http://www.donorplatform.org/component/option.com_docman/task.doc_view/gid.1133/Itemid.98/

³⁴ A finding which confirmed the pre-assignment assessment of the client.

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Phase 2, where the information required, i.e. on knowledge, attitudes and practice, relating to a process, is inherently more difficult to collect. However, a targeted attempt to contact key national stakeholders and the critical group of donor representatives in-country, should make it possible to gain a reasonable understanding; provided there are prompt responses from a reasonable proportion of those polled.

137. The second change proposed in the Phase 2 method stems from the difficulty of obtaining adequate responses from the FARA, SRO and EIARD NCP respondents to requests for the information needed in Phase 1. In Phase 2, FARA and the SROs will be the primary channel of information relating to CAADP Pillar 4. It is essential to ensure they are fully engaged and responsive. This should be at least enough for them to understand the aims of the Study, the potential benefits to them and to suggest study outcomes (and their changes) that would be most useful to them. Clearly this needs to be done with a minimum, well targeted use of FARA and SRO staff time. Nevertheless greater investment of FARA and SRO staff time in the Study is identified as a key factor in providing an improved outcome in Phase 2.

138. A key contribution that FARA and the SROs can make to the Study is to help refine the case-study sample framework proposed below since they are best placed to anticipate problems with it and/or identify opportunities for improvement.

7.2. Case-study Country Selection

139. Five variables are proposed to select the case study countries: i) Compact status, ii) Country ARD activity and capacity, iii) CAADP objectives, iv) World Bank projects, and v) CAADP Pillar 4 projects. (More detail on each indicator is shown in Appendix 7) Data on these indicators for each SSA country is summarised in Table 5.

140. In assessing the proposed sample it is important to recognise two points. First, with a case-study approach it is the qualitative rather than the quantitative value of the differences between countries in the sample which should decide the country selection. Secondly, with a small number of potential case-countries and a relatively large range of factors to consider, it will be impossible to examine the contrasts independently of each other. Careful interpretation of the case-study findings and attribution of causal factors, and their interactions, will be needed to disaggregate contrasting effects.

141. On this basis five potential Case-study countries for Phase 2 are identified. Eleven countries were eliminated (lowest box in Table 5), either due to lack of data (e.g. Somalia), atypical development context (South Africa), or because they were small island states (e.g. Cape Verde). Given the SRO's central role in CAADP Pillar 4, selection priority for the first three case-study countries is given to one country per SRO (identified in bold in Table 5).

142. For ECA, preference is given to selecting **Tanzania**, which has: a high level of ARD activity, a 2010 compact, high CGIAR and CAADP ARD activity. Its agricultural investment is relatively low, but its growth rate is high. It is implementing the World Bank EAAP, and there is linkage to three of the FARA projects. It is also a country where donors are particularly active. The alternative for ECA is Ethiopia, which has a similar profile to Tanzania. The deciding factor in favour of Tanzania was that it is close to, but slightly detached from Kenya which is the 'hot-spot' of both CGIAR and CAADP4 SSA ARD activity.

143. The preferred case-study country for WCA is **Benin**. Benin has a 2009 compact and, relative to Tanzania and Ethiopia, lower CGIAR activity and comparable agricultural development status. It is not part of the World Bank WAAPP, but it has similar linkage to the CAADP4 network projects. The alternative is Cameroon which has similar ARD and agricultural development status, but which is only at the pre-Compact stage in the CAADP process.

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Table 5 Phase 2 Country case-study selection contrasts and proposals.

Country	SRO	Compact status	ARD Activity		CAADP Objectives		World Bank Projects	CAADP4 Projects			
			CGIAR	SROs	Ag. Exp%	Growth Rate		Do	Ra	Sc	Un
Rwanda	ASARECA	2007	Medium	Low	Low	High		F	F	F	
Ethiopia	ASARECA	2009	High	High	High	High	EAAPP	F	F		
Burundi	ASARECA	2009	Medium	Low	Low	Medium		F	F	F	
Uganda	ASARECA	2010	High	High	Low	High	EAAPP/ SLMP	F	F		F
Tanzania	ASARECA	2010	High	High	Low	High	EAAPP	F	S		F
Kenya	ASARECA	2010	High	High	Low	Medium	EAAPP	F	F		F
Sudan	ASARECA	2011	Medium	Low	Medium	Medium			F	F	
Mali	CORAF	2009	High	High	High	High	WAAPP/ SLMP	C	C	F	F
Ghana	CORAF	2009	High	High	High	Medium	WAAPP		C	F	F
Nigeria	CORAF	2009	High	High	Low	Low	WAAPP		C		
Niger	CORAF	2009	Medium	Low	High	High			C		
Togo	CORAF	2009	Medium	Low	Medium	Medium			C		
Benin	CORAF	2009	Medium	High	Low	Medium			C		F
Gambia	CORAF	2009	Low	Low	Medium	Medium			C	F	
Liberia	CORAF	2009	Low	Low	Low			C			
Sierra Leone	CORAF	2009	Low	Low	Low	Medium			C	C	
Senegal	CORAF	2010	Medium	High	High	High	WAAPP/ SLMP	C	C		
Burkina Faso	CORAF	2010	Medium	High	High	Medium	WAAPP	C			F
Cote d'Ivoire	CORAF	2010	Medium	Low	Low	Medium	WAAPP	C	C		
Guinea	CORAF	2010	Medium	Low	High	Medium			C		
Guinea Bissau	CORAF	2011	Low	Low	Low	Medium			C		
Cameroon	CORAF	PreComp	Medium	Low	Low	Medium		C	C		
Congo, D Republic	Co/As/Sa	PreComp	Medium	High	Low	Medium		F	C		
Chad	CORAF	PreComp	Low	Low	Medium	Low			C		
Mauritania	CORAF	PreComp	Low	Low	Medium				C		
CAR	CORAF	PreComp	Low	Low	Low	Medium			C		
Congo, Rep.	CORAF	PreComp	Low	Low	Low	Medium		C	C	F	
Gabon	CORAF		Medium	Low		Medium			C		
Malawi	SADCC	2010	High	High	High	Medium		F	S		
Swaziland	SADCC	2010	Low	Low	Low	Medium					
Mozambique	SADCC	2011	High	High	Low	High		F	S		F
Zambia	SADCC	2011	Medium	High	Low	Medium		F	S	F	F
Zimbabwe	SADCC	PreComp	Medium	Low	Medium	Low					
Lesotho	SADCC	PreComp	Low	Low	Low	Low		F	S	F	
Madagascar	As/Sa	PreComp	Medium	High	Low	Medium			S		
Namibia	SADCC	Launch	Low	Low	Medium	High					
Botswana	SADCC	Launch	Low	Low	Low	Medium			S	F	
Angola	SADCC		Low	Low	Low	High			S		
Eritrea	ASARECA		Low			Low				F	
Cape Verde	CORAF	2009	Low	Low		Medium			C		
South Africa	SADCC		Medium	High		Medium					
Seychelles	SADCC	2011	Low		Low						
Mauritius	SADCC		Low		Low	Low					
Sao Tome & Principe			Low		Medium						
Comores			Low		Low	Medium					
Djibouti			Low		Low						
Guinea, Equatorial			Low			Low					
Somalia			Low								
Sources:											
Compact Status as at 8 Nov 2010											
http://www.nepad-caadp.net/pdf/Table%20of%20Countries%20with%20Investment%20Plans%20ver2.pdf											
Actual or anticipated year of signing compact; Pre-compact CAADP implementation; Newly engaging/ launching											
ARD activity CGIAR projects/country			High - >40 projects; Medium 40-10 projects; Low <10 projects								
http://ongoing-research.cgiar.org/project											
ARD activity EIARD CAADP4 projects/country			High - > 50 percentile; Low - < 50 percentile								
EIARD CAADP4 Phase 1 Report: CAADP domain table ??											
Agriculture expenditure as % of total expenditure					High - >10%; Medium 5-10%; Low <5%						
http://www.nepad.org/foodsecurity/agriculture/about											
Agriculture sector growth rate % pa					High - >10%; Medium 5-10%; Low <5%						
http://www.nepad.org/foodsecurity/agriculture/about											
World Bank Projects											
http://www.worldbank.org/ and go to Projects & Operations											
CAADP4 Projects											
D - DONATA; Ra - RAILS; Sc - SCARDA; Un - UniBRAIN											
Implementation countries as reported by F - FARA; C - CORAF; S - SADC/ FANR											

144. For SA, the theoretical preference is for a country with a future compact (2011 or pre-Compact) with medium ARD activity and agricultural development status. In practice the choice is limited to Mozambique, Zambia or Zimbabwe, although none is a full fit. The safer choice here is **Zambia**.

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Zimbabwe's agricultural development history and present political context is distinctive, although it is a country where strong agricultural development is a priority need. Similarly, Mozambique's provides a distinctive development context for the CAADP process but its high level of ARD activity weakens its case as the SADC/ FANR's only case-study country. FARA's and SADC/ FANR's contribution to this case-study country selection would be particularly helpful and underlines the case for SRO involvement in the Phase 2 study process.

145. The large number of countries covered by CORAF requires that if a fourth country case-study is required it should be in the WCA. The priority country profile for this choice is a developed CAADP process coupled with low ARD activity but moderate agricultural investment and development status. Here the **Gambia** is proposed since it would allow lessons to be learnt from Gambia's strong post-compact agricultural development performance, despite its weak ARD activity.

146. The proposed changes to Phase 2 method means that Study resources will not permit a fifth case-study. If that should change, preference would be given to **Rwanda** since this has the earliest compact, allowing the impact of a long-established CAADP process to be examined. It also provides a case-study in central Africa. Rwanda has a distinctive position in donor support, especially with respect to USAID's support to the CAADP.

147. It is recommended that the case-study countries, and their relative allocation of Study resources be finalised at the beginning of Phase 2, as part of the process of engaging with FARA and the SROs within the revised study method. The analytical framework will also be finalised then. Components of this framework are brought together in Section 8.2.

148. Consistent with the strategy to adopt a country-led, bottom-up perspective in the case studies, priority themes for the framework will be to distinguish between the roles, process and action of the relevant ARD actors (NGOs, NARS, universities and research institutions, SROs, FARA, donors and the CGIAR and other pan-African ARD providers and governance) and interpreting outcomes with respect to the principles of 'aid effectiveness'.

8. Lessons and Implications

149. This section reviews the findings from Phase 1, by looking at possible lessons and their implications for Phase 2. Wider implications for comparable tracking studies are also identified.

8.1. Findings

150. The poor availability and quality of data on donor investments in SSA ARD was the dominant feature of Phase 1. This was partly due to a poor response from EIARD members to Study requests for data, and partly to the patchy population of official databases. As a result the study has taken a cautious relative, as opposed to absolute, approach to interpreting the available data.

151. Despite these constraints, it has been possible to draw a coherent and, it is hoped, useful Map of Donor Support to CAADP Pillar 4 and wider sub-regional and regional ARD. (see Table 3) This provides an informed basis for selecting case-study countries and developing an analytical framework, for Phase 2.

152. It is estimated that total donor support to ARD in Sub-Saharan Africa is equivalent to US\$ 468 M per annum. (Data gaps mean that is likely to be more, not less.) Of the total, US\$ 304 M pa is channelled through CGIAR. This is 65% of the total, but the proportion is likely to be somewhat less when missing data is taken into account. Of the remainder, US\$ 46 M pa goes to the 'core' CAADP Pillar 4 mandated agencies: FARA and the SROs. This is about a quarter (28%) of the non-CGIAR funding. Most of the remainder is divided between programmes which support CAADP Pillar 4 outside the mandated agencies (10%), the ARD element in programmes supporting the other three CAADP Pillars (4% mostly WB), and programmes for which the alignment with Pillar 4 cannot be certain (7%). Table 3 shows only 4% going to Capacity Building and Partnership Programmes, i.e. bilateral donor programmes with individual countries. However this is known to be underestimated.

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153. The Bill and Melinda Gates Foundation is the second largest contributor to SSA ARD through the CGIAR and the third largest through other channels. AGRA, which was established with BMGF support, is an important and influential funding channel. These organisations will have an important impact on the coordination and alignment of support to ARD in SSA and need to be brought into any initiatives to improve this donor support.

154. The assessment of ‘aid effectiveness’ of donor support to SSA ARD can be summarised as follows:

- Donor support to the CAADP Pillar 4 initiative through the SROs and, possibly with less evidence, through FARA, is channelled through devolved programmes and trust funds. These provide actual and potential improvement in the effectiveness of donor support.
- This potential could be more effectively exploited if there were better data on the programming of donor support and its implementation outcomes.
- The major part of EIARD and non-EU donor support to SSA ARD is as contributions to the CGIAR system. In principle this support will be well coordinated and aligned on completion of the current CGIAR reform process. The outcome of that process will have a major influence on the effectiveness of donor support.
- The effectiveness the CGIAR system is not part of this Study. However, as the dominant provider of ARD in the SSA, CGIAR must have a significant impact on CAADP Pillar 4 strategy, and the way the CAADP process at the country level affects Pillar 4. Examination of this role will be included in the Phase 2 country case-study analytical framework.
- Although there are important data gaps, and there is variation in the nature and emphasis of EIARD member support to SSA ARD, there is no substantial evidence of uncoordinated or non-complementary investments. However, much of their support may be embedded in general development support, or not reported, so this finding could be misleading.
- There is potential to improve the effectiveness of donor support through capacity building and partnership programmes (CB/PPs). This not because the programmes are poorly co-ordinated. There is insufficient evidence to judge that. Rather it is because these programmes offer a direct route to strengthening the NARS. Only these can ensure that ARD is effectively included in the CAADP process at the country level. Only these can deliver research outcomes in-country.³⁵ Capacity building and strengthening the NARS are explicit themes in the EU/ EIARD ARD strategy, but members have not clearly reported their efforts in this area. It will be examined further in the Phase 2 case-studies.
- Pan-African foundations and NGOs, such as AGRA, AATF and AECF, now fund and manage substantial ARD portfolios. This is a positive development, but there is a risk that this changing pattern donor support will weaken coordination. New actors may add to the problems in a system where the communication of information on who is doing what is already is poor. These is especially so for country stakeholders, who have to manage an expanding array of potential international, continental and regional partners. The entry of these new actors further strengthens the case for an improved overview of data on donor support to SSA ARD from all sources. This is especially the case where there is overlap between traditional ARD and new donor priorities such as Private Sector Development and Enterprise Development.

8.2. Phase 2

155. The proposed framework for selecting case study countries differs from that anticipated in the ToR. It involves a number of compromises. It is proposed that the three priority case-study countries should be Tanzania in the ECA region, Benin in the WCA region and Zambia in Southern Africa. If resources allowed additional case study countries, the Gambia in WCA and/ or Rwanda in the ECA are suggested.

156. FARA and the SROs are best placed to advise on the suggested case study selections and it is proposed to involve them in doing so. The relatively poor response to data requests in Phase 1

³⁵ It should be noted that apart from training the SROs do not fund any form of institutional strengthening, staff costs or investments in research facilities for the NARS.

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emphasises the need for close engagement with these Pillar 4 mandated agencies. It is hoped that their involvement in the country selection will provide an entry point for this. However, there are limits to what can be achieved in a desk study and when working remotely. Data collection may be still be a challenge in Phase 2.

157. Phase 1 has provided a much better understanding of the central role that the Round Table process in-country plays in the CAADP method. It has also indicated a lack of evidence on how the coordination and alignment of donor support to ARD works at the country-level. The Phase 2 method and analytical framework will be designed to provide an explicit focus on CAADP Pillar 4 at the country level. This will incorporate findings from IFPRI research and the GDPRD guidance on the in-country CAADP processes, and adopt the more appropriate ‘aid effectiveness’ indicators developed by the GDPRD (see Appendix 9).

8.3. Comparable ARD tracking studies

158. The Study estimates at least US\$ 450M pa of donor support to SSA ARD in 2009. Even if this not underestimated as much as expected, this represents considerable activity over at least 40 countries. It involves as many as 40 donors, including at least 15 major donors. The absence of an up-to-date database of accessible, useful and usable information on donor support is a major obstacle to any improvement in the alignment and harmonisation of this substantial donor resource. As just one example, the Study believes that a unified and functional system for tracking ARD programmes in SSA would contribute greatly to the current CGIAR reform channelling all donor support through a single CGIAR Trust Fund managed by the World Bank.

159. Despite the difficulties during Phase 1, the Study that achieving such a unified system for tracking ARD investments may not be as difficult or as expensive task as it might seem. The problems are not technical. The current available databases appear well-designed and there are no obvious hardware or software constraints. ICT funding also appears generous. There are two key problems. First, existing systems have not been designed to be able to contribute to a wider, common data resource. Secondly, and much more importantly, the will to make such a system work is missing amongst the key actors – crucially the managers of donor funds.

160. As a result comprehensive analysis of ARD investments is unnecessarily difficult. Despite their almost universal use, a few simple weaknesses undermine the individual databases’ usefulness: project end dates are missing, classifications are not filled in, joint-donors are not mentioned, coding does not distinguish research from extension, electronic download options are missing, etc. However, the biggest barrier of all is a widespread failure to keep the data record complete and up to date.

161. Priority elements of a strategy to provide a unified and functional system for tracking support to SSA ARD are:

1. Promote the need for the system – to establish common purpose amongst at least the major African, International and European ARD donors, as part of the ‘aid effectiveness’ agenda.
2. Limit the system’s purpose to providing public domain access to a minimum dataset of donor funded ARD support programmes.
3. Establish that minimum dataset from a ‘best practice survey’ of current databases and key users’ needs – to ensure that proposals incorporate the innovation in information systems that the improved web-access has stimulated.
4. Establish a compliance system – a voluntary code is ideal but appears unrealistic. If so, major donors will need to require compliance as a condition for continued access to funding.
5. Establish a simple coding system for reporting ARD – that recognises that ARD is unlikely to be a project’s sole or even primary purpose and base this on OECD CRS activity codes.
6. Minimise individual databases’ reporting obligations and ensure no double reporting is required.

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7. To do this, enable websites to permit the minimum data-set to be electronically harvested to populate a ‘SSA ARD tracking’ unified meta-database. (This technique is used by AidData.)
8. Negotiate merging the unified database with a current system that provides real time access – AidData is the current preferred option since it already has the strategy and means to do this and uses relevant donor (i.e. BMGF) funding.
9. Contract out and publish a periodic independent ‘aid effectiveness’ review of the database – in recognition that data is only as good as the analysis and interpretation to which it is subjected.