

**CONSULTATIVE GROUP ON  
INTERNATIONAL AGRICULTURAL  
RESEARCH  
(CGIAR)**

**STRATEGY POINTERS**

## **CONTENTS**

<b>1. The situation and the need to define a strategy</b>	<b>3</b>
Challenges for the planet between now and 2025	3
The frame of reference for development cooperation	3
<b>2. The CGIAR, a player in agricultural research for development</b>	<b>6</b>
Presentation of the CGIAR	6
The CGIAR's position in current research	8
Prospects for agricultural research for development	10
<b>3. Proposal for a new strategy for EC support for the CGIAR</b>	<b>12</b>
Background	12
Proposal for a new strategy for support for the CGIAR	13
<b>Conclusion</b>	<b>19</b>

## CHAPTER 1 STRATEGY

## THE SITUATION AND THE NEED TO DEFINE A

### Challenges for the planet between now and 2025

Current developments and trends give great cause for concern:

- ⇒ over 700 million people suffer chronic malnutrition,
- ⇒ the destruction of natural resources is accelerating,
- ⇒ global biodiversity is declining,
- ⇒ shortages of agricultural land are forcing the cultivation of marginal land, and
- ⇒ water is in increasingly short supply and competition for it will be fierce from the outset of this millennium.

If current trends continue, the annual cereals deficit in 2025 will be around 700 million tonnes, making it particularly difficult to satisfy the dietary needs of a growing urban population whose income is rising. The world would have to produce 40% more grain by 2020 to meet the demand. Extending farming to new areas would only increase production by a fifth between 1995 and 2020. The extra output, therefore, must largely be achieved by increasing yields, which implies major changes in systems of agricultural production and trade.

Research for development (in which CGIAR plays a part, see p.8) can and must help us to tackle these challenges. It therefore forms part of development assistance, meeting one of the primary requirements of the fight against poverty and support for sustainable development.

### The frame of reference for development cooperation

#### *The Treaty establishing the European Community*

In agricultural research, as with other support for development, the European Commission and the Member States must coordinate their aid policies better, looking to the four main aims enunciated in the Treaty establishing the European Community:

- ⇒ **to develop and consolidate democracy,**
- ⇒ **to foster economic and social development,**
- ⇒ **to foster integration of developing countries into the world economy,**
- ⇒ **to campaign against poverty.**

They should also fully take into account the most recent dimension included in the Amsterdam Treaty, which concerns “**environmental protection requirements ... particularly with a view to promoting sustainable development**”.

Development aid in the **rural sector**, which is what interests us here, is an essential element in alleviating poverty and is aimed at supporting **sustainable development**,

which can only be achieved if it is economically sound, democratic, socially fair and environment-friendly.

Careful analysis of the Commission mandates applied to development aid reveals six results essential to justifying development cooperation with developing countries (see the **Policy Orientation Paper available on the Internet at: [www.rurpol.org](http://www.rurpol.org)**):

1. more peaceful, equitable, open and democratic rural societies,
2. more effective and accountable rural institutions,
3. economic policies enabling rural growth,
4. enhanced individual assets of rural dwellers,
5. more sustainable natural resource management,
6. more coherence between EU agricultural, trade, environmental and immigration policies and the EU's purpose of improving rural livelihood.

In relation to research, these principles were referred to in a Communication to the **Council and Parliament (COM(1997)174)**<sup>1</sup> in which research was presented as one of the decisive factors in sustainable development and in the integration of developing countries into the world economy.

Hence **research for development** can and must continue to form part of Commission projects to support developing countries.

At European level, the EU Member States, the Commission, Norway and Switzerland set up the "European Initiative for Agricultural Research for Development" (EIARD) to coordinate efforts in this field. They agreed on a **common strategy** for agricultural research for development, the key points of which are:

- ⇒ support for NARS (national agricultural research organisations in developing countries),
- ⇒ support for South-South collaboration on agricultural research via regional organisations,
- ⇒ support for the setting up of research partnerships, and
- ⇒ coordinated support for international research organisations, including the CGIAR.

For ACP countries, Article 47 of the **Lomé Convention sets out the objectives** of our cooperation on research for development:

- ⇒ the development of domestic and regional research capacities suited to the local natural, social and economic conditions of crop and animal production, ...;
- ⇒ better dissemination of the results of research obtained in an ACP or non-ACP State and applicable in other ACP States;
- ⇒ extension work in order to inform the greatest possible number of users of the results of such research;
- ⇒ promoting increased coordination of research, particularly at regional and international levels....

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<sup>1</sup> "Strategy concerning support for the strategic role of knowledge generation through Research and Technological Development (RTD) in developing countries".

### **Components of EC research policy**

In developing countries, it is imperative to organise and reinforce the research sector to meet development needs; this requires medium- to long-term operations. However, it is certain that it will be a long time before most developing countries, particularly the least developed, have sufficient research capacity to tackle such issues on their own.

Therefore we must mobilise the scientific community of both the developing countries and developed countries. They must participate according to their respective know-how and interests, on the basis of objectives defined jointly with political decision-makers and the economic and social players involved.

It will take political will both in Europe and in developing countries to set up such **partnerships**, to create a climate conducive to defining programmes of activities suited to the diversity of situations encountered and to mobilise the necessary resources.

At EU level, the purpose of research support policy is three-fold:

- ⇒ to develop a political orientation favourable to research for development on the basis of a North-South partnership;
- ⇒ to draft with developing countries a plan to boost their scientific and technical research capacities, as a precondition for developing partnerships, by encouraging private sector investment;
- ⇒ to introduce specific coordination at European level to put this political orientation into action and translate it into concerted cooperation programmes.

The huge differences in scientific potential between countries in the same region argue in favour of a **regional and international approach** to strategy, seeking synergy between national, regional and international programmes. This option is consistent with the priority given to regional integration in the EU's development cooperation policy.

The declarations made at the **Council meetings** of 1 June 1995 (Development) and 18 October 1995 (Research) set out the guiding principles for implementing research for development:

- ⇒ The beneficiaries of aid should be closely involved in identifying priorities for intervention and arrangements for implementation in order to ensure that the role of research is internalised in the process of development;
- ⇒ Users and researchers should interact as much as possible to ensure the dissemination and ownership of results.
- ⇒ Increased aid efficiency requires an improvement in the coherence of the various instruments for financing research for development, and selection of interventions aimed at their viability and impact sustainability.

**These are the key texts on which the EC will base the support it plans to lend to agricultural research in general and to the CGIAR in particular as a player in agricultural research for development.**

## CHAPTER 2 THE CGIAR, A PLAYER IN AGRICULTURAL RESEARCH FOR DEVELOPMENT

Presentation of the CGIAR (for more details, see the document CGIAR / Evaluation / audit mechanisms and results)

### The mandate of the CGIAR

The third “review” of the CGIAR redefined its mission: to contribute to food security and poverty eradication and to the promotion of sustainable agricultural development via a programme focusing on five priorities:<sup>2</sup>

- ⇒ To **increase productivity** to make agriculture in developing countries more competitive, primarily through genetic improvement aimed at pest resistance and yield stability under variable conditions.
- ⇒ To **manage natural resources**: the aim is to reduce the impact of agriculture on ecosystems via more environmentally friendly production methods.
- ⇒ To **preserve biodiversity**. CGIAR activity is highly visible, with centres managing large ex-situ collections under the auspices of the FAO. These collections are only one aspect of the broader issue of preserving biodiversity.
- ⇒ To **improve national policies**. Especially in the fields of water, forestry and livestock-farming the CGIAR proposes to help work out innovatory public policies upstream of national legislation and regulations.
- ⇒ To **increase the capacity of its partners** and particularly of the NARS. This cooperation and partnership dimension with the NARS is fairly recent (and still implemented in different ways in different CGIAR centres) but indicates the centres’ desire for closer relations with regional and national levels.

### The CGIAR centres

To fulfil its mandate, the CGIAR is composed of 16 specialised centres of a high scientific standard which work together on a common programme of agricultural research producing “public knowledge”. Its ambition is to contribute to the production of sufficient food under sustainable conditions for the increasing population of the globe.

The CGIAR was established in 1971. It is chaired by the World Bank and co-sponsored by the FAO, the UNDP and the UNEP. The Group currently has an annual budget of approximately USD 350 million, covered by the voluntary contributions of its 58 members, including 14 EU Member States and the Commission.

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<sup>2</sup> A CGIAR log frame has been developed focusing on outputs and this is gradually being applied through out the system. The log frame has as its overall objective poverty alleviation, protection of the environment, and sustainable food security. Since there are some inconsistencies between these two approaches, this project proposal has to focus on one or the other. The decision was made to use the priority research area approach largely due to the fact that the CGIAR centre medium term plans are described on this basis.

The CGIAR numbers 1 200 research workers divided between the different centres, which can be classified according to three categories:

- ⇒ **Centres specialising in one crop or area:** rice (IRRI, the Philippines), wheat and maize (CIMMYT, Mexico), the potato (CIP, Peru), plant genetic resources (IPGRI, Italy), forests (CIFOR, Indonesia), aquatic resources (ICLARM, Malaysia), livestock-farming (ILRI, Kenya), rice in West Africa (WARDA, Côte d'Ivoire), agri-forestry (ICRAF, Kenya) and water (IWMI, Sri Lanka);
- ⇒ **The agri-ecological centres:** tropical agriculture (IITA, Nigeria and CIAT, Colombia), the agriculture of dry areas (ICRISAT, India and ICARDA, Syria);
- ⇒ **Centres offering support:** institutional support (ISNAR, the Netherlands), support as regards food policies (IFPRI, USA).

Four other international research centres are associated with the CGIAR and make their contributions in the following specialised fields:

- ⇒ training (ICRA, France and the Netherlands),
- ⇒ market gardening (AVRDC, Taiwan),
- ⇒ soil fertility (IBSRAM, Thailand) and
- ⇒ crop-destroying insects (ICIPE, Kenya).

### **The comparative advantages of the CGIAR**

The CGIAR system has several original and unique features which constitute its strengths and comparative advantages:

- ⇒ its **international public research status**, creating “knowledge” and “products” that are freely accessible;
- ⇒ a **global perspective on particular plants or products** conducive to comparisons and transfers of experience, enabling it to grasp problems on a worldwide scale (genetic resources, biodiversity, etc.) and deal with them on that scale;
- ⇒ **scientific reputation** based on the exemplary results of the “Green Revolution” which at the time alleviated the great concerns of the 1960s over world population growth and the possibility of feeding people;
- ⇒ stable financial support from large foundations, multinational and national financial backers, brought together in an “association” of more than 50 donors;
- ⇒ the establishment in the South of 13 of its 16 Centres represents a real strength, primarily in the biophysics fields (climate, soil, plants); It has yet to develop in the socio-economic field to take local realities better into account;
- ⇒ The CGIAR centres took advantage of key programming and evaluation systems well before other research institutions. This advantage sometimes tends to work against the system today, making its administrative procedures slow.
- ⇒ The very open recruitment system (in particular via international calls for tenders) and the conditions offered to research workers by the centres, give them potential access to the best specialists.

## The CGIAR's position in current agricultural research for development

The CGIAR estimates that its budget accounts for approximately 4% of all public expenditure on agricultural research for the benefit of developing countries, which makes it a significant player on the international scene.

To situate the CGIAR in relation to other players in agricultural research for development, we can distinguish them by their type of **legitimacy**. Broadly speaking, one can discern two groups, one largely **scientific** and the other largely **political**:

### Players whose "legitimacy" is primarily scientific

This group is composed of research institutions whose excellence is "peer-reviewed", as is customary in the field of research. These are the specialised universities and institutes of the developed countries and of certain emerging countries of the South, in particular Brazil and India. **The CGIAR forms part of this "scientific" group.**

Nevertheless, CGIAR research covers a limited number of products while questions connected with poverty alleviation and sustainable development require complex answers in which food production has a role but so do cash crops (cotton, coffee, rubber, sugar cane, cocoa, citrus fruits, etc). Indeed, any producer struggling with poverty reasons in terms of production systems generally combining annual and perennial crops, cash crops and others, livestock-farming, forestry and possibly fishing.

In recent years this finding has led donors to the CGIAR, including the Commission and Member States, to make recommendations with their financial contributions with a view to gearing its activities better to the overall development objectives; in particular:

- ⇒ the CGIAR must continue opening up to other players in the scientific community, such as universities and leading scientific organisations. Partnerships have now been established with CIRAD and the IRD (formerly ORSTOM) in France, the DLO in Wageningen, in the Netherlands, universities in North America (USA and Canada) and Germany (Hohenheim, etc.) and in Australia and Japan. These bodies are grouped under the acronym ARI, Advanced Research Institutions. The same is true, in certain disciplines, for the NARS of some advanced countries of the south: India, Brazil, etc.
- ⇒ similarly, to earth its programmes to local socio-economic reality with a view to facilitating the transfer of the results, the CGIAR **must work in increasingly close cooperation with the NARS** and regional organisations (ASARACA, CORAF, etc.) **which should contribute to defining the research priorities of the CGIAR centres.**



### **Players whose “legitimacy” is primarily political**

This group is the product of the national political authorities, who can influence the direction of the research according to their own constraints and objectives, while the group discussed above is led by independent scientific advice, which in theory is divorced from political influences. It comprises the **public research institutions**, including the institutes and universities of the South and **the regional federations** that provide the interlocking links between regional and world level. This emergent group is still young and is not yet part of the “lead group” of bodies recognised by the scientific world. But it is evolving quickly and seeks to combine recognised scientific qualities with its political legitimacy, via alliances with CGIAR Centres, Universities, ARIs, etc.

The **NARS** in developing countries, and **regional bodies** (ASARECA in East Africa, CORAF in West and Central Africa, SACCAR in Southern Africa, the PROCIs in Latin America, etc.) are primarily there to facilitate, organise and coordinate research. There are also inter-regional or continent-wide forums (FARA for Africa, AARINENA for the Middle East and the Maghreb, APAARI for Asia, etc.). The apex of the pyramid is the Global Forum on Agricultural Research (GFAR) the secretariat of which is hosted by the FAO and supported by the IFAD. It is preparing to coordinate “global” programmes founded on partnerships built on shared priorities.

With this in mind, new world initiatives launched by GFAR, in which the CGIAR fully participates, are being set up. They particularly concern the **major international product chains** (for bananas and plantains (Promusa), cocoa, coconut, cotton, citrus), the **management of natural resources** and **agri-ecology**, and the **management of genetic resources and biotechnology**, a sensitive field with huge implications for the future.

**To implement these initiatives, agents will be mobilised (CGIAR, ARIs and NARS) and will be required to collaborate according to their respective comparative advantages.**

The “political” legitimacy of national and regional research institutions gives them certain individual **comparative advantages** connected with their “proximity” to local problems:

- ⇒ They are better able to appraise local social and economic constraints (for example, to undertake research based on micro-economic analyses made at the level of family units of production and local markets).
- ⇒ It is easier for them to grasp environmental problems because both combating environmental damage and preserving biodiversity or managing natural resources have an important “local” dimension.
- ⇒ They have a shrewder understanding of the institutional and regulatory dimension, for cultural, political and sometimes simply linguistic reasons.
- ⇒ They have the capacity to facilitate the organisation of knowledge and technology transfer to end users (administrations, producers, etc.).

## **Prospects for agricultural research for development**

In the light of the above, the future should see the emergence of **high level scientific research backed by recognised political legitimacy**. Under the GFAR, the political legitimacy of the issues raised through the national-regional-global 'interlocking' system will mesh with scientific expertise through alliances and partnerships with scientific centres of repute, **including those of the CGIAR**.

Each of the two components, the political and the scientific, are necessary for carrying out research for development, but each has its own specific jurisdiction. Roughly speaking:

- ⇒ the **local research institutions** will deal mainly with tackling constraints of a national or regional nature,
- ⇒ the **specialised scientific institutions** or those with major investment will deal with the more fundamental and methodological questions or with topics which pertain to the international public arena.

These programmes will be built using varied institutional forms: research zones, platforms or networks.

In this highly schematic overall presentation, we have deliberately highlighted the contrast between scientific and political legitimacy. The reality is less clear and centres usually combine scientific and political legitimacy, but in varying proportions. This is nonetheless the context in which the future of the institutions and mechanisms mobilised for sustainable development will be played out, through alliances and competition, and in which they will require financial backing and suitable "tools".

The Commission, in close cooperation with the Member States of the European Union, should continue to contribute to modifying the roles and responsibilities of the various players including the CGIAR by financing research which meets its objectives for poverty alleviation and sustainable development.

The repositioning of players in research for development is under way. This process should continue and the objective of the Commission is to develop mechanisms which give priority to teams in the South, on programmes initiated, drawn up and run by institutions in the South to which research workers from the CGIAR will be able to contribute their scientific skills.

**The Commission contribution to research for development, therefore, will first of all gradually strengthen the support given to national and regional structures** through:

- ⇒ national research programmes,
- ⇒ programmes to support regional institutions (for example ASARECA, CORAF and SACCAR in Africa) and regional research centres (CRBP, CIRDES, CERAAS, etc.), and
- ⇒ programmes to encourage scientific policies complementary to development aid (BUROTROP, ETFERN, IPM, NATURA, etc.).

**Using EC financing, these national or regional research structures will be able to decide to call on the individual expertise of the CGIAR centres when they need them (providing “demand driven” service).**

**Moreover, additional EC financing could be mobilised directly for the CGIAR Centres for fields which involve their comparative advantages or which pertain exclusively to the international public arena (see outlines at Annex).**

All these contributions will go towards supplying solutions to development issues that the planet has to solve, which amount to a second “green revolution” with a strong “environmental” emphasis. This fact alone justifies mobilising all our forces, from research to those involved in “civil society”.

It is therefore clear that any support for the CGIAR will have to be argued on the basis of:

- ⇒ overall consistency of the system and its place in relation to other research for development mechanisms,
- ⇒ tying in with the Commission’s financial contributions to other institutions, zones, platforms or networks, included in multilateral commitments or regional agreements, and
- ⇒ complementarity with financing from the recipient states and other donors, in particular EU Member States through the **EIARD**, avoiding duplication and creating synergies.

## CHAPTER 3 PROPOSAL FOR A NEW STRATEGY FOR EC SUPPORT FOR THE CGIAR

### Background

Since 1977, the European Commission has provided budgetary support for the activities of the 16 CGIAR centres. This support takes various forms:

- ⇒ annual support for the principal budget of the centres in the form of a grant submitted each year to the ALA and MED Committees, and
- ⇒ multiannual support for the African activities of the centres via regional projects submitted to the EDF Committee.

These contributions, together with those of the EU Member States, accounted in 1998 for approximately EUR 140 million, which makes the European Union the largest donor to the CGIAR. The Commission's share was approximately EUR 25 million, making it the fourth largest contributor to the system.

This support was not accompanied by a clear policy towards the CGIAR, although in recent years the Commission and the Member States have begun policy consultations within the framework of the EIARD.

Since responsibility for links with the CGIAR was transferred to the Directorate-General for Development, the objective has been to shift the Commission approach towards:

- ⇒ facilitating the emergence of national and regional capacities in the South,
- ⇒ taking part in the world partnership launched in the agricultural research for development sector, through the Global Forum of Agricultural Research (GFAR),
- ⇒ bringing all EU actions with respect to both its Southern partners and the international CGIAR system gradually into line, and
- ⇒ establishing a more predictable and stable system of financing for the CGIAR.

The object of this document is to put forward strategy pointers to meet these aims (to be "refined" gradually), based on the relevant Commission texts. On this basis, the Commission will initiate a progressive **three-year process** to redirect its financial contributions, **at the end of which the positioning of the European Commission with respect to the CGIAR should be clear and precise**. The exercise needs a **multiannual time frame** because it is only in the medium term that agricultural research for development can reach significant results, appraisable against reliable quantitative criteria.

This three-year period will also be made use of **to better coordinate our support and that of the Member States** (under the EIARD) and later, with that of other donors, in order to take part fully in the mainstream of international agricultural research for the benefit of developing countries.

One must nonetheless point out the difficulty of assessing, much less evaluating, the impact of research for development, particularly in the rural sector. Indeed, it is the indirect effects of scientific innovation, in terms of vocational training, employment, the market, etc. which are the most important ones in the fight against poverty, while adopting the results of research and reaping the rewards is often a long and difficult exercise in developing countries. For this reason, the activities envisaged by the CGIAR were set out in **medium-term plans for the period 2000-2003**. These are the reference documents committing the centres, as validated by the Technical Committee of the CGIAR.

It therefore makes sense for the Commission contribution be aligned with these forecasts, targeting its particular priorities in close cooperation with the Member States. These priorities were presented and approved at the 16th meeting of the IEARD Working Party held in Brussels on 19 and 20 January 2000.

## **Proposal for a new strategy for support for the CGIAR**

Following the analysis made of the global system of research for development, the definition of a new EC strategy with respect to the CGIAR is based on two elements:

- ⇒ to give the CGIAR a new place within the GFAR and
- ⇒ to make a commitment to supporting three of the CGIAR's five main priorities.

### **The position of the CGIAR in the GFAR**

As stated, the CGIAR is one of a number of players in the field of agricultural research for development:

- ⇒ The international CGIAR system, based on 16 centres, develops collaboration with the national research systems, NARS, which it helps to strengthen.
- ⇒ The "global" system, GFAR, has arisen from the national research systems, via successive federations and regional bodies and forums. This system is only just being set up.

The political positioning of the European Union will be decisive in the future. It has to take account of the fact that the two systems, while they may appear to be currently competing for financial resources, **must not be antagonistic but complementary** in the future.

The policy of the Commission, following the thrust of the texts quoted above, gives **priority to the national and regional organisations** of the developing countries, and to their representation in the GFAR. However their scientific potential can only be improved quickly by **collaboration**, alliances or cooperation with centres of excellence, including those of the CGIAR. Consequently, in the medium and long term, the increase in financial assistance will go towards the institutions and mechanisms of developing countries.

However, **in addition**, the **CGIAR centres also have a particular role** to play in terms of their **comparative advantages** (see page 7), particularly as regards the international public arena, through their collections, databases, methodologies, etc.

### Choice of priorities according to the new support strategy for the CGIAR

An analysis has been carried out, looking at:

- the five priorities of the CGIAR (see page 6) and
- the guidelines for Community policy set out in the “Policy Orientation Paper” of the DG for Development (see page 4).

⇒ To allow more detailed analysis, **each of the five priorities** of the CGIAR was subdivided in two, according to the information collected in documents describing the priorities of the CGIAR:

- Priority 1: **To increase productivity**, subdivided into:
  - genetic experimentation and
  - better agricultural management practices
- Priority 2: **Integrated management of natural resources**, subdivided into:
  - environmental protection and
  - improved management of agricultural production systems
- Priority 3: **Preserving biodiversity**, subdivided into:
  - *ex situ* collections and
  - management of genetic resources
- Priority 4: **Improving policies**, subdivided into:
  - national and regional policies, and
  - international policies
- Priority 5: **Capacity building**, subdivided into:
  - joint research initiatives with the NARS, universities and the private sector, and
  - training in research management and methodology.

⇒ the six priorities defined by the DG for Development’s “Policy Orientation Paper” are as follows:

- more peaceful, equitable, open and democratic **rural societies**,
- more effective and accountable **rural institutions**,
- economic policies enabling **rural growth**,
- enhanced **individual assets** of rural dwellers,
- more **sustainable natural resource** management,
- more **coherence** between EU agricultural, trade, environmental and immigration policies and the EU’s purpose of improving rural livelihood.

A grid analysis enabled us to measure the possible effects of the fields covered by the five CGIAR priorities on the six priority guidelines for EC intervention.

It appears that **each of the five priorities is relevant to at least one EC priority** and that the activities envisaged by the CGIAR have direct effects on at least one of these priorities.

This leads us in a second analysis (right-hand side of the table) to suggest which CGIAR priorities the EC could support directly by its financing. We will go over the arguments which guided the choices, priority by priority:

			EC POLICY ORIENTATION PAPER						RELEVANCE TO EC FINANCING THROUGH CGIAR
			EQUITABLE DEMOCRATIC RURAL SOCIETIES	EFFECTIVE RURAL INSTITUTIONS	SUPPORTING ECO POLICIES TO ENABLE RURAL GROWTH	ENHANCING INDIVIDUAL ASSETS	SUSTAINABLE NATURAL RESOURCES	IMPROVING COHERENCE OF EU POLICIES	
C G I A R  P R I O R I T I E S	INCREASING PRODUCTIVITY	genetic improvements methodologies							CG
		better agricultural management practises							REG (CG)
	INTEGRATING NATURAL RESOURCES MANAGEMENT	environment protection							REG (CG)
		better management of agricultural systems							REG (CG)
	PRESERVING BIODIVERSITY	ex situ collections							CG
		genetic resources management							CG
	IMPROVING POLICIES	national & regional policies							REG (CG)
		international policies							CG
	BUILDING CAPACITY	joint research initiatives with NARS, universities, private sector, etc,							REG (CG)
		training in research management and methodology							REG (CG)
			DIRECT RELEVANCE TO EC PRIORITIES						

### Priority 1 Increasing productivity

Since it largely depends on local conditions (climate, soils, etc.), the experimentation conducted by the CGIAR centres on varieties and agricultural methods is considered **essentially a task for the NARS** or programmes conducted in networks by the **regional organisations**. Consequently, for such activities the Commission could legitimately focus its financing directly on national or regional organisations. This decision will empower them and give them an incentive to progress.

However, the **CGIAR** may take advantage of work on **cutting edge technologies** relating to **genetics** and research on **methodologies**. In this field the CGIAR competes/is in alliance with the ARIs. The Commission considers therefore that it could financially contribute to such programmes presented by CGIAR centres, **provided they prove their superiority**.

## Priority 2 Integrated management of natural resources

In these two subdivisions, protection of the environment (water, soil, fertility, but also forests and countryside) and better management of production systems, the Commission considers that financial assistance should **preferably be given to national and regional research centres.**

The strong socio-economic dimension coupled with the importance of local factors and proximity to studies conducted in the field of natural resource management suggests that these centres should be fully responsible for such research. The CGIAR could be asked by the local and regional research bodies to provide help and



expertise ("demand-driven" services).

However, resources may be allocated directly to certain CGIAR centres that have built up high quality partnerships with local or regional research structures on particular programmes of relevance.

### **Priority 3 Preservation of global biodiversity and integrated approach to genetic resources**

The preservation of biodiversity is a difficult and important subject in which **the CGIAR has a major role** to play. Under FAO auspices it manages one of the largest collections of plant material in the world (600 000 samples) and certainly the largest collection of tropical material.

The CGIAR has the task of collecting the samples, conserving them and making them available to other users, particularly the NARS. An analysis of the comparative advantages of the different potential players suggests that the Commission should directly support CGIAR centres that contribute to this overall objective of preserving biodiversity.

The CGIAR centres could become a major agent in running collections and managing genetic material. One should note that the CGIAR centres' work on genetic manipulation is also carried out under this heading. The CGIAR is still prudent in this field. We should support its prudence.

### **Priority 4 Improvement of policies**

The analysis carried out following the European Commission guidelines shows that the policy work has a real relevance in the CGIAR centres in two areas:

- ⇒ **at the global and macro-economic level** and
- ⇒ **at a methodological level**, to support local institutions.

The Commission proposes to give support directly to CGIAR centres for the **international policy** dimension.

For other levels of policy formulation/improvement, the Commission proposes primarily to assist local and regional bodies directly. They could of course call on the specialist expertise of the CGIAR centres where necessary.

### **Priority 5 Capacity building for the NARS and other partners**

Activities encouraging the emergence of Southern skills in agricultural research (including training activities and systems for transferring knowledge to other operators in civil society) are the priority of all research for development.

A discovery made through research only becomes an innovation and a factor in progress once it is taken over by economic and social operators. For some ten years the donors have been stressing the importance of capacity building for Southern research bodies and have financially supported such efforts.



The Commission, which still accords great importance to this subject, now wishes to position its financing in Southern bodies, institutions and mechanisms in order to shift from a policy of supply (facilitated by finance allocated to the CGIAR centres) to a “demand-driven” policy in which financing is allocated “to the South” (to the NARS and the regional organisations). This position affects the two headings of the “capacity building” dimension.

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With regard to the above policy choices, it should be remembered that:

- ⇒ EC finance will be allocated essentially to the national and regional levels, putting the CGIAR centres in the position of secondary operators or “demand-driven” service providers. However, during the transitional period, Commission financing for activities said above to be national or regional could be allocated directly to CGIAR centres in the case of:
    - programmes on which the national or regional institutions default or for which they temporarily cannot act as principal operator, or
    - ongoing programmes for which the financial resources to call on services run by CGIAR centres have not been provided or are not sufficient.
  - ⇒ Financing which can be allocated directly to the CGIAR under this strategy will be allocated for the priorities chosen for the reasons outlined above.
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It is proposed that these measures be applied from the 2001 financial year. The CGIAR’s budget procedure begins in May of year x for year x+1. The centres’ work programmes are currently being drafted. In November, the budget allocations for the programmes are published and the donors’ disbursements are expected from 1 January of the year under consideration.

The Commission proposes to take full part in the next budget round which will begin in May 2000 to prepare the 2001 financing. It will therefore have the possibility of beginning to allocate resources under the proposed strategy.

The **2000 budget** is already “settled”, and has been since November 1999. Moreover, there is no time to study the programmes of the centres in detail. The measures set out above cannot therefore be applied strictly. A **simplified**, transitional procedure will therefore be proposed for the year 2000, **based on the same principles** that led to the choices proposed above.



## CONCLUSION

Agricultural research is an important factor in sustainable development and in integrating developing countries in the global economy. The new knowledge and products which emerge from it are a source of innovation and generate progress. The Commission fully recognises the importance of research for development, and therefore proposes to continue to support it.

Working from the relevant Commission texts we have given the rationale for the position the EC accords the CGIAR in the research world and hence the support which it will continue to give it.

The Commission proposes, however, to shift its strategy of support for agricultural research for development, giving a **major role to national and regional research structures** as far as possible. In view of this, the Commission may **support CGIAR activities** according to its comparative advantages, in two main respects:

- those linked to its **special know-how** of a public international nature, such as methods of genetic improvement, the management of large *ex situ* collections and genetic resources, and the formulation of international policies.
- those carried out in **partnership with national and regional research structures, at the latter's request**, to contribute scientific and methodological know-how which they lack.

However, during the **transitional period**, Commission financing for activities at national or regional level could, if necessary, be allocated directly to CGIAR centres.

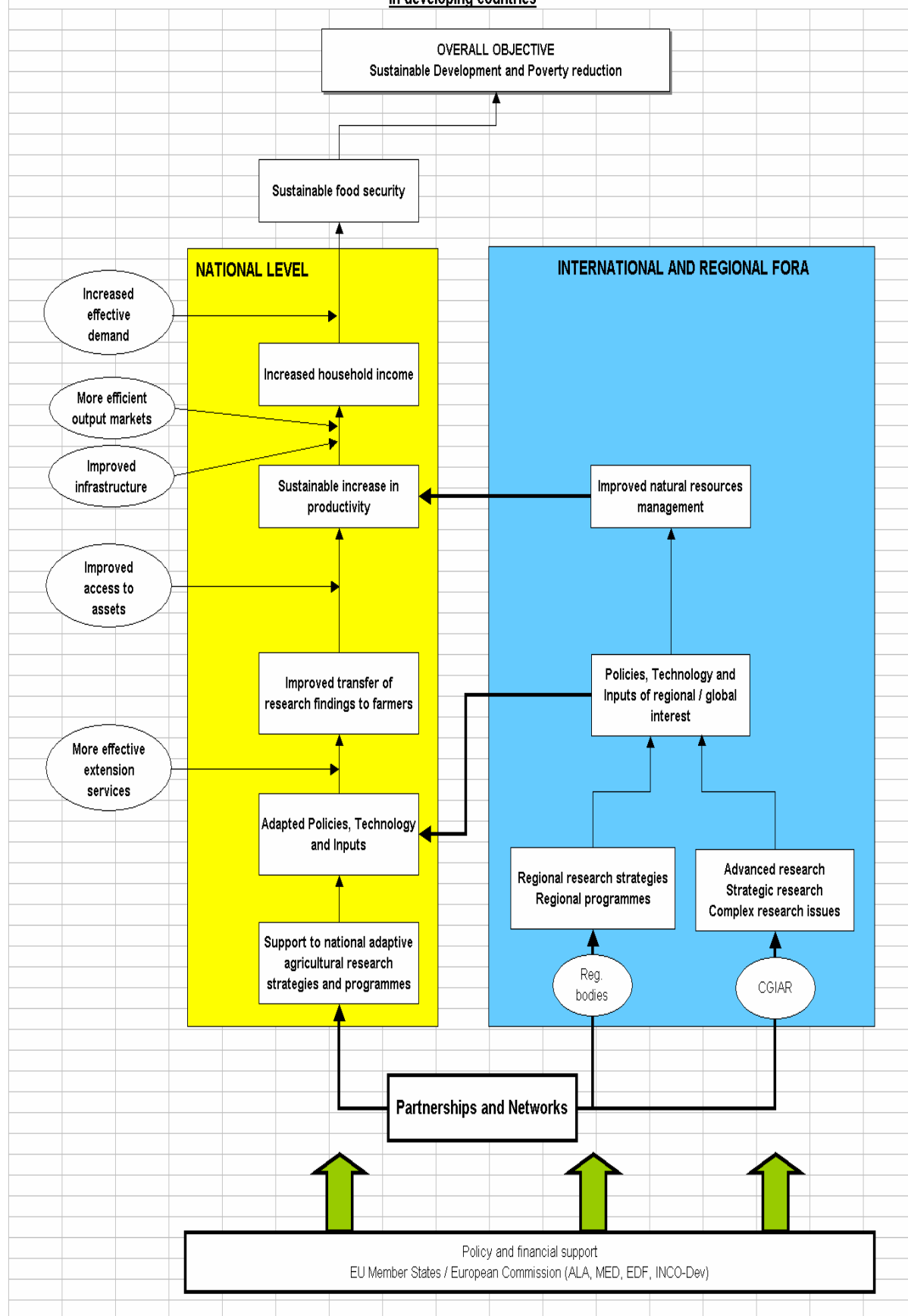
**The Commission will phase in this strategy** over the next three years, which covers the centres' first medium-term plan. Eventually, the Commission allocations will be precisely determined according to the centres' research projects and the CGIAR's budgeting.

These **strategy pointers may change** in the light of consultations with the EU Member States represented in the **EIARD**. The Europe Group which already represents almost half of the total contributions to the CGIAR annual budget, **might then be in a position to influence the direction taken by the CGIAR**, particularly concerning its mandate, reform process, structures, "governance" and partnerships.

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# ANNEXES

## A European Commission and Member States strategy to support agricultural research in developing countries



**CGIAR Comparative advantages:**

World wide strategic research	
Management of complex research processes	
World wide co-ordination of research initiatives	

**EC + MS**

### Strategic support

### NARS / Regional bodies

Research strategy  
Regional research priorities

**Strategy formulation and agenda setting**  
**Policy and institutional reforms**

**CGIAR**

- Research strategy
- Research priorities

CGIAR RESEARCH  
SYSTEM

**EU support focused on long term strategic research of international public good nature**

- capacity building
- policy research
- research on sustainable marginal land development and NR management

subcontracts

support to programmes  
and networks

EC (ALA - MED - EDF - INCO-Dev) +  
MS FINANCIAL SUPPORT

prog. + core funding