

CGIAR Meta-Evaluation Fact Sheet

Objectives

- Evaluate implementation of OED's 1998 Process Review of Bank Grants Program
- Review CGIAR treatment of key issues related to structure, governance, financing, and scientific strategy
- Analyze and assess the coverage, quality, and recommendations of previous evaluations
- Examine the CGIAR Change Design and Management Team effort in the context of lessons of experience
- Identify issues the CGIAR faces and draw lessons for the Bank's overall global public program and policy strategy

Rationale

- In June 2001 Management urged inclusion of the CGIAR among OED's case studies of 27 global programs because:
 - The CGIAR comprises 40% of the Development Grant Facility's (DGF) global portfolio.
 - The CGIAR is exempted from an exit strategy requirement.
 - As real-time input into decision-making for the Bank's support of global programs.

OED Study Team

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Meta-Evaluation Inputs

- Third System Review (1998, chaired by Maurice Strong)
- Over 700 documents reviewed including:
 - CGIAR's External Program and Management Reviews
 - System-wide thematic reviews and other previous evaluations
 - Impact evaluations and related literature
- Five synthesis background studies prepared by independent external scholars
- Four country papers prepared by CGIAR clients
- Formal survey of 235 CGIAR insiders and observers
- Extensive consultations with CGIAR stakeholders

Limitations

- The meta-evaluation addresses medium-term issues based on existing evaluations

Time line

- Distribution to Bank's Board reflecting Bank Management and CGIAR stakeholder comments — November 22
- Discussion at Committee on Development Effectiveness (CODE) — Mid-December
- Posting on the Internet — January 2003



The CGIAR at 31: A Meta-Evaluation

OED Review of Global Programs, Phase II

Uma Lele, Senior Advisor
Operations Evaluation Department
CGIAR Annual General Meeting, Manila, Philippines
November 1, 2002

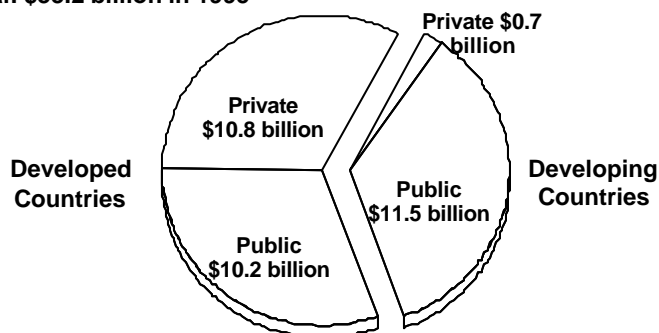


The Global Context for Agricultural Research Has Changed



- Private agricultural research expenditures are large and growing—but mainly in developed countries.

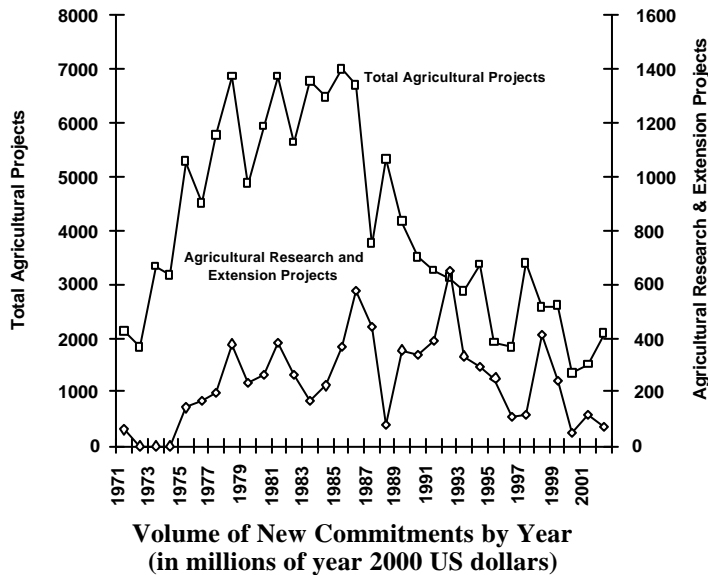
Total: \$33.2 billion in 1995



Source: Pardey and Beintema, *Slow Magic*, 2001.



World Bank Investment in Agriculture Has Declined Sharply



Still, CGIAR Productivity Research Has Well-Documented Positive Impacts



- **The CGIAR's greatest contribution continues to be in improving agricultural productivity through germplasm enhancement**
 - Substantial impacts on poverty reduction through employment, income, food prices
 - Rates of return on investment between 40% and 78%
 - Huge land savings in areas with greatest poverty incidence
- **The CGIAR's gene banks and plant breeding activities are a genuine and crucially important global public good with large global spillovers**

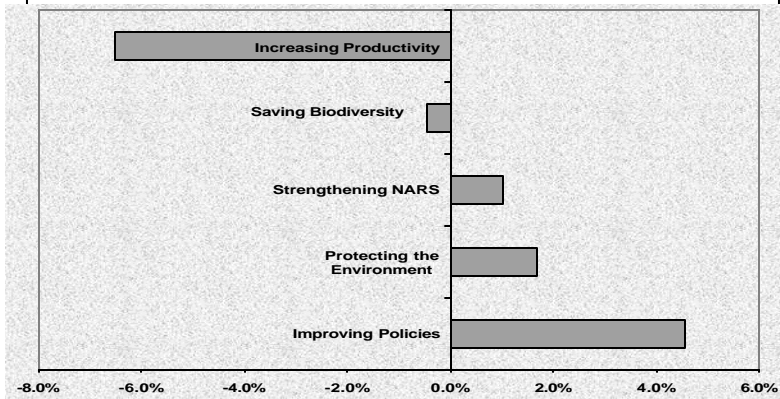
Conclusion: Such an international research network remains vital to agricultural development and poverty reduction



But CGIAR Expenditures on Productivity Enhancing Research Has Declined...



...While NRM and Policy Research have grown, they are unevaluated or under-evaluated.



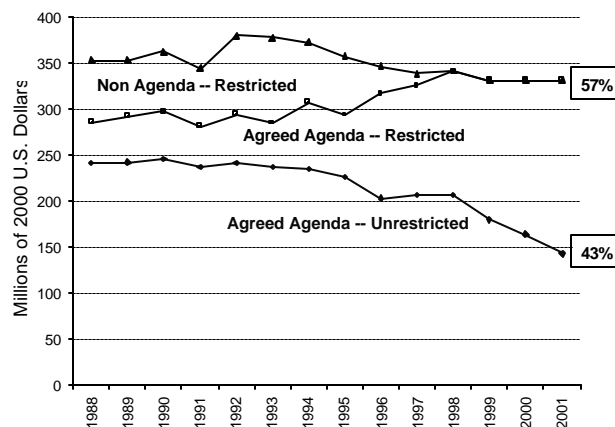
Average Annual Increase in Centers' Expenditures, 1994-2001, by Type of Research Activity (adjusted for inflation)



CGIAR's Funding Regime Has Changed



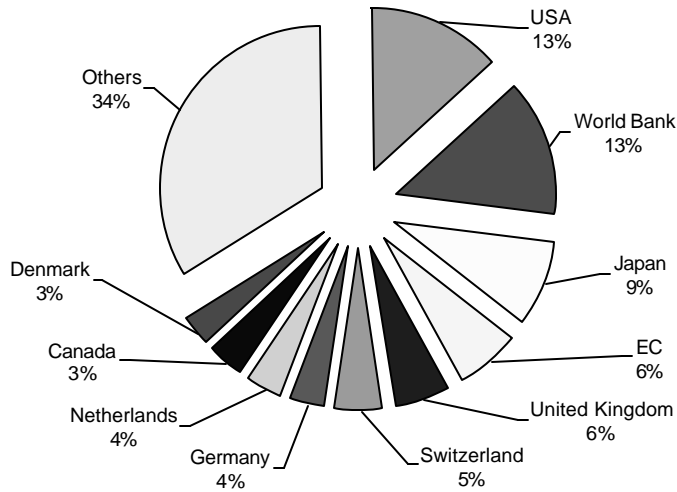
- Agreed Agenda now includes complementary activities
- Restricted funds grew from 31% in 1991 to 57% in 2001



Total Contributions to CGIAR Research Activities (adjusted for inflation)



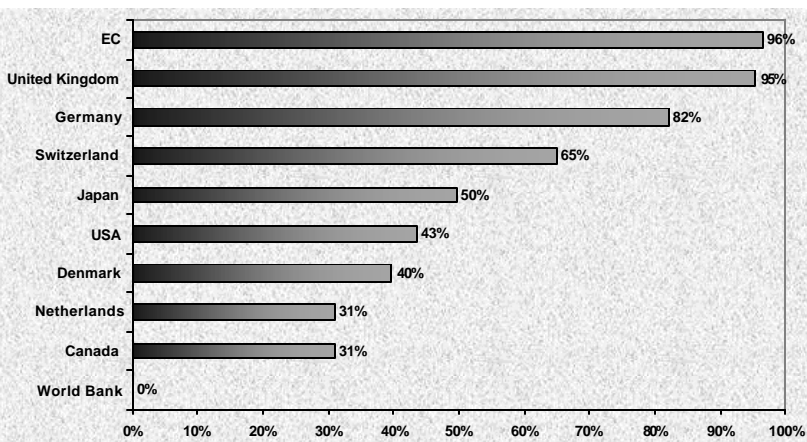
Top Ten Donors Still Provide Two-Thirds of the Funding



Share of Total Contributions to CGIAR Research Activities, 2001









Degree of Restrictiveness Varies Across Top Ten Donors








Percentages of Restricted Funding from Top Ten Donors, 2001









<p>These Changes Put the Founding Principles Under Increasing Strain</p> 	
<ul style="list-style-type: none"> • Donor sovereignty ➔ expanded agenda and restricted funding • Center autonomy ➔ collective action problem • Consensus decision-making ➔ difficult with expanded membership • Independent technical advice ➔ undermined by restricted funding • Informal status ➔ unsuited to rapid changes in science, increasing role of private sector and intellectual property rights • Non-political (non-partisan, non-ideological) nature ➔ no longer the reality, along with differing priorities of various stakeholders 	
	




<p>The Bank Acts as Convener, Donor, Lender...</p> 	
<ul style="list-style-type: none"> • Chairs the CGIAR • Provides the largest share of funds...and the largest share of unrestricted funds • Largest lender to agriculture in developing countries • Advocates CGIAR for Bank funding • Provides stability to funding and “glue” to the System <p>...But these roles have conflicting responsibilities</p> <ul style="list-style-type: none"> • CGIAR Chair also determines allocation of Bank’s \$50 million contribution • No independent Bank oversight of CGIAR • Lack of synergy between Bank lending and CGIAR programs 	
	

<h2>OED Findings</h2> 	
<ul style="list-style-type: none"> • Reforms now under way are creditable in view of the collective action problem, but modest relative to the changes needed • Challenge Programs may need to be revisited and are not sufficient to achieve reforms in the system • TAC's role has eroded, but needs to be reinstated in the Science Council • More unrestricted funding is necessary for effective priority setting • Priority setting needs to be re-linked with resource allocation, monitoring, and evaluation • Consolidation is needed but resisted • NARS role is crucial but underestimated 	
	

<h2>Suggested CGIAR Reforms for Research-Related Areas</h2> 	
<p><i>Address challenges presented by the changing global research context</i></p> <ul style="list-style-type: none"> • Restore funding to conventional germplasm enhancement and plant and animal breeding research • Move policy and NRM research closer to the field • Focus NRM research on productivity enhancement • Help qualified NARS to support smaller, weaker NARS • Develop System-wide strategies for: <ul style="list-style-type: none"> – partnering with NARS, ARIs, NGOs and private sector – devolving applied and adaptive research – managing and using intellectual property rights – utilizing new scientific areas (biotechnology, bio-informatics) 	
	

<h2>Suggested CGIAR Reforms for Governance and Management</h2> 	
<p><i>Promote greater efficiency, tougher priority setting, and scientific excellence without sacrificing legitimacy and ownership</i></p> <ul style="list-style-type: none"> • Restoring a role for TAC/SC in setting System-wide priorities, policies, strategies, and in monitoring and reporting on resource allocation • Make ExCo fully representative and accountable to membership • Reduce fragmentation of the System through appropriate consolidation, streamlining and reconfiguration • Ensure independent System-level evaluations and audits • Adopt a written charter with clearly defined roles and responsibilities and consider establishing a full or partial legal entity 	
	

<h2>Recommendations to the Bank</h2> 	
<p><i>As convener, donor, and lender, address its corporate governance responsibilities in the management of the CGIAR</i></p> <ul style="list-style-type: none"> • Lead a concerted, high-level effort to achieve the necessary fundamental reforms in the CGIAR's organizational structure, finance, and management • Encourage donors to reverse the trend in restricted funding • Separate oversight and management functions within the Bank to address conflicts of interest • Ensure the Bank's resources are being allocated strategically to supply global/regional public goods for the benefit of the largest number of poor, based on long-term priorities as articulated by the SC 	
	

Recommendations to the Bank (cont.) 	
<ul style="list-style-type: none"> • Abandon the current matching grant model • Withhold contributions to the Challenge Programs until the Science Council confirms their priority and quality • Review the impact of the allocation of Bank resources on the incentive structure of the System • Periodically appraise the CGIAR with Board approval as basis of continuing Bank support • Establish Bank deliverables on agriculture sector policy dialogue and lending for agricultural research, explore use of IDA grants for regional programs, and routinely monitor and report progress to the Board 	
	

	
<p>Thank You</p> <p><i>Comments Welcome!</i></p>	
	