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Emerging Policies and Partnerships under CAADP

Implications for Long-Term Growth, Food Security, and
Poverty Reduction

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ABSTRACT

The Comprehensive Africa Agriculture Development Programme (CAADP) is one of the main components of the New Partnership for Africa's Development (NEPAD). CAADP is an initiative launched by the African Union Commission (AUC) in 2002 to serve as a continent-wide framework to facilitate faster agricultural growth and progress toward poverty reduction and food and nutrition security in Africa. CAADP seeks to promote policies and partnerships and raise investments in Africa's agricultural sector and achieve better development outcomes. It is an unprecedented, comprehensive effort to rally governments and other stakeholders around a set of key values and principles; create partnership mechanisms at continental, regional, and country levels; promote evidence-based and outcome-driven policy design and implementation; and establish inclusive dialogue and review processes to increase the effectiveness of the development process among African countries. This paper examines the new policy and investment planning and the review, dialogue, and partnership modalities and evaluates their likely impact on future growth and poverty-reduction outcomes.

Keywords: CAADP, NEPAD, agriculture, poverty, nutrition, partnership, growth

1. CAADP AS A POLICY AND PARTNERSHIP FRAMEWORK FOR GROWTH, POVERTY REDUCTION, AND FOOD AND NUTRITION SECURITY

Adopting a Common Approach to Strategy and Policy Planning and Implementation

In 2002, acting on strong interest from national governments to put agriculture at the forefront of the development agenda in Africa, the African Union Commission (AUC) and the New Partnership for Africa's Development (NEPAD) Planning and Coordination Agency (NPCA, formerly NEPAD Secretariat) launched a process to develop an Africa-wide strategy agenda for growth and poverty reduction. This became known as the Comprehensive Africa Agriculture Development Programme (CAADP). After consultations with the African ministers of agriculture, regional economic communities (RECs), and the international development community, an initial strategy for CAADP was developed. A limited set of clear continent-wide goals were agreed upon, including the attainment of a 6 percent annual agricultural growth rate at the country level and for that purpose the allocation of at least 10 percent of national budgets to the sector. In addition, CAADP contains the following key values and principles:

- *Leadership and ownership* of all aspects of the agenda at all levels by African governments and local stakeholder constituencies. Unlike previous development efforts that were frequently externally driven, CAADP is a fundamentally home-grown agenda. It therefore has the advantage of facilitating broad-based acceptance and increasing the likelihood of better alignment with local priorities and concerns. On the other hand, it posed, and to some extent still continues to pose, challenges in terms of alignment by external development agencies as well as consistency and continuity on the side of African governments and stakeholders.
- *Inclusiveness* of all major stakeholder groups to facilitate participation in planning and implementation decision-making. Albeit far from perfect, no other development effort on the continent has invested heavily in creating a wide understanding and support of its goals and action agenda.
- *Partnership and mutual accountability* among African governments, their constituencies, and development agencies. A number of dialogue and review platforms have been established at the country, regional, and continental levels to support this principle.
- *Evidence and outcome-based planning and implementation* to improve growth and poverty-reduction outcomes of agricultural-sector strategies. One of the main innovations of CAADP has been the use of locally based empirical analysis to support strategic decision-making, priority setting, and investment planning in the sector.

From an operational point of view, the CAADP agenda is articulated around four pillars to guide investments by RECs and their member states. The original objectives of each pillar, as described in the original CAADP document, are summarized below:

Pillar 1: Extending the area under sustainable land management and reliable water control systems. The objectives under this pillar are to (1) prevent fertility loss and resource degradation; (2) ensure broad-based and rapid adoption of sustainable land and forestry management practices among smallholder and commercial agents; and (3) improve management of water resources while expanding access to both small- and large-scale irrigation.

Pillar 2: Improving rural infrastructure and trade-related capacities for market access. The objectives under this pillar are to (1) accelerate growth in the agricultural sector by increasing the capacities of private entrepreneurs, including commercial and smallholder farmers, to meet the increasingly complex quality and logistical requirements of markets (domestic, regional, and international) focusing on selected agricultural commodities that offer the potential to raise rural (on- and off-farm) incomes; and (2) create the required regulatory and policy framework to facilitate the

emergence of regional economic spaces that will spur the expansion of regional trade and cross-country investments.

Pillar 3: Increasing food supply and reducing hunger. This pillar seeks to (1) establish, at the national level, well-managed and regionally coordinated food reserves and early warning systems that will allow African countries to respond in a timely and cost-effective manner to emergency food crises; (2) reduce malnutrition in school-going children through diet supplementation with a complete meal that is adequate in carbohydrates, fat, protein, vitamins, and minerals; (3) expand local demand and stimulate production by smallholder farmers; and (4) develop an African nutrition initiative to meet countries' broader nutritional challenges in a way that takes account of the complex and multisectoral nature of the problem and possible solutions.

Pillar 4: Expanding agricultural research, and technology dissemination and adoption. The main objective here is to achieve a sustained flow of technologies that are suitable to the African context and adequately meet challenges of African agriculture through national agricultural technology systems that are responsive to constraints and opportunities facing farmers. The original document emphasizes cassava, rice, and fisheries as key priority sectors.

African institutions were designated to provide strategic guidance and facilitate the adoption of best practices in the design and implementation of investment programs under each pillar.¹ The role of these lead institutions is twofold: (1) to take leadership in mobilizing qualified expertise and organizing and managing a technical peer review process to develop a *pillar framework document*; and (2) to ensure that countries and RECs draw on the technical tools and guidance provided in the framework document as they plan and implement investment programs. The pillar framework documents are developed through the work of Expert Reference Groups, who identify key strategic challenges in each pillar area, examine options to address these challenges, and identify best practices to help RECs and countries tackle challenges. Expert Reference Groups are composed of qualified technical experts and practitioners from within and outside of Africa.

The framework document streamlines the process for program design, ensuring that CAADP has a strong technical foundation on which to propose activities, and it enables countries to easily access best practices and key lessons. The framework document recommends investment programs that show potential for best use of funds; facilitates in-country alignment and harmonization of CAADP efforts; facilitates peer learning and review for better strategic thinking and analysis; and advises on building partnerships that promote transparency, accountability, and shared commitment to an agricultural growth agenda.

After CAADP was formally launched by the African Union Heads of State and Government in 2003 in Maputo, Mozambique, subsequent consultations with NEPAD and REC member countries on implementation of the strategy brought some fundamental changes. The initial strategy offered an already-defined, detailed set of CAADP project activities that did not easily lend themselves to a decentralized, bottom-up implementation. Instead, RECs and country leaders wanted a decentralized approach that would allow them to identify and tailor country CAADP activities to their own needs and circumstances, thus improving CAADP's chances of success at the local level. Responding to this, NPCA rolled out a roadmap including the following steps, which became critical for the forging of the later partnerships that made CAADP possible:

¹ Pillar 1 is led by the University of Zambia and the Permanent Interstate Committee for Drought Control in the Sahel (CILSS). The latter is responsible for the water component of the pillar. CILSS also co-leads Pillar 3 together with the African Center for Food Security (ACFS) of the University of KwaZulu Natal. Pillars 2 and 4 are led, respectively, by the Conference of Ministers of Agriculture for West and Central Africa (CMAWCA) and the Forum for Agricultural Research in Africa (FARA). Three Pillar framework documents have been prepared and adopted formally: the *Framework for the Improvement of Rural Infrastructure and Trade-Related Capacities for Market Access* (FIMA), the *Framework for African Food Security* (FAFS), and the *Framework for African Agricultural Productivity* (FAAP).

1. *Constituency building*—to encourage civil society’s participation in setting objectives and prioritizing programs and to encourage partnerships with the private sector. More importantly, efforts to inform and involve other national government ministries would be encouraged early in the CAADP implementation process.
2. *Open consultation*—to guide every level of the implementation process, including consultation with the AUC, RECs, national governments, and sector stakeholders, including farming communities.
3. *Investment priority setting*—to create an analytical base for informed choices on program design, to provide balance between long-term prospects and short-term interventions, and to better position CAADP programs in country priority setting and budget negotiations.
4. *Resource mobilization*—to build sufficient capacity within the NPCA, RECs, member countries, and CAADP-affiliated technical institutions to roll out and scale up CAADP effectively.

Partnerships, Review, and Dialogue Processes under CAADP

Working out the implementation modalities of CAADP required that key groups of actors be identified, their roles and responsibilities be defined, and inclusive processes be developed to coordinate involvement by all concerned parties. The success of CAADP as a collective framework depended on broad ownership and participation by core stakeholder groups through shared processes, as described in Figure 1.1. Figuring out how to translate a continent-wide framework into concrete country-level activities that added value to existing country efforts without duplicating them was a major challenge for NEPAD and CAADP stakeholders. A critical decision was made early on to ensure that CAADP builds on and strengthens existing national efforts where needed. Accordingly, the CAADP country process described in Figure 1.2 is initiated on a demand-driven basis through open consultation between RECs and their member countries. It is led by national governments and other local stakeholders with support from the RECs and NEPAD. The process consists of a series of steps as shown in the figure, centered on several key tasks and deliverables, which include the following:

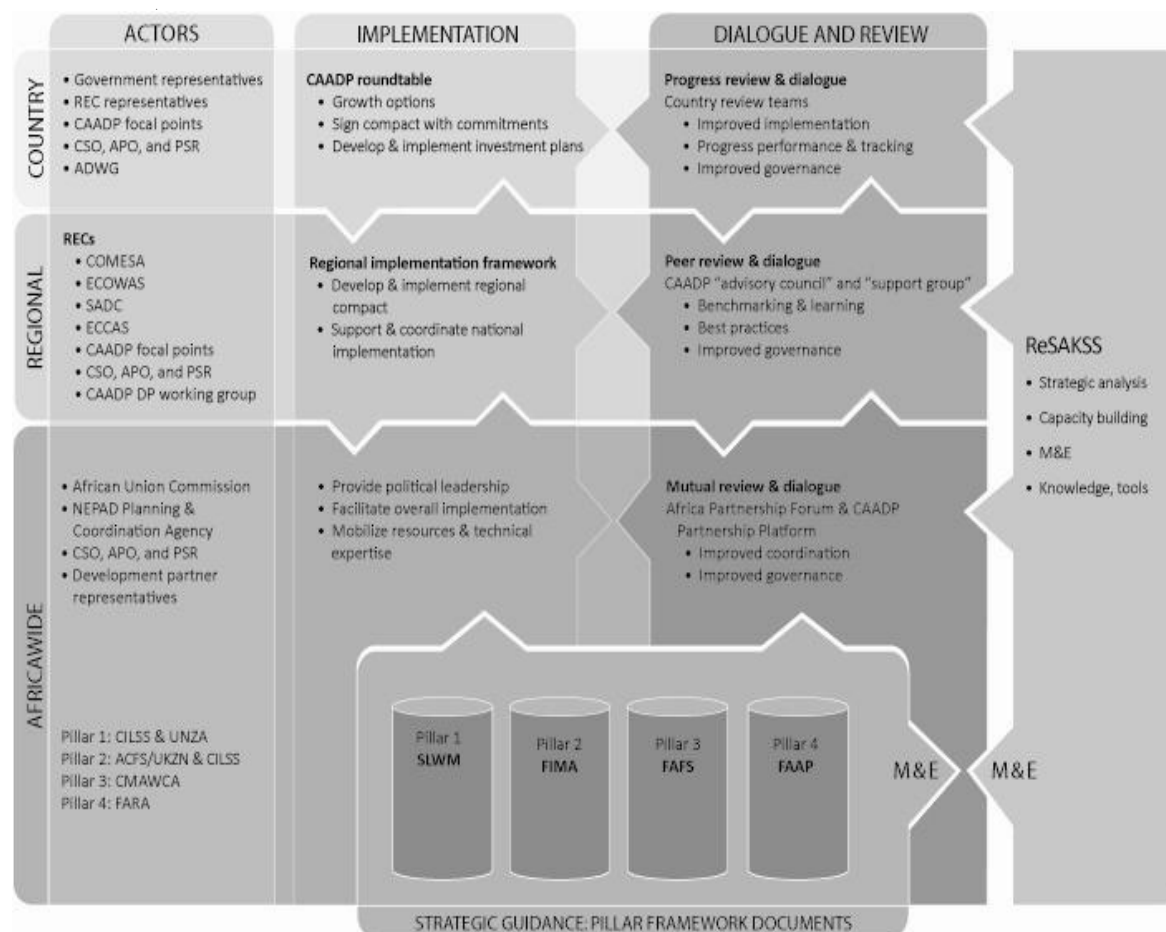
- *Stocktaking and analysis of growth options to align national efforts.* The centerpiece of this component is the organization of country CAADP roundtables to review ongoing and future national development efforts. The stocktaking looks at the extent to which ongoing country policy, strategy, and investment efforts allow countries to meet: (1) the Millennium Development Goal (MDG) target of a 50 percent reduction in poverty by 2015 and (2) the CAADP objectives of a 6 percent annual agricultural growth rate and a 10 percent budget share for the sector. The growth options analysis evaluates alternative strategies for achieving the same targets, should it not be possible to achieve the above targets under current trends. The output of these analyses is a series of country-specific technical papers that analyze different scenarios for meeting national growth and poverty-reduction targets.²
- *Building partnerships and alliances to accelerate progress.* The goal here is to develop partnerships at the country level to meet the necessary policy, budgetary, and development assistance needs of the CAADP agenda in line with CAADP principles and established processes. These include public–private partnerships, business-to-business alliances, platforms for coordination of development assistance, and other institutional mechanisms for policy dialogue as well as program progress and performance review.

²The technical papers are summarized in five brochures that serve as background material for the CAADP country roundtable meeting. They include Brochure 1: Review of Ongoing Agricultural Development Efforts; Brochure 2: Agricultural Growth, Poverty Reduction, and Food Security: Past Performance and Prospective Outcomes; Brochure 3: Strategic Options and Sources for Agricultural Growth, Poverty Reduction, and Food Security; Brochure 4: Long-Term Funding for Agricultural Growth, Poverty Reduction, and Food Security; and Brochure 5: Strategic Analyses and Knowledge Support Systems to Inform and Guide the CAADP Implementation Process.

- *Signing of country CAADP compact.* The compact consists of a set of defined actions, commitments, partnerships, and alliances agreed upon by national governments, the private sector, the farming community, and development partners to bridge gaps in growth and poverty-reduction performance that are identified during the stocktaking process. The compact guides country policy and investment responses to meet CAADP's growth and budget expenditure goals, long-term planning of development assistance to support country efforts, and public-private partnerships and business-to-business alliances to raise and sustain necessary investments in agribusiness and farming. It is signed by the ministers of finance and agriculture, the AUC, RECs, development partners, and representatives of farmer organizations and the private sector.
- *Establishment of dialogue and mutual review mechanisms.* Country dialogue and review mechanisms are established to encourage improved policy and strategy planning and implementation, leading to greater efficiency in the provision of public goods and services. They are to incorporate broad and inclusive representation of stakeholder groups, use effective monitoring and evaluation procedures to ensure high-quality reporting on performance and progress, and link to the continental and regional-level dialogue and review processes to facilitate cooperation, benchmarking, and mutual learning. The Regional Strategic Analysis and Knowledge Support System (ReSAKSS) is a major element of the review and dialogue architecture of CAADP. ReSAKSS operates three platforms, covering West Africa, Southern Africa, and East and Central Africa.³ It publishes the annual *Agricultural Trends and Outlook Reports*, which serve as a basis for review of CAADP progress at the country, regional, and continental levels. Each year, the report is submitted to the CAADP Partnership Platform, the main dialogue platform, which brings together representatives of the AUC, NPCA, RECs, leading professional organizations, country representatives, and development agencies.

³ See www.ressakss.org.

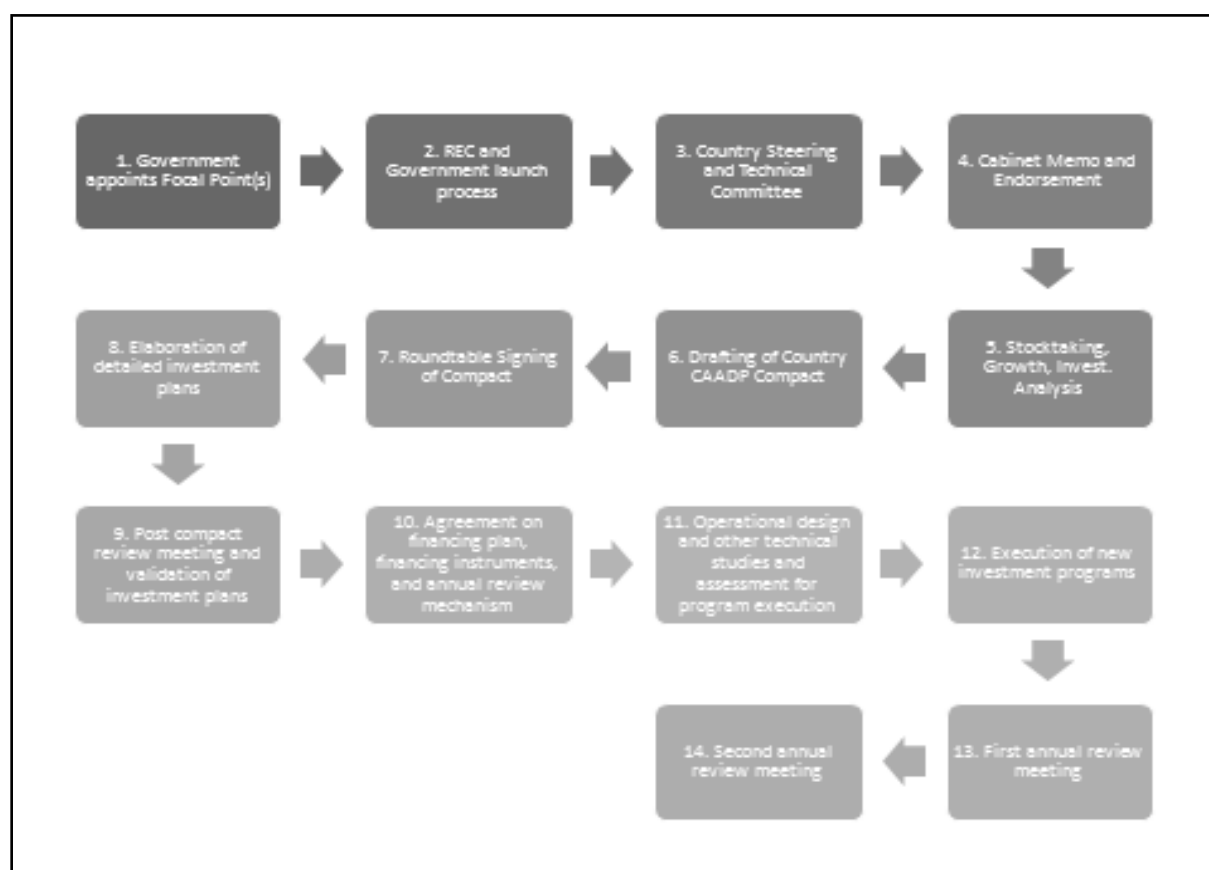
Figure 1.1—Key actors, roles, and activities under CAADP implementation



Source: Badiane, Odjo, and Ulimwengu (2010).

Notes: ACFS/UKZN, African Center for Food Security at the University of KwaZulu Natal; ADWG, Agriculture Development Partner Working Group; APO, agricultural producer organization; CAADP, Comprehensive Africa Agriculture Development Programme; CILSS, Permanent Inter-State Committee for Drought Control in the Sahel; CMAWCA, Conference of Ministers of Agriculture of West and Central Africa; COMESA, Common Market for East and Southern Africa; CSO, civil society organization; DP, development partner; ECCAS, Economic Community of Central African States; ECOWAS, Economic Community of West African States; FAAP, Framework for African Agricultural Productivity; FAFS, Framework for African Food Security; FARA, Forum for Agricultural Research in Africa; FIMA, Framework for the Improvement of Rural Infrastructure and Trade-Related Capacities for Market Access; M&E, monitoring and evaluation; NEPAD, New Partnership for Africa's Development; PSR, private-sector representative; RECs, regional economic communities; ReSAKSS, Regional Strategic Analysis and Knowledge Support System; SADC, Southern African Development Community; SLWM, Sustainable Land and Water Management; UNZA, University of Zambia.

Figure 1.2—The CAADP country roundtable process



Source: Badiane, Odjo, and Ulimwengu (2010).

The CAADP country roundtable process promotes shared vision and commitment on the part of several actors, who need to work complementarily. The most important among these actors and their respective roles are as follows:

- *National governments* lead the country implementation process through a national committee or working group or other mechanism set up to ensure effective leadership and coordination for CAADP. Although ministries of agriculture are expected to be heavily involved in the process, involvement by other ministries, including finance, trade, and industry, as well as the agribusiness and farming communities, is considered critical to successful roundtable planning and country compact implementation. A national committee or working group is charged with planning the roundtable and coordinating participation of the RECs, NPCA, and development partners. National committees also coordinate the dialogue and review process after a compact is signed.
- *RECs and NPCA* coordinate and facilitate the CAADP implementation process across countries. RECs set up regional coordination mechanisms and knowledge support systems in collaboration with ReSAKSS to facilitate cross-country cooperation, peer review, and mutual learning. The NPCA assists with policy dialogue, mutual review, and coordination of development assistance. RECs may differ in their approach to coordinating CAADP country activity. For example, the Economic Community of West African States (ECOWAS) coordinates implementation in 15 countries through a director general in the ministry in charge of NEPAD or regional integration, while the ministry of agriculture is in charge of

technical leadership. In contrast, the Common Market for Eastern and Southern Africa (COMESA) does not use a similar comprehensive strategy. Instead, it coordinates its country CAADP process on a bilateral basis through a dedicated CAADP roundtable coordinator, who works with country steering committees, which in turn appoint one person to liaise with COMESA.

- *Development partners* participate in the country roundtables and integrate relevant aspects of the country compact into their in-country planning processes and at the headquarters level, where appropriate. Partners are expected to align their strategies for assistance to the agricultural sector with the CAADP framework and to join partnerships and alliances established under CAADP country compacts.
- *Technical partners* inform and guide the roundtable process to help country stakeholders identify technical priorities. Such partners include universities, specialized agribusiness and farmer organizations, subregional research organizations, and external technical agencies and research networks such as the Food and Agriculture Organization of the United Nations (FAO) and the Consultative Group on International Agricultural Research (CGIAR), in particular the International Food Policy Research Institute (IFPRI).

A critical and innovative component of CAADP is an independent technical review that is organized to systematically evaluate the technical quality of country investment programs developed subsequent to the roundtable and the signing of country compacts. The review is led by a group of external experts mobilized by NPCA in collaboration with the Lead Pillar Institutions. It includes evaluations of the extent to which CAADP values and principles, such as inclusive review and dialogue processes, as well as regional complementarities are sufficiently embedded in country investment plans. The review also evaluates the extent to which best practices and success factors identified in the pillar framework documents and related implementation guides are incorporated into the plans.⁴ Moreover, it verifies whether the plans are consistent with long-term growth and poverty-reduction goals that were agreed upon at the compact signing stage. Finally, the review allows stakeholders to evaluate whether proposed program interventions are adequately budgeted, logically constructed, and implementation ready.

⁴ See Badiane et al. (2010) for a discussion of pillar framework documents and implementation guides and their role in evidence and outcome-based processes.

2. THE EMERGING IMPACT OF CAADP AT THE COUNTRY AND GLOBAL LEVELS

The Transition to Evidence-Based and Outcome-Oriented Planning and Implementation

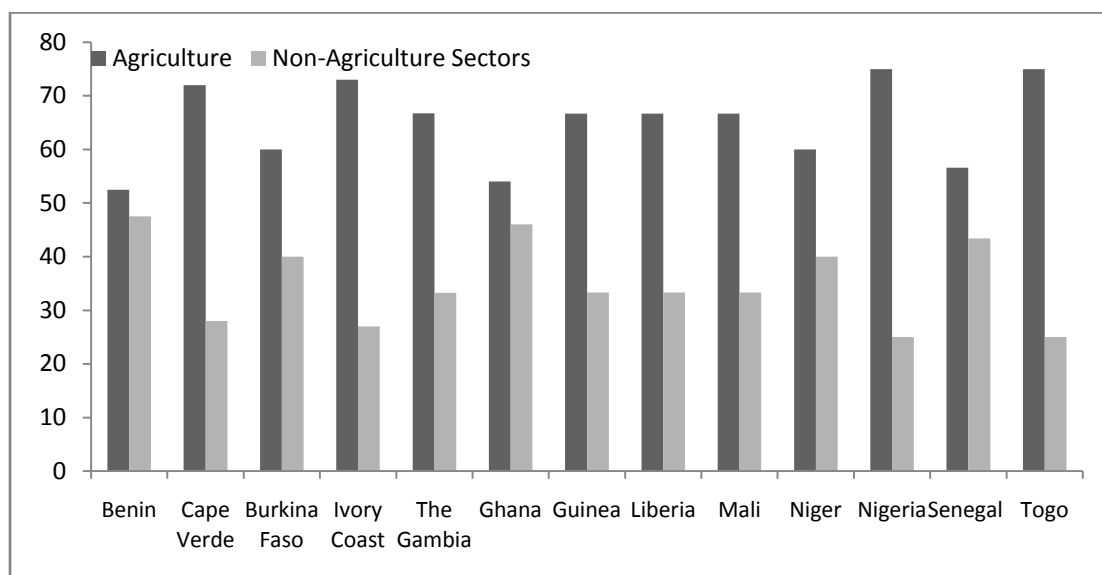
One of the many innovations of the CAADP process is its broad use of high-quality, locally based analysis to guide and inform the decision-making process—not just planning and implementation, but also review and dialogue by stakeholders around program priorities and outcomes. This approach is unprecedented in the majority of countries. An early impact of its adoption has been the considerable credibility of the agricultural agenda within national governments. This has enabled ministries of agriculture to present high-quality strategy documents to their peers in government, to articulate their agenda more transparently, and to justify requests for increased funding by linking them to clear goals and outcomes. Together with efforts to promote inclusiveness, the transition to evidence-based planning has facilitated consensus among stakeholder groups and strengthened the position of the agricultural constituency in an unprecedented fashion.

The analysis has systematically targeted a set of key strategic questions. It has been carried out or facilitated by a team of researchers at the International Food Policy Research Institute (IFPRI), working in collaboration with a number of country and regional-level experts. In most of the countries, the teams have (1) customized the IFPRI standard computable general equilibrium (CGE) model developed by Lofgren, Harris, and Robinson⁵; (2) constructed social accounting matrixes; (3) gathered additional data and constructed micro-simulation models; and (4) used the two sets of models to simulate future growth and poverty-reduction outcomes based on several possible policy scenarios. At the minimum, the policy scenarios included the following: (1) continuation of pre-CAADP trends; (2) successful implementation of on-the-shelf pre-CAADP strategies, where they exist; (3) realization of the CAADP growth target; and (4) achievement of the Millennium Development Goal (MDG) target of halving poverty. For the first two scenarios, the objective of the simulations is to project growth and poverty-reduction outcomes by 2015. In the third scenario, the objective is to simulate the expected rate of poverty decline if the country under consideration manages to achieve the CAADP 6 percent agricultural-sector growth rate. The last scenario simulates the required agricultural-sector growth rate to enable the country to achieve the MDG poverty target by 2015, depending on the extent to which the required rate of growth is judged to be realistic or not. The analysis also examines the potential sources of future growth and poverty reduction, not only at the level of agriculture versus non-agriculture, but also among various agricultural subsectors.

The following graphs and tables present a sample of the results that have come out of the analyses and have been used as input to guide the planning and dialogue processes among Economic Community of West African States (ECOWAS) countries. Figure 2.1 shows the relative contribution of agricultural and nonagricultural sectors across ECOWAS member countries. The bars compare the share of poverty reduction attributed to both sectors when they are allowed to grow at the same rate. The difference is explained by the share in employment and income generation across different categories of households. In all countries, growth of agriculture contributes more than non-agriculture to poverty reduction, and in many cases, in a significant way. In 9 out of 13 countries, agriculture contributes twice as much as non-agriculture. The importance of the agricultural sector is revealed in Figure 2.2, which indicates the contribution of a cumulative 1 percent growth of agriculture to gross domestic product (GDP) and poverty reduction by 2015.

⁵ A detailed description of the model can be found in Lofgren, Harris, and Robinson (2001) and the full GAMS code in Lofgren, Harris, and Robinson (2002).

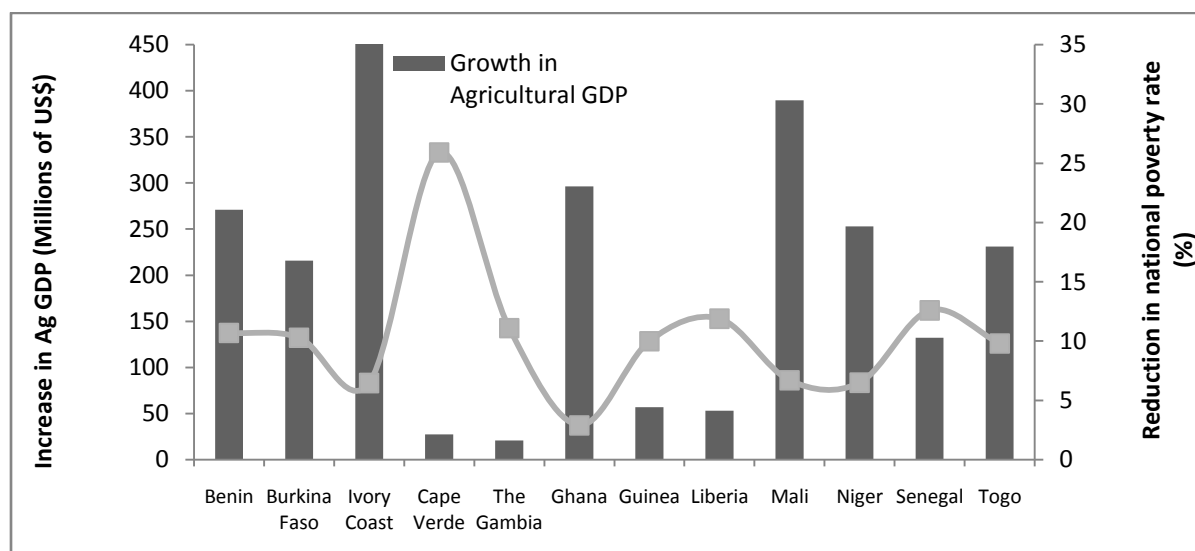
Figure 2.1—Contribution of agriculture versus non-agriculture to poverty reduction among ECOWAS countries (Percent)



Source: Badiane et al. 2010. Figures for Nigeria and Ghana are from Diao, Nwafor et al. (2010) and Breisinger et al. (2008), respectively.

Notes: Bars represent the share of poverty reduction imputable to each sector under comparable growth rates.

Figure 2.2—Contribution of an additional 1 percent agricultural growth to agricultural GDP and poverty reduction by 2015



Source: Badiane et al. 2010. Figures for Nigeria and Ghana are from Diao, Nwafor et al. (2010) and Breisinger et al. (2008), respectively.

Note: The bars (line) denote the impact on agricultural GDP (poverty reduction).

Tables 2.1 and 2.2 summarize another set of results. Table 2.1 compares growth and poverty-reduction outcomes under alternative scenarios for the same countries. The numbers in the first column are reflective of the growth recovery process that has been underway in most African countries, with growth rates of around 4 percent or higher in all but three countries. Only two countries show growth

rates below 3 percent. When the CAADP implementation process started, nearly all countries were at some stage of preparing the next generation of agricultural strategies. The growth rates that were projected to result from these strategies are shown in the second column. In all cases, these rates are higher than expected under a continuation of prevailing trends at that time. In the majority of cases, however, they were lower than the CAADP growth target. The next two columns show the projected decline in poverty rates by 2015 under current trends and under a scenario where countries successfully implement the pre-CAADP strategies.

Table 2.1—Long-term growth and poverty outcomes (%)

Country	Agricultural growth rate by 2015 under current trends	Agricultural growth rate by 2015 under pre-CAADP strategies ⁺	Poverty reduction by 2015 under current trends	Poverty reduction by 2015 under pre-CAADP strategies	Poverty reduction by 2015 under CAADP 6% growth target
Benin	5.1	14.3	17.7	-55.9	9.4
Burkina Faso	5.1	6.3	-32.4	-42.9	-40.0
Cape Verde	2.6	5.0	-61.0	-75.0	-78.0
Côte d'Ivoire	2.5	2.6	37.0	35.3	10.0
Gambia	3.7	3.8	-9.8	-10.4	-11.3
Ghana	4.2	7.5	-50.1	-54.0	-66.0
Guinea	3.0	3.2	-25.9	-28.2	-42.2
Liberia	5.0	4.0	24.3	24.2	22.6
Mali	5.5	8.5	-11.0	-29.0	-14.1
Niger	4.4	6.2	-6.5	-17.4	-16.6
Nigeria	5.7	9.5	-10.0	-30.0*	**
Senegal	4.1	N/A	-43.8	N/A	-49.7
Sierra Leone	4.2	N/A	-42.5	N/A	-47.6
Togo	4.7	5.0	-17.2	-19.4	-47.6

Source: Model simulation results for ECOWAS countries.

Notes: *The target year chosen by Nigeria is 2017. **There were no separate simulations of this scenario, given that the country was already growing at this rate under observed trends: 5.7% vs. 6%. Figures for Nigeria and Ghana are from Diao, Nwafor et al. (2010) and Breisinger et al. (2008), respectively.

⁺See list of pre-CAADP strategies in the appendix. The rates of growth quoted in the table are either stated explicitly in the strategy documents or simulated based on the activities that are targeted by the strategies.

The successful implementation of these strategies would have allowed countries to accelerate the pace of poverty reduction much more than would have been possible under the continuation of prevailing trends. However, besides Cape Verde and Ghana, which were already on track to achieve the poverty MDG target under observed trends, the pre-CAADP strategy would have allowed only an additional two countries to achieve that goal, namely, Nigeria and Benin. However, in Benin, the projected rate of growth under the pre-CAADP strategy is unrealistic when compared with the country's growth performance under current trends. The added value of adopting and working toward the CAADP target growth rate in terms of improved poverty-reduction outcomes is highlighted in the last column. With the exception of Benin, for which the CAADP rate of growth, although more realistic, is less than half of that contemplated in the pre-CAADP strategy, realizing the CAADP objective would lead to better poverty outcomes. A total of seven countries would reduce poverty rates by more than 40 percent. Countries like Gambia, Mali, and Niger would require much faster growth rates or longer time horizons under the CAADP scenario to make significant progress toward poverty reduction. For two countries, Côte d'Ivoire and Benin, achieving the CAADP growth rate would not prevent poverty rates from climbing further, albeit at one-quarter or half the pace that is projected under observed trends. For Liberia, achieving the CAADP growth rate would at best stabilize poverty levels at their pre-CAADP levels.

In order to achieve the MDG for poverty reduction by 2015, the following six countries would have to reach double-digit rates of growth in the agricultural sector: 13.1 percent for Benin; 12.5 percent for Mali; 14.4 percent for Gambia; 11.9 percent for Niger; 14.8 percent for Côte d'Ivoire; and as much as

26.1 percent for Liberia. The preceding decades of civil war explain the very serious situation in Liberia. These extremely high growth rates indicate that it will be impossible for these countries to achieve the poverty reduction goal by 2015. Some could, however, do so by 2020, namely, Benin, Côte d'Ivoire, Mali, and Niger; although all would require growth rates of around 9 percent, which by historical standards is still high. Gambia and Liberia could halve their poverty by 2025 if they were to achieve agricultural growth rates of 8.6 percent and 14.6 percent, respectively. While it is true that postconflict countries can sometimes grow rapidly during the recovery phase, whether Liberia would be able to sustain such a high growth rate over a long time is questionable.

Table 2.2 presents the actual and required levels of agricultural spending to achieve the CAADP growth target. It also shows the responsiveness of growth to government spending. Currently, only five of the countries are at or above the CAADP target of achieving a 10 percent agricultural budget share. Côte d'Ivoire, Gambia, and Liberia are all slow-growth and low-spending countries, and they exhibit agricultural expenditure elasticities of growth that are well below the African average of 0.31 (Diao et al. 2010). Achieving the CAADP growth target would therefore require rapid scaling up of public expenditure in the agricultural sector. The table also gives an idea of the level of efficiency of agricultural expenditures in terms of their growth impact. Only three countries, Niger, Nigeria, and Senegal, show expenditure elasticities of growth that are higher than the African average. This observed gap is an indicator of the potential contribution of the CAADP agenda and its focus on evidence-based planning, review, benchmarking, and learning to improve growth and poverty-reduction outcomes of country policies.

Table 2.2—Agricultural sector expenditure and growth

Country	Current share of agricultural spending* (%) relative to total government spending	Required agricultural funding growth rate to achieve CAADP 6% target rate by 2015	Current responsiveness of agricultural growth to agricultural spending
Benin	8.6	7.9	0.26
Burkina Faso	21.2	9.1	0.24
Côte d'Ivoire	3.0	13.3	0.25
Gambia	6.6	27.0	0.15
Ghana	4.9	19.6	0.15
Guinea	13.7	21.7	0.25
Liberia	6.0	27.0	0.22
Mali	9.7	8.2	0.25
Niger	22.3	26.5	0.53
Nigeria	3.4	23.8	0.39
Senegal	19.2	2.9	0.48
Sierra Leone	2.8	10.0	0.24
Togo	3.2	35.4	0.11

Source: Respective country CAADP Roundtable Brochures 4 based on model simulation results for ECOWAS Countries (www.resakss.org).

Note: *Current refers to the latest year for which data are available.

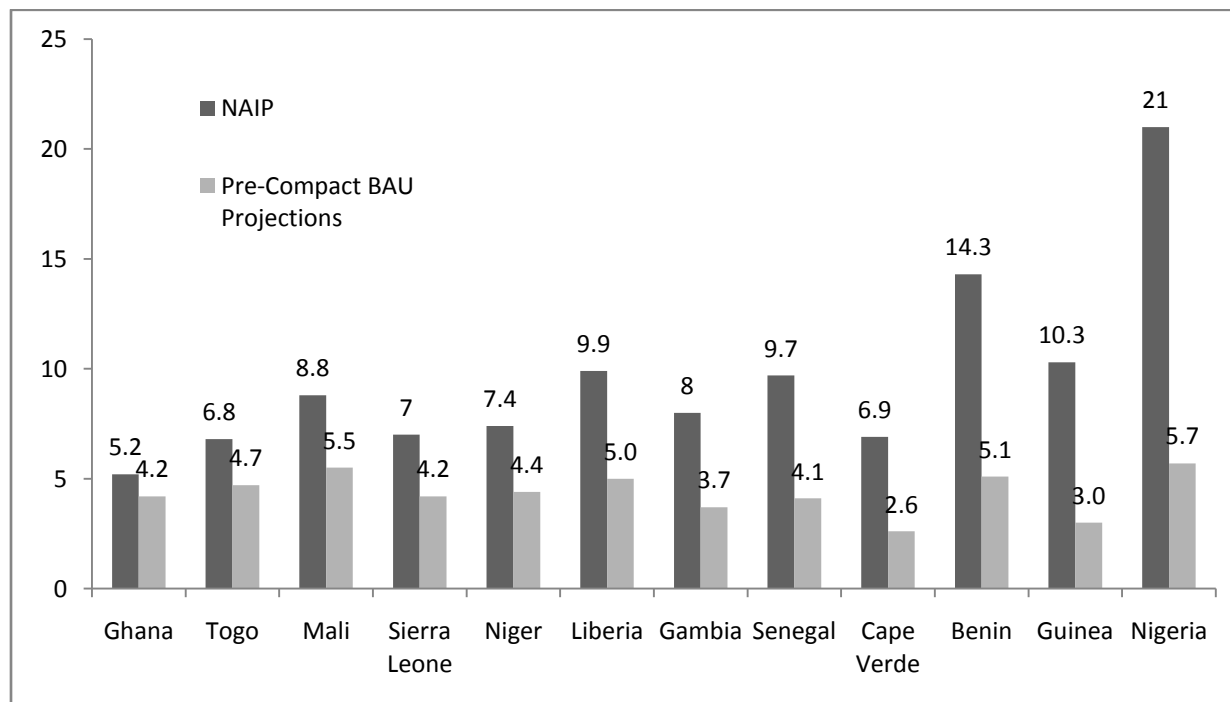
The importance of policy efficiency and the CAADP agenda is further revealed by looking at the difference in expenditure efforts that are required for individual countries to achieve the poverty-reduction MDG target. For instance, to achieve the target by 2020, Mali would require an increase of public expenditure in the agricultural sector by 13.7 percent annually, assuming that the expenditure elasticity remains at its pre-CAADP level of 0.25. The rate of increase would fall to 7.7 percent if the country was to improve its efficiency and raise the elasticity to match the African average of 0.37. The corresponding numbers for Benin are 13.9 percent compared with 10.7 percent under improved efficiency. In Liberia and Gambia, in which it would not be possible to halve poverty before 2025, the respective annual rates of increase of required public expenditures in agriculture would be, respectively, 65.7 percent and 59.3 percent under pre-CAADP expenditure efficiency levels. If both countries could achieve the average efficiency among African countries reflected in an elasticity level of 0.37, the

respective rates would fall to 39.8 percent and 23.5 percent. Although both countries had agriculture expenditure shares well below the CAADP target of 10 percent, achieving and sustaining the above rates would require extraordinary effort and commitment⁶

Another major innovation of CAADP, besides the analysis of long-term growth and poverty-reduction outcomes and related investment efforts, has been the systematic benchmarking of country investment plans and the evaluation of their consistency with the findings of the above analysis (Badiane et al. 2010). The primary goal of the benchmarking and consistency exercise is, on one hand, to document the difference in growth and poverty outcomes that could be expected from a successful implementation of investment plans. On the other hand, it also serves to verify the realism of declared targets and proposed activities in the investment plans. A sample of the findings is shown in Figures 2.3 and 2.4.

Figure 2.3 compares growth rates projected to be achieved under *business as usual* by individual countries at the time of the signing of their respective CAADP compacts with the implied growth rates in the country investment plans. The growth rates under investment plans are obtained by simulating the growth rates based on the sum of investment activities laid out in the plans. The difference between the two offers a good indicator of the level of additional effort that a given government is committing to and the extent to which the targets in the plan are realistic. The level of required effort increases as one moves from the left to the right of the horizontal axis, while the degree of realism progresses in the opposite direction. Guinea and Nigeria, for instance, are implicitly pursuing growth rates that are around three times higher than expected under historical trends. Cape Verde, Liberia, Benin, Senegal, and Gambia are seeking to double rates of agricultural growth under their respective National Agricultural Investment Plan (NAIP).

Figure 2.3—Agricultural growth rates (%) under investment plans compared with pre-CAADP projections under business as usual (BAU)

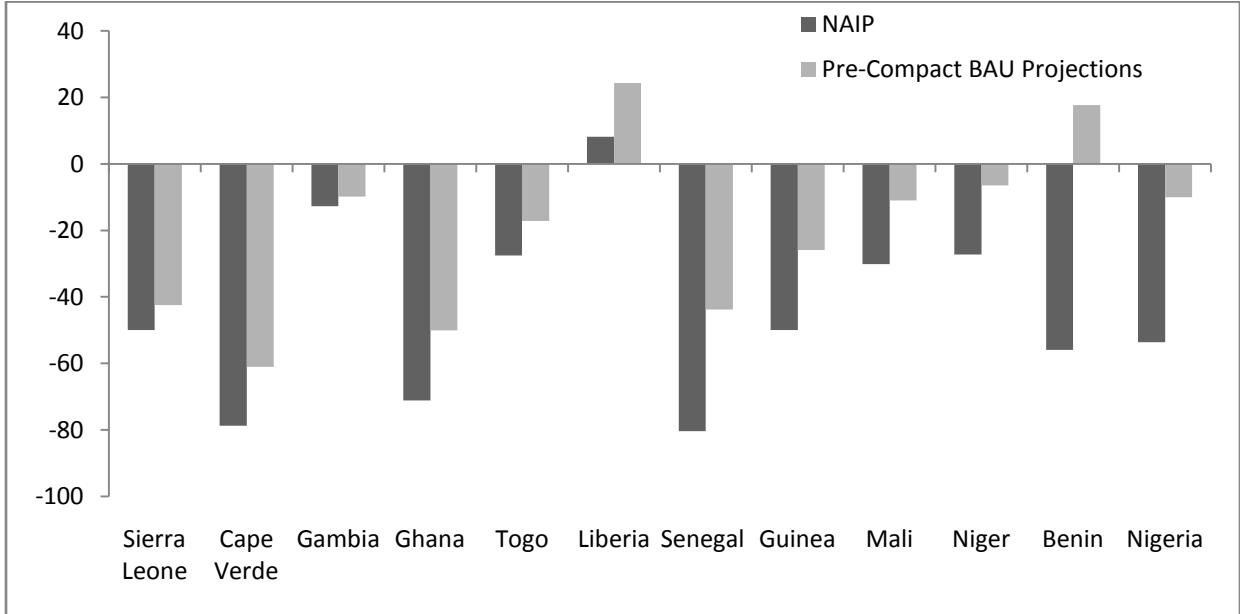


Source: BAU projections are from respective country CAADP Roundtable Brochures 2 and 3. NAIP projections are simulations based on planned activities in individual country investment plans using country CGE models.

⁶ See CAADP Roundtable Brochure 4 for the respective countries at www.resakss.org.

Figure 2.4 looks at the expected contribution of investment plans to poverty reduction compared with projected levels under a continuation of pre-CAADP levels. Combining the information in the two figures provides a quick test of the realism of plans. For instance, Benin, Mali, Niger, Nigeria, and Senegal are pursuing significant changes in poverty levels under their investment plans. Three of these countries, however, are assuming growth rates that would be extremely hard to realize judging from their historical performance. These findings, along with others evaluating the coherence and consistency of plans at the subsector level as well as their alignment with CAADP values and principles, inform the independent review to which all investment plans are subjected. The review is carried out by independent experts mobilized by the New Partnership for Africa’s Development (NEPAD) Planning and Coordination Agency (NPCA) and its designated Lead Pillar Institutions. The reports from the review are used by governments and stakeholders to revise and fine-tune investment plans where necessary.

Figure 2.4—Decline in poverty rates (%) by 2015 under investment plans compared to pre-CAADP projections under business as usual (BAU)



Source: BAU projections are from respective country CAADP Roundtable Brochures 2 and 3. NAIP projections are simulations based on planned activities in individual country investment plans using country CGE models.

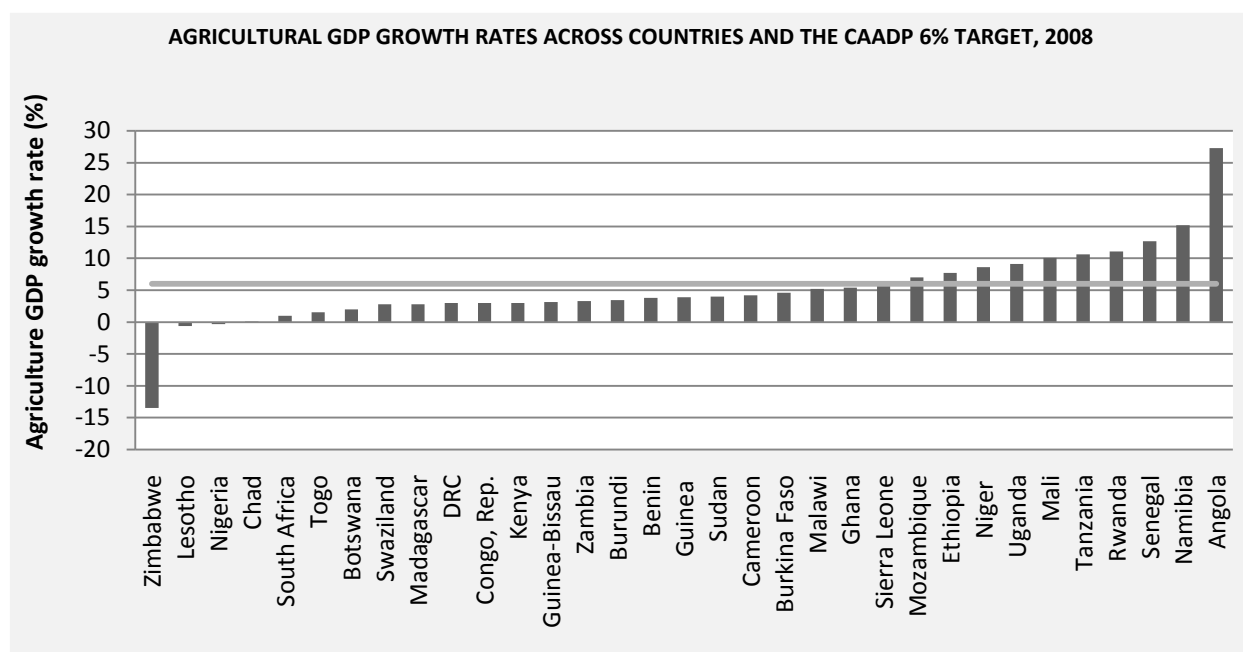
Emerging Trends of Agricultural Investments and Growth among African Countries

While it is too early to say anything definitive about the impact of CAADP on the agricultural sector in Africa, there is no question that CAADP implementation is happening at a time when performance in the sector is strengthening (Badiane 2008). The continent has indeed been undergoing a remarkable economic and agricultural recovery during the last 10–15 years. Overall economic and agricultural growth did not just accelerate to reach average rates of 6 percent before the food price crisis of 2008. It also spread in a considerable manner to encompass a large number of countries. Total agricultural factor productivity rose by about 50 percent around the same period, and per capita food production has improved to reverse the decline observed during most of the 1970s and 1980s.⁷ It is particularly worth noting that the recovery has been robust enough to survive the 2008 crisis, and growth has rapidly returned to precrisis levels within a relatively short period of time.

⁷ See Nin-Pratt and Yu (2008) for an analysis of recent agricultural productivity among African countries.

The broad adoption and implementation of the CAADP agenda at this particular time in the history of the development of the agricultural sector in Africa is of great significance. It offers the opportunity to further sustain and deepen the unprecedented pace of growth recovery of the last 15 years. If through CAADP a large number of countries manage to maintain a 6 percent growth trajectory, living conditions in the continent would change dramatically within a generation. At the turn of the century, only 5 countries exceeded the CAADP target agricultural growth rate of 6 percent. By the middle of the decade, that number had grown to 9. By the end of the decade, 13 countries had achieved annual agricultural growth rates greater than 5 percent, as shown in Figure 2.5. It is worth noting that this level of agricultural growth is similar to the level of agricultural performance witnessed by India during much of its Green Revolution.

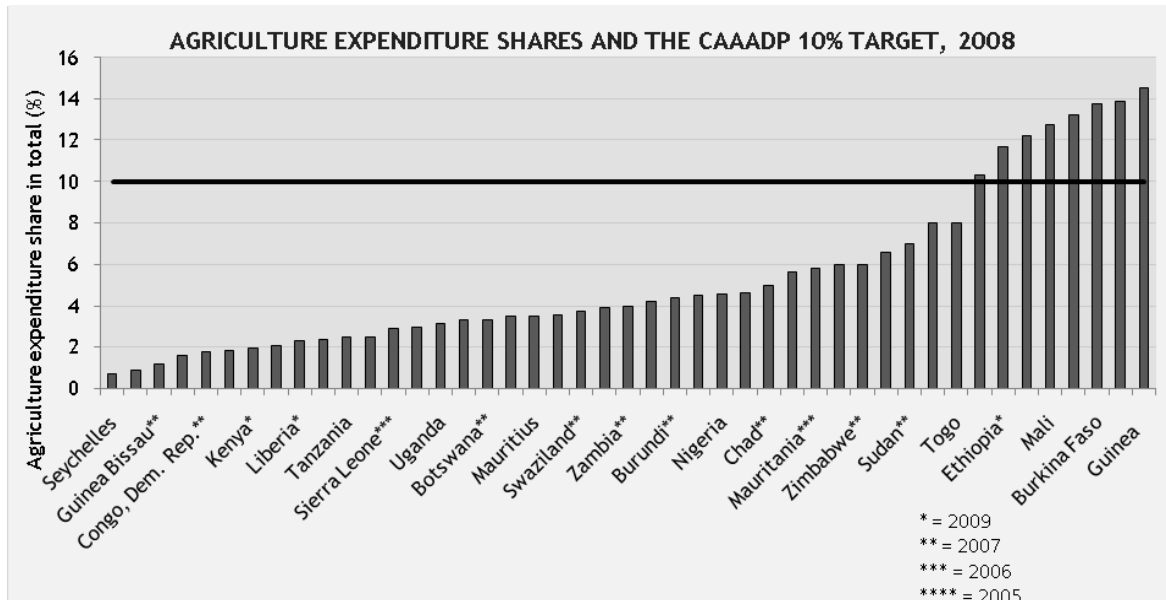
Figure 2.5—Progress toward achieving the CAADP growth target, 2008



Source: www.resakss.org.

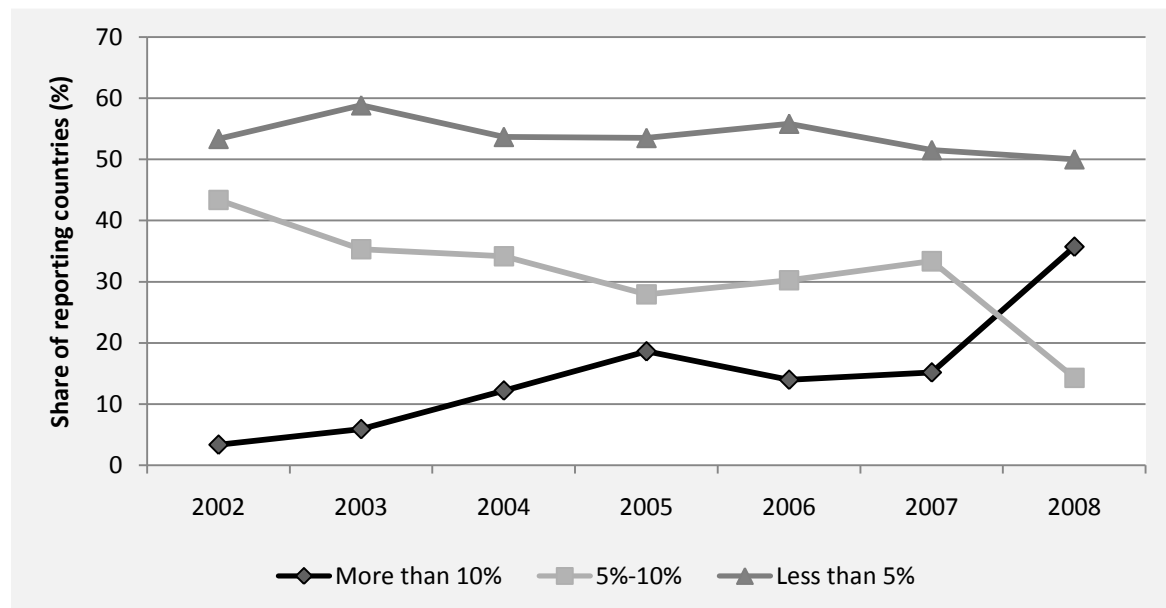
Besides the improvement of planning and implementation of sector policies and strategies, sustaining the recovery process would require increased funding for the sector, a major goal under CAADP. Conscious of the need to reverse the trends of declining investment in the sector, African heads of state, at the launch of the CAADP agenda in 2003, committed to allocating at least 10 percent of government budgets to agriculture by 2008. As shown by Figures 2.6a and 2.6b, some progress toward that goal has been achieved, but quite a bit remains to be done. Fewer than 10 countries have reached the 10 percent mark, while close to that number have budget shares exceeding 5 percent. Figure 2.6b offers a better picture of the changes that have taken place. Since the Maputo decision, the share of countries that have achieved the budget expenditure target has grown steadily. In contrast, the share of countries spending between 5 percent and 10 percent has declined, while the number of countries spending less than 5 percent of their budget for agriculture has remained nearly unchanged. It appears from the trends depicted in Figure 2.6b that half of reporting countries have not responded yet to the call to increase agricultural funding, despite the fact that many are making steady progress toward that goal.

Figure 2.6a—Progress toward achieving the CAADP budget target, 2008



Source: www.resakss.org.

Figure 2.6b—Progress toward achieving the CAADP budget target, 2002–2008

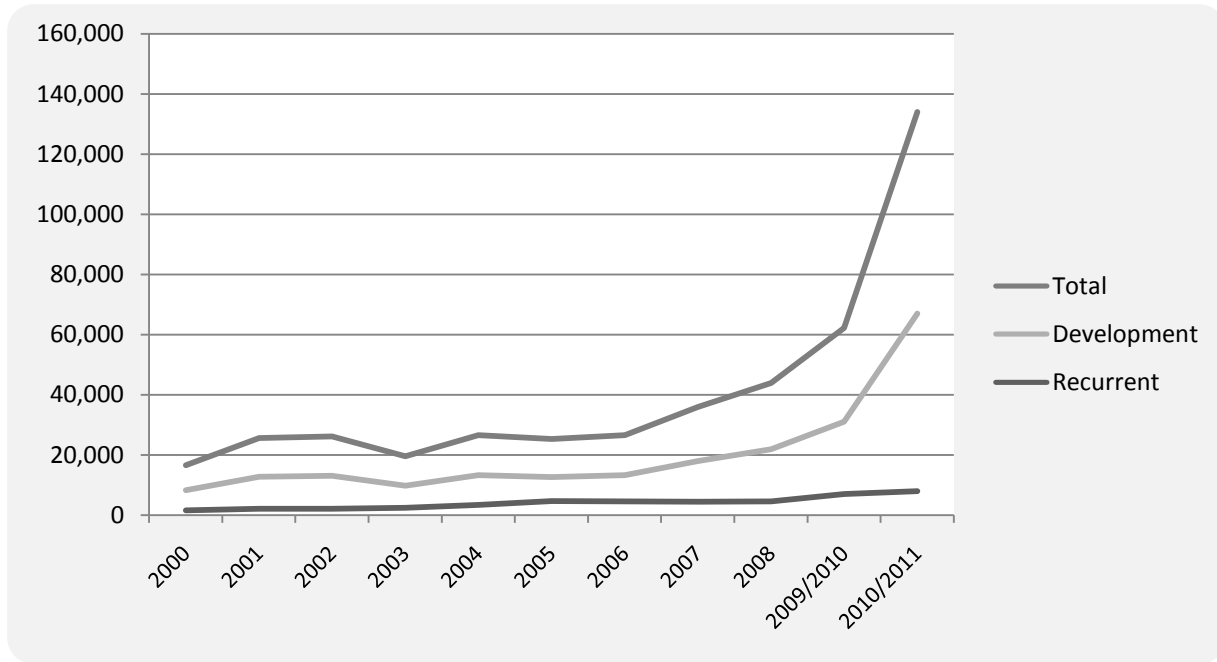


Source: Based on ReSAKSS data (www.resakss.org).

With the adoption of long-term investment plans in nearly two dozen countries in the last 24 months, it is to be expected that the number of countries moving toward the expenditure target will increase in the coming years, judging by the experience of Rwanda, the first country to sign a compact in 2007 and complete an investment plan in 2009. As shown in Figure 2.7a, its agricultural budget has nearly doubled from 2007 to 2009 from RWF 18 billion to RWF 31 billion and more than doubled to

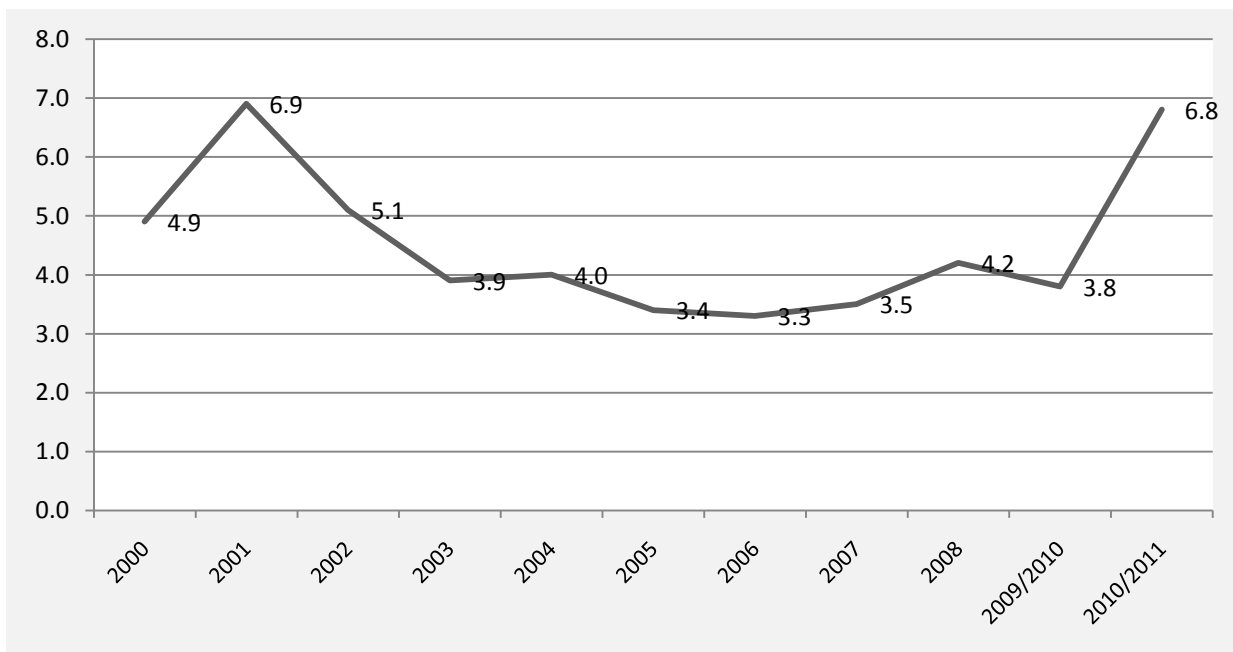
reach more than RWF 66 billion by 2011. The budget share also doubled since the signing of the compact from 3.5 percent in 2007 to 6.8 percent in 2011 (Figure 2.7b).

Figure 2.7a—Changes in postcompact agricultural budget levels in Rwanda (in RWF), 2000–2011



Source: Rwanda SAKSS node.

Figure 2.7b—Changes in postcompact agricultural budget shares in Rwanda (%), 2000–2011



Source: Rwanda SAKSS node.

Emerging Alignment and Trends in Development Assistance to Agriculture

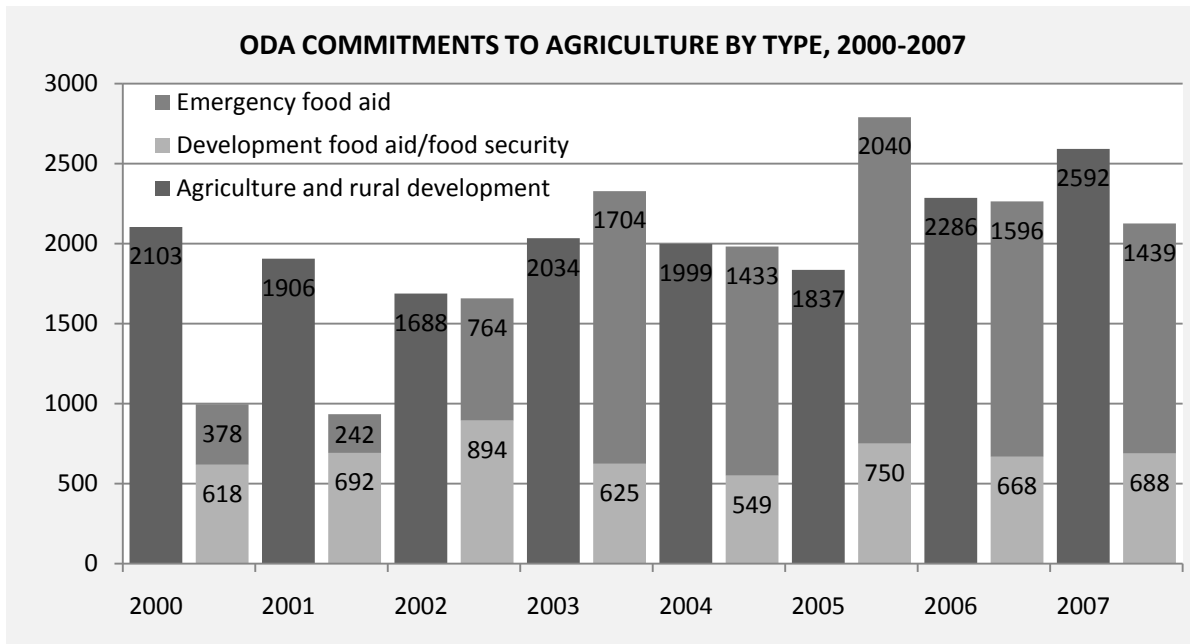
CAADP is also setting the groundwork for more effective planning and implementation of overseas development assistance in the agricultural sector across African countries. After the initial skepticism among development agencies and the significant hurdles in obtaining alignment behind an African-owned-and-led development agenda, all leading multilateral and bilateral agencies have now broadly embraced CAADP. The Global Donor Platform for Rural Development (2009) has established a CAADP Development Partner Task Force, which regroups key technical and financial partner agencies working in agriculture. It has issued common guidelines to facilitate alignment and action on the ground by country-based agencies. A consortium of the same partners has established a Multi-Donor Trust Fund at the World Bank to support the implementation of CAADP activities by regional economic communities (RECs), countries, and the Lead Pillar Institutions. At the global level, the adoption of the L'Aquila Food Security Initiative and the Global Agriculture and Food Security Program (GAFSP) are a further testimony to the efforts by the development community to support the CAADP agenda: both have been strongly influenced by the CAADP agenda, with which they share key principles and values. The GAFSP Fund, which has also been established at the World Bank to support investment in the agricultural sector, reflects many of the CAADP review criteria in its guidelines and has earmarked 60–70 percent of its resources for African countries.⁸

In 2010, more than US\$220 million, or about the equivalent of 10 percent of overall agricultural official development assistance (ODA) to Africa in 2007, were allocated by the GAFSP Fund to support CAADP investment plans in just five African countries: Ethiopia, Niger, Rwanda, Sierra Leone, and Togo. The Feed the Future Initiative of the United States (US) government is another strong signal of alignment with the CAADP agenda. Under the initiative, the US government is planning to provide funding to support CAADP investment plans in more than a dozen African countries. Already, significant resources are being disbursed to help create the capacities that are needed to ensure a successful implementation of the plans.

Support of CAADP by the development community is taking place at a time when development assistance to agriculture is rising again after a long period of decline. Overall disbursements for agriculture and rural development have increased steadily since 2005 and have now exceeded disbursements for development food aid and emergency food aid, as shown in Figure 2.8a. There are strong indications that these trends have continued beyond 2007, the last year for which funding levels are shown in the figure. The reversal of the trends for ODA to agriculture is more visible in Figures 2.8b and 2.8c. For the first time since the mid- 1990s, after 2005, agricultural ODA significantly exceeded the US\$2 billion mark, leading to a doubling of its share in overall ODA disbursements from 4 percent to 6 percent. For most of that period, ODA to agriculture was virtually stagnant while overall ODA grew steadily (Figure 2.8c). However, since 2005, agricultural ODA has exhibited trends similar to that of overall ODA; and for the first time, beginning in 2007, it grew faster than overall ODA.

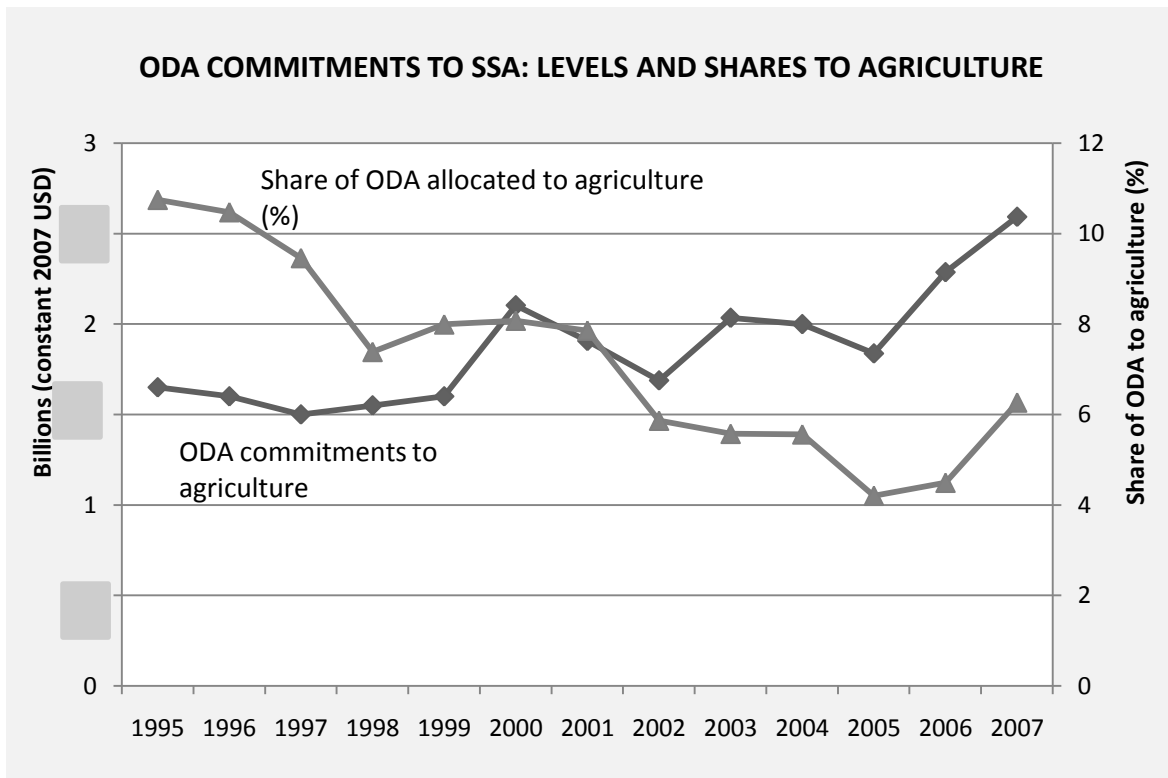
⁸ See www.GAFSPfund.org.

Figure 2.8a—Recent trends in agricultural official development assistance versus food aid disbursements, 2000–2007, millions (constant 2007 USD)



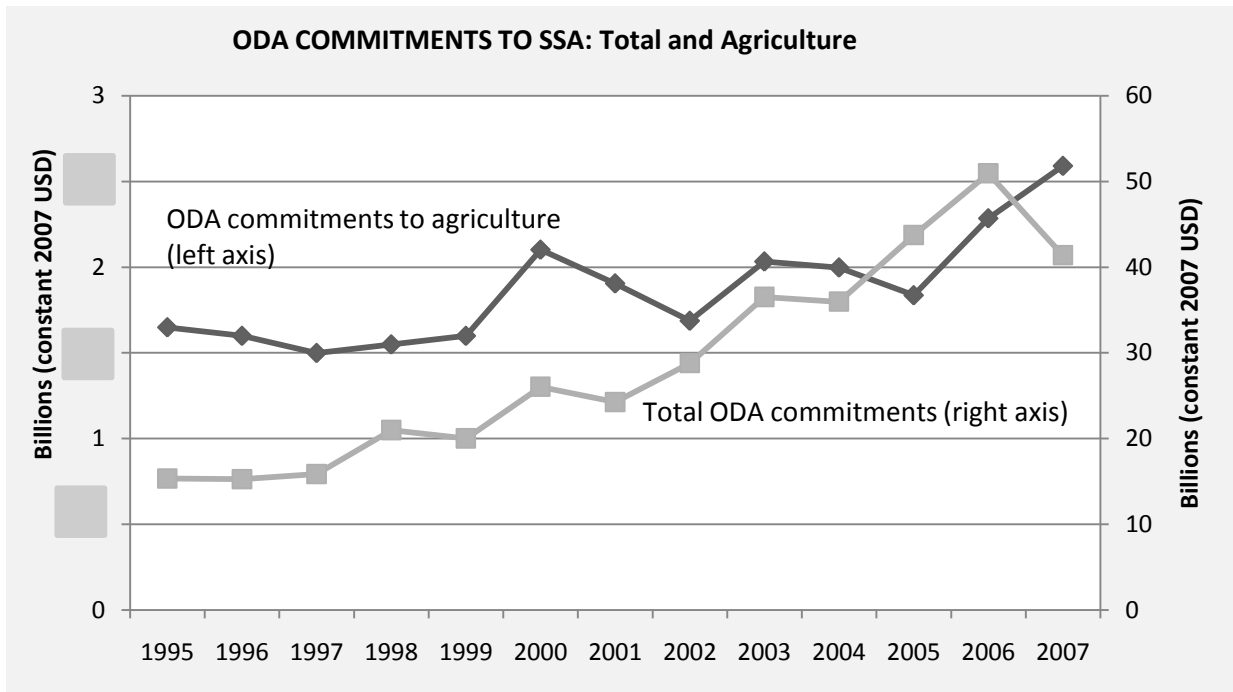
Source: ReSAKSS (2011).

Figure 2.8b—Recent trends in levels and shares of agricultural ODA for Sub-Saharan Africa (SSA), 1995–2007



Source: ReSAKSS (2011).

Figure 2.8c—Recent trends in agricultural versus overall ODA for Sub-Saharan Africa (SSA), 1995–2007



Source: ReSAKSS (2011).

3. CONCLUSIONS

The emerging trends that are discussed in this paper indicate that CAADP is already having an important impact on among African countries. Its systematic approach based on a limited number of shared, quantified goals; a collective framework for priority setting; reviewing, benchmarking, and learning to support planning and implementation; and the establishment of partnership platforms to facilitate joint action has created a credible agenda that has successfully mobilized country governments, stakeholders, and the development communities in an unprecedented fashion. The improvement in the quality of planning has enabled governments, the broader agricultural constituency, and their development partners to better understand the nature of growth and poverty-reduction challenges they face as well as the options they have in working together to overcome them. The agreement around priorities and the open, fact-based dialogue about coherence, consistency, and realism of proposed programs should improve the chances of successful implementation of the adopted investment plans.

The strong leadership and ownership of the agenda by the African constituency and the increasing alignment by leading multilateral and bilateral agencies have practically put the decade-long model of development partnership on its head. African governments are no longer picking up ideas, terminology, and even in some cases entire passages from strategy and policy documents by leading global agencies in elaborating national programs. On the contrary, the principles, values, and processes developed under CAADP are finding their ways into program documents of these agencies; criteria laid out by CAADP are being adopted in their programs; and investment plans developed through CAADP are serving as basis for funding decisions.⁹ This is a significant development, not only in terms of the historical relationships between African countries and the development community, but also in terms of the likely impact of the continuity and consistency of the strategic focus of the development agenda. It may also lead to greater predictability of development assistance, given the longer-term orientation of CAADP and the country investment plans. All this should lead to better returns to development assistance resources.

The emerging trends are encouraging and point in the right direction: growth in the agricultural sector is being sustained; funding levels are rising; the quality of policy and planning documents is getting better; the availability of analytical tools, data, and capacities is improving; and strategic dialogue and partnerships around the agricultural sector are getting stronger and more inclusive.

⁹ See for instance European Commission (2007); GAFSP guidelines (www.gafspfund.org); U.S. Department of State. (2010) *Feed the Future Guide* (www.feedthefuture.gov/guide.html).

APPENDIX: SUPPLEMENTARY TABLE

Table A.1—List of pre-CAADP agricultural strategy documents

Country	Organization
Benin	Plan Stratégique de Relance du Secteur Agricole (PSRSA)
Burkina Faso	Stratégie de Développement Rural (SDR)
Cape Verde	Plano Estrategico Desenvolvimento Agricola (PEDA)
Côte d'Ivoire	Plan Directeur du Développement Agricole (PDDA)
Gambia	Agriculture and Natural Resource Policy (ANRP)
Ghana	Food and Agriculture Development Policy (FASDEP)
Guinea	Politique Nationale de Développement de l'Agriculture (PNDA) Stratégie Nationale de Développement de la Riziculture (SNDR)
Liberia	Food and Agriculture Policy and Strategy (FAPS)
Mali	Schéma Directeur de Développement Rural (SDDR)
Niger	Stratégie de Développement Rural (SDR)
Nigeria	National Food Security Program (NFSP) Medium Term Sector Strategy of the Federal Ministry of Agriculture and Water Resources
Senegal	Grande Offensive pour la Nourriture et l'Abondance (GOANA)
Sierra Leone	National Sustainable Agricultural Development Strategy (NSADS)
Togo	Stratégie de Développement Rural (SDR)

Source: Author's compilation.

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