

European Forum on Rural Development Cooperation

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Proceedings

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Preface

Forging the links between economic, social and environmental development

It has been a great pleasure to take part in this groundbreaking event that has brought together European development cooperation agencies working to reduce rural poverty in developing countries. I believe that it is essential to focus development strategies and approaches on rural areas in order to achieve the Millennium Development Goal of reducing the number of people living in extreme poverty by 2015. Rural development is the key to forging the missing links between economic, social and environmental development:

- At present, poverty and hunger are predominantly rural problems, and most of the rural poor live in remote and environmentally fragile areas.
- Environmental degradation threatens rural livelihoods, and the natural resources that are the basis of most developing countries' economies.
- Agriculture and the broader rural economy constitute the engine of economic growth in many developing countries, and their basis for integration into the world economy.
- Coherent support to rural development addresses many of the root causes of conflict in developing countries. It also plays a key role in reducing inequalities between regions and ethnic groups, strengthening institutions for disadvantaged people, developing community structures, improving governance, building capacity and offering solutions to migration.

Despite their critical importance, rural areas tend to be neglected in the development strategies of both governments and donors. Over half a century, policies in developing countries have tended to be biased against rural needs. Governments have often concentrated public expenditure and services in urban areas, and have harmed rural development through inappropriate policies and institutions, excessive reliance on costly, inefficient and highly centralised parastatal organisations, and adverse land and agrarian policies. In recent years, there has been some progress in tackling these imbalances as a result of structural adjustment and liberalisation reforms.

National Development Strategies, such as PRSPs, increasingly adopted in many developing countries, indicate a growing commitment to poverty reduction that offers important opportunities for tackling rural poverty. However, it is notable that the existing strategies tend to focus on macroeconomic management and social sector spending, and as yet pay relatively little attention to the specific needs of rural areas, where the majority of the poor live.

Likewise, donor support strategies do not pay sufficient attention to the problems of the rural poor. Support for rural development has decreased in general, and there has been a particularly marked decline in aid allocated to agriculture, which is now only about a third of its level of the late 1980s. This reflects not only the lack of government commitment to rural concerns, but also the weak performance of rural projects, piecemeal, donor-driven and unsustainable approaches to development, and the greater visibility and political influence of urban populations.

Against this background, the European Forum on Rural Development Co-operation, jointly organised by the European Commission and EU Member States was a unique opportunity to review and discuss strategic approaches to Rural Development and key policy issues. The forum was the first event of its kind to bring together headquarters and field staff from most of the EU development agencies, as well as participants from other major donors and developing countries. I believe that the forum has helped to deepen our common understanding of approaches to rural development, key policy issues and implementation arrangements. I am confident that in taking this process forward, we will make real progress in working together more closely and coherently.

Finally, I would like to express once again thanks to the Member States, who participated in organising and sponsoring the Forum, and in particular to the French government and Agropolis, who hosted the event.

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Part 1 – Overview

1. Introduction

This document reports the proceedings of the first European Forum on Rural Development Cooperation held in Montpellier, France on 4-6 September 2002. It is organised in two parts:

- Part 1 describes the organisation and processes of the forum, its objectives, outputs, results and next steps. It also reviews the main debates and conclusions of the forum.
- Part 2 provides detailed reports from the 22 different thematic sessions making up the forum. These include summaries of more than 100 different presentations, and numerous plenary and working group discussions. The reports have benefited greatly from the input of chairpersons and individual presenters, and provide a useful resource on current issues and latest thinking on a wide range of rural development topics.

This document complements the rural forum website that includes more than 100 written contributions prepared by speakers at the forum. These are available for download in 'word' and adobe acrobat 'pdf' format in English or French at:

<http://www.ruralforum.info>

Part 2 of this report (electronic version only) includes 'html' links between the written presentations and the respective papers on the website (in pdf format). To access the papers click on the name of the speaker highlighted in blue italics. A complete list of the papers available on the website is provided in Annex 5.

Another key resource is the pre-forum internet debate for ACP stakeholders organised by CTA¹ and Inter-Réseaux. This covered four central questions addressed by the rural forum: (i) international trade, (ii) decentralisation, (iii) agricultural services, and (iv) new aid instruments. Summaries are available online at:

<http://forum.inter-reseaux.net>

2. Organisation of the rural forum

The European Forum on Rural Development Cooperation was the first event of its kind bringing together European Development Agencies working to reduce rural poverty in developing countries. The majority of the 200 participants were policy makers and practitioners from the European Commission and EU Member States development agencies. In addition, there were over 70 invited resource people from partner governments, multilateral organisations, NGOs and research bodies. Their presence helped to bring developing country perspectives into the forum, and provide access to cutting-edge international expertise. The list of participants is shown in Annex 3.

The purpose of the forum was to share experience among European development agencies on strategies, policies and good practice for rural poverty reduction in developing countries. As development cooperation becomes more sharply focused on the poverty reduction targets enshrined in the Millennium Development Goals, rural areas are taking on greater importance because they are home to three quarters of the world's poor. The European development agencies possess substantial expertise and experience in rural poverty reduction, and together provide well over half of global official development assistance. However, it is recognised that there is a need to make better use of these resources by bringing European development agencies closer together to share experience, develop professional contacts and introduce more collaborative ways of working. This was the main challenge addressed by the rural forum.

The forum was hosted in the city of Montpellier using the facilities of Agropolis. It was jointly funded by the European Commission, CTA, and the governments of France, Germany, the Netherlands and United Kingdom, all of which are represented on the steering group of the rural forum that is responsible for planning the event and its follow up.

2.1 The objectives of the forum

The title of the forum was "Policies and approaches for rural poverty reduction: What works in practice?" The focus was thus on identifying practical means to improve the effectiveness of rural development cooperation policy and implementation. The specific objectives were as follows:

- To share experience in rural development between policy makers and practitioners.
- To provide a forum for the European Commission and EU Member States to discuss common priorities and concerns related to rural poverty reduction and cooperation strategies.
- To discuss new ways of working in development cooperation (e.g. PRSP processes, sector wide approaches, budgetary aid, decentralisation and civil society participation), and their application to rural areas.
- To contribute to wider efforts to improve coordination between the European Commission and EU Member States in development cooperation.

2.2 The programme

The programme of the forum is shown in Annex 2. It was organised in four parts moving from policy to practice: (i) rural strategies, (ii) institutions and governance, (iii) practical approaches to rural development, and (iv) effective implementation. Within each part there was a choice of four or five different topics, which had been identified on the basis of a questionnaire survey that was widely circulated amongst potential participants. The programme was designed to be broad ranging, covering the wide variety of disciplines relevant to poverty reduction in rural areas. It also aimed to draw attention to the most topical issues in rural development and aid delivery.

¹ CTA - Technical Centre for Agricultural and Rural Cooperation ACP-EU

All of the sessions were organised in a similar way. First there was an introductory session in the form of a panel discussion or overview presentation. Following this, participants broke out into two or three different working groups addressing a particular issue introduced by a short presentation or case study. The working groups later reconvened to draft a common set of conclusions (action points). On the final afternoon all of the participants met in a grand plenary to identify overall conclusions to the forum. The forum was conducted in English and French with simultaneous translation.

The programme provided a variety of different types of sessions, and a balance between presentations, case studies and discussion. Participants had the opportunity to listen to numerous short presentations from selected experts, but most of the time was devoted to group discussion and exchange of experience. Strict timekeeping was essential because of the very full programme. The forum was assisted by the work of the chairpersons and a facilitation team.

2.3 Outputs of the forum

An important aim of the forum was to make recommendations on how to improve policy and practice in order to work more effectively in tackling rural poverty. For each of the sessions participants were asked to draft 'action points' addressing the following questions:

- What policies and programmes are required to address rural poverty?
- What lessons have we learned?
- How can we engage better and coordinate with our partners (governments, civil society and the private sector)?
- What internal changes are necessary within our agencies?

More than 150 action points were generated, which are reported in part 2 of this document.

3. Evaluation of the forum

In general terms the forum was viewed by participants as a positive experience. This was indicated by the results of an evaluation questionnaire completed by 75 participants. The results of this survey are reported in detail in Annex 4. The main findings are that a clear majority stated that their expectations had been met, and judged that the results of the forum had justified its costs. There was very strong support for holding another rural forum within two to three years.

There was a positive assessment of the organisational and logistical aspects of the forum. Most of the questionnaire respondents appreciated the mix of subjects addressed by the forum, the variety of different types of session, and the diversity of participation. However, the majority of respondents considered that the forum should not have included so many topics, and should have allowed greater time for more in-depth discussion. These are clear lessons for a future event.

The survey showed that participants viewed the most important result of the forum to be its contribution to enhancing cooperation amongst European development agencies. Many participants commented that they welcomed the chance to meet and discuss with colleagues

from other European development agencies. The forum was successful in bringing together most of the European development agencies, ensuring a high level of representation, mixing field and headquarters staff, and bringing in the knowledge of numerous resource people. This contributed to the high quality of presentations and debates at the forum, and provided excellent opportunities for establishing professional contacts and networking.

The survey revealed that the majority of participants were 'partly satisfied' with the action points generated by the forum. While the action points provide a useful statement of principles and good practice, there is a need to move further to make recommendations on how to operationalise these principles. Many participants commented on the need for further work to define practical guidelines for implementation and to propose changes in the working practices of the European development agencies. The forum has made a start on these issues, and has demonstrated an enthusiasm to take the process further.

4. Taking the process forward

A number of options are being considered to take the rural forum process forward:

- 1) Developing a joint EC/ Member States mechanism for sharing lesson learned in rural development. The objective would be to help headquarters and field staff to keep up to date with ideas and debates, and to provide a focal point for the sharing of policy papers.
- 2) Arranging fora/ workshops on a regional basis including donors, national authorities and civil society.
- 3) Piloting operational coordination and collaboration in two or three countries where rural development is a sector of concentration.
- 4) Organising a second global forum in two to three years.
- 5) Holding an interim forum for EU accession states.
- 6) Establishing thematic networks around key themes addressed by the forum.

5. Key themes addressed by the forum

This section presents the key messages emerging from the rural forum. In the short space available it is only possible to highlight a selection of the issues that were raised during the more than 75 hours of discussion. This review begins by highlighting some of the overall messages of the forum about the future of rural development and its place in the wider context of development cooperation. It then comments on the concluding statements proposed by participants during the final plenary session.

5.1 Overall messages

Rural development is an essential element of poverty reduction and sustainable development. However, political interest and investment in rural development have fallen far behind rural needs. Several speakers noted the dramatic decline in donor spending on agriculture and rural development. Others commented on the shift in the priorities of donors and civil society in developed countries to new areas, such as health and education, environmental problems, debt relief and the fight against poverty. While rural development is clearly relevant to all of these

problems, it does not figure highly enough on the policy agenda. This is also the case in developing countries, where the needs of rural areas are often afforded low priority in policy making and resource allocation. These trends create very challenging conditions to address the increasing problems of rural areas in developing countries. Against this backdrop, several speakers referred to a sense of crisis in rural development.

While recognising this difficult context, the forum focussed on positive means of promoting change. Many speakers emphasised the need to identify success stories in rural development to make a stronger case for increased resources for tackling poverty in rural areas. In this respect the forum generated a wealth of material, including case studies, best practice lessons and action points. There was a clear focus on analysing reasons for success and failure in rural development, and to identify practical means to improve aid effectiveness.

A recurring theme of the forum was how to achieve policy change to reduce rural poverty. Several representatives of donor organisations emphasised how their concerns are shifting from an aid management focus towards a policy change agenda. The discussions at the rural forum provided important lessons on how to influence policy to become more pro-rural and pro-poor. Common elements highlighted by many speakers included: improving policy analysis, sharing lessons learned, strengthening donor coordination, engaging in policy dialogue within a framework of national ownership, promoting decentralised and devolved government, encouraging civil society participation, strengthening pro-reform elements of civil society, and supporting change management processes.

Speakers also emphasised that policy change must take place within developed countries to reverse declining aid spending on agriculture and rural development, and to address areas of policy incoherence, particularly in relation to agricultural subsidies and trade protection. In the closing address several insights were offered into how such policy change may be achieved. It was emphasised that in order to sell policy change to politicians, a strong narrative is required that diagnoses a clear problem and offers a convincing solution. A key problem is the difficulty of constructing such a narrative for rural development, which covers a broad ranging and complex set of problems.

One of the positive messages of the rural forum is that there are signs of renewed policy commitment to rural development. There is a growing recognition of the essential role of rural development in achieving the Millennium Development Goals. Several donors, including the European Commission, a number of EU bilateral donors and the World Bank, as well as OECD/DAC, are launching new initiatives for agriculture and rural development.

The European Commission's *Communication on Fighting Rural Poverty* was presented at the forum, and provided a key reference for discussion. In contrast to past approaches, this does not advocate a separate strategy for rural development. Instead, it aims to adapt existing national policy frameworks and development programmes to become more pro-poor and pro-rural. The key challenge is to ensure that rural development concerns are reflected across the whole range of development cooperation instruments, including Poverty Reduction Strategy Papers (PRSPs), Public Expenditure Reviews, Sector Wide

Approaches (SWAPs), programme aid, institutional reforms, decentralisation programmes, private sector development and support to civil society. The rural forum has provided numerous lessons on how to engage with this broad ranging agenda to ensure that rural concerns are brought to the forefront of development strategies.

Another important message of the forum is that rural areas are undergoing rapid transformation. The main drivers of change include urbanisation, migration, social development, globalisation, technical advances, HIV/AIDS, environmental degradation and conflict. Most of these trends were addressed by specific sessions of the forum, and are reflected in the action points. There was a clear recognition that approaches to rural development must be forward looking and embrace change.

5.2 Review of the forum conclusions

During the final plenary participants were invited to propose overall conclusions on the basis of the four questions stated in section 2.3. There were nearly 60 responses that are reported in full in part two (section 21) of this report. A selection of these points (quoted in italics) are reviewed here:

What policies and programmes are required to address rural poverty?

The broad thrust of the responses to this question can be summarised in five key points:

- A holistic approach to rural development is required that covers different sectors and takes account of rural-urban linkages.
- Policies and programmes for rural development need be framed within nationally-owned strategies, such as the Poverty Reduction Strategy Paper (PRSP) and Sector-Wide Approaches. They must be implemented at the local level in a coordinated manner taking account of locally-specific conditions.
- The main methodologies for implementing rural development include decentralised planning and participatory community-based development.
- Donors need to strike a balance between promoting policy change and supporting actions at the local level.
- Donors should ensure greater coherence between development, trade and agricultural policies.

Further discussion of these themes is provided below:

Broad scope of rural development. During the final plenary it was stated that "*rural development does not only mean agricultural production*". There were calls for a multisectoral perspective and an integrated view of rural development including both the farm and the non-farm sector. The implications of this for rural development strategies were explored during the panel discussion on "rural strategies for poverty reduction". The specific needs of the non-farm sector were also the subject of a panel discussion. This found that the non-farm economy is growing in importance, and is a particularly significant source of income for the rural poor. An important conclusion was that the growth of the non-farm sector is closely linked to the performance of the agricultural sector, again highlighting the need for a holistic understanding of the rural economy.

Rural-urban linkages. It was concluded that *"rural poverty issues extend beyond the rural space"* and are closely linked with urban areas. Furthermore, *"rural strategy formulation should be consistent with urban development, and should include strategies for the development of small towns"*. These conclusions follow from the session on "rural-urban linkages", which highlighted the increasing importance of the exchange of goods, labour and services between rural and urban areas. An interesting debate took place on the appropriate balance between urban and rural investment. Questioning the basis of the "rural development paradigm", it was argued that urbanisation and rural to urban migration are important drivers of growth and development in rural areas. Therefore, a more integrated rural-urban vision is required, taking account of the opportunities provided by urban growth and migration.

Poverty Reduction Strategy Papers (PRSPs). The importance of nationally-owned, government-led policy and strategic frameworks, such as PRSPs and Sector-wide Approaches (SWAPs) was emphasised throughout the forum. The final plenary concluded that donors should *"work with the existing structure of vertical SWAPs and the horizontal roof of PRSPs"*. It was widely acknowledged that PRSPs need to take greater account of rural development concerns; a theme that was specifically addressed by the session entitled "how to ensure the place of rural development in PRSPs". This concluded that PRSPs are a useful instrument to address the overall policy framework, and to strengthen government ownership, promote stakeholder participation and improve donor coordination. However, most PRSPs do not address rural poverty issues in a consistent and systematic manner. The diagnosis of rural poverty is often inadequate, and is not clearly linked to the programme of actions presented in PRSPs. To address these shortcomings several priorities for donor support were identified, including building capacity for policy research, sharing good practice on approaches to poverty reduction, contributing to the diagnosis and analysis of rural poverty, supporting monitoring and evaluation processes and structures, and formulating PRSPs on the basis of meaningful and empowering participatory processes.

Regional approach. An important concern highlighted by many of the discussions in the forum was the need to link national policy frameworks (e.g. PRSPs and SWAPs) to implementation at regional and local levels. There were many calls to *"adopt a regional approach"* and to adapt policies to area-specific needs. Several sessions highlighted differences between rural areas. For example, the session on "rural-urban linkages" illustrated the differences between peri-urban areas, secondary rural towns and the rural hinterland. The session entitled "why invest in low potential areas?" also called for more region-specific policies giving greater attention to low potential areas. Low potential areas have been neglected in past investment strategies, and often provide good opportunities for poverty reduction, environmental improvement and growth.

Decentralisation was considered to be essential element of regional and local development approaches. The final plenary concluded that *"poverty reduction strategies should be underpinned by sub-national or local government strategies"* in order to *"help local people to define and express their own long term vision on rural development."* Speakers emphasised how decentralisation strategies are essential to take account of local needs and opportunities,

to coordinate different sector programmes, to strengthen democratic representation, and to improve rural service delivery and natural resources management. The session on "local governance for rural development" considered how to promote devolved systems of government based on local democracy and community participation. Different models for delivering services at the local level were discussed during the session on "decentralised provision of rural services by the public and private sectors".

Community based development and civil society. Community-based development was also emphasised as an important methodology for rural development. The forum concluded that *"community-based development has so far been the most effective approach despite its limitations"*. The session on "working with community organisations and civil society" highlighted the diversity of community and civil society organisations, and their multiple roles at the local and national level in planning, policy dialogue, service delivery, monitoring and evaluation, capacity building, civic education and empowerment. The group discussed the relationship between these organisations and the rural poor, priorities for donor support, and the need to adapt donor instruments to the requirements of community and civil society organisations. The session on the "role and limitations of producer associations" also addressed these themes, and highlighted the importance of producer associations in service delivery, representing members' interests, and managing natural resources.

Policy coherence. Many speakers drew attention to the adverse impacts of European and North American trade policies and agricultural subsidies on rural producers in developing countries. Participants called for greater *"coherence between trade policies and pro-poor development policies"*, and demanded the *"removal of subsidies to agricultural production in developed countries"*, as well as the *"lifting of trade barriers, which now cost developing countries US\$100 billion per year – twice as much as they receive in aid"*. Participants welcomed the emphasis on policy coherence in the European Commission's Communication on Fighting Rural Poverty. The World Bank's draft rural development strategy also stresses the responsibility of developed countries to liberalise agricultural trade and reduce domestic subsidies.

Although there were strong calls for trade liberalisation in developed countries, the issue of trade liberalisation in developing countries proved to be more contentious. The session on "making agricultural trade work for the rural poor" sounded a cautious note, noting that trade liberalisation in developing countries has sometimes had an adverse effect on rural producers, and has not generated the expected supply response. There are serious problems of market volatility, declining world food prices, market failures and the lack of competitiveness of developing country agriculture. The action points for this session state that there is a case for measures to protect developing country producers from the adverse impacts of trade liberalisation and export subsidies, so long as these are applied in well justified cases. Developing countries should be granted special conditions in trade negotiations within a "development box", provided that these are targeted and temporary measures with clear entry and exit criteria.

What lessons have we learned?

No blueprints. The rural forum has highlighted the difficulties of making generalised policy prescriptions, and has emphasised the importance of understanding local contexts. Thus, the final plenary concluded that *"there are no blanket solutions; no one size fits all and no magic bullet. We should try to understand each context, and determine solutions on the basis of the participation of all stakeholders"*. A universal concern that featured in all the discussions at the forum was the need to improve understanding of rural poverty and the impacts of policy. Donors should *"better analyse poverty in order to identify causes and interventions"*. Participants noted that the problem is not simply a lack of knowledge, but is also related to the limited sharing of knowledge amongst development organisations: *"One lesson we have learned is that we should regularly exchange lessons learned."*

Emphasis on policy management. The plenary conclusions also reflected the increasing concern of donors with policy level work: *"The impact of donor interventions for poverty alleviation will be limited in the absence of a conducive policy framework."* There were many calls during the forum for donors to become more involved in upstream policy work in order to ensure that national policy frameworks take greater account of rural poverty. However, this should not be at the expense of field experience, understanding of the impact of policy on the ground, and contact with rural people: *"Our increasing focus on policy work at the higher level should not be to the detriment of continued efforts at grassroots empowerment."*

Institution building. In addition to promoting policy change, donor cooperation strategies should give greater emphasis to institution building. This was a recurring theme of many sessions of the rural forum that emphasised problems of weak capacity, poor governance and perverse incentives within institutions. The final plenary concluded that the *"institutional limitations on both the donor and partner sides are the most crucial problems."*

Long term approach. Many speakers argued that longer term approaches to development cooperation are essential to support institution building, capacity strengthening and long-lasting partnerships. It was recommended to *"support our partners over the long term and engage in lasting dialogue with stakeholders"*. Some participants of the forum were critical of the frequent changes in donor approaches, and called for *"more stable donor policies. Do not change the approach every five years."*

How to engage better and to coordinate with other partners?

This theme was addressed specifically in the session on "donor coordination in the field and partnerships with government", but also featured in many of the action points for the other sessions. The strong emphasis on donor coordination and partnerships reflects a number of concerns. Speakers stressed the importance of coordination to avoid duplication and contradictory approaches, and to promote synergies based on the respective comparative advantages of different donors. One participant stated that "it has been realised that an individual agency working on discrete projects and activities will only at best have a marginal impact". Donor coordination was also said to create conditions for stronger ownership of development programmes by national governments, and to reduce the administrative costs to governments of doing business with the donor community.

Yet, there are many obstacles to donor coordination and partnerships, in particular the differences in donor cultures, mandates, priorities, approaches and procedures, as well as a certain amount of competition between donors to maintain visibility and influence. As one participant stated "donor coordination is like mother's milk and apple pie: we all believe it's a good thing; yet none of us want to be coordinated by anyone else."

National governments in the driver's seat. The conclusions of the final plenary session emphasised the role of national governments in coordinating the support provided by different donors: *"The best coordination mechanism is clear policy and committed leadership in the partner country. Let national governments do the coordination between different donors on the basis of the poverty reduction strategy."*

Country level coordination. Several participants stated that donor coordination should be anchored in operational work at the country level, and should be focussed on a limited number of priority areas in the PRSP. There was strong support for the proposal that in-country coordination should become a formal requirement rather than depending on the goodwill of donors. In the final plenary session there were calls to *"make it mandatory for donors to conduct joint missions, joint reviews, joint analytical work and joint interventions"*. There was also some interest in *"defining a code of conduct for local coordination including joint evaluation of donor programmes"*. The session on "managing rural development better among EU agencies" considered possible elements for inclusion in such a code of conduct.

Coordination at the regional and global levels. The final plenary called for donors to *"support global fora for lesson sharing and policy dialogue, including the World Bank initiated Global Forum for Rural Development, EU expert groups, the OECD/DAC POVNET initiative and the UNACC networks."* The rural forum was recognised as being part of this effort, and there were calls to *"replicate this type of event, and focus down on specific regions involving more national partners in the process."*

What internal changes are needed in our agencies?

This question was addressed specifically in the session on "managing rural development better among EU agencies", and further proposals were made during the final plenary. The conclusions reflect the changing approaches and priorities in development cooperation described above.

Changing objectives. The plenary conclusions reasserted the need to *"shift objectives from aid management to policy management"*, and stated that *"management should focus on rural poverty as a key issue"*. However, this should not mean that donors are absent from the field level.

Performance incentives. Incentive and performance systems within donor agencies need to reflect these new objectives. The final plenary called for donor agencies to ease the pressure on disbursements and to focus on delivering results in poverty reduction: *"The performance of our aid should be evaluated on the basis of criteria other than the rate and volume of disbursements."*

Multidisciplinary working. Several speakers suggested that sectoral and disciplinary boundaries within donor agencies present an obstacle to multisectoral approaches to rural development. The plenary conclusions reflected this concern, and called for donors to “*promote internal structures that permit intersectoral and interdisciplinary thinking.*” The division between rural and urban specialists was also criticised as being a barrier to joined-up thinking on rural-urban linkages: “*Rural specialists should be made aware of urban development and vice versa. The structure of donor agency organigrams should be revisited to promote thinking on rural-urban linkages.*”

Knowledge management. Throughout the forum there were repeated calls for donors to invest more heavily in knowledge generation and management in order to improve their effectiveness in policy work and poverty reduction. The final plenary concluded that donors should “*conduct more research and development to learn about what has worked and what has not.*” In addition, knowledge needs to be more widely shared by “*facilitating internal information flows*” and “*establishing an agency information system on the web*”. There should also be a greater emphasis on developing methodologies and local capacity for rural development planning at local levels.

Deconcentration. There were calls for donor agencies to deconcentrate further management responsibilities from headquarters to the country level. This was considered essential to respond to local conditions, react more quickly to change, and to manage partnerships more effectively. The final plenary concluded that donors should “*decentralise policy decisions, budgetary and administrative responsibilities to country and regional offices (using the principle of subsidiarity) in order to become more responsive to national and regional environments.*” Furthermore, “*development actors closest to the ground should have more influence on budgets.*”

Partnerships and coordination. The forum conclusions suggest that internal changes to donor agencies are required to promote partnerships and coordination: “*Donors should aim for less bureaucracy, less jealousy and destructive competition – all of these factors hinder partnerships.*” There were many calls during the forum to work towards joint implementation and funding mechanisms. The final plenary concluded that donors should “*improve the exchange of human and financial resources between donors to increase efficiency.*”

Transparency and accountability. The conclusions of the final plenary stress the importance of transparency and accountability in managing partnerships. Donors must “*improve communication and ensure greater transparency in managing partnerships between the public sector, the private sector and civil society*”. Furthermore, “*mechanisms should be put in place to hold international agencies accountable. Donors should be evaluated by their southern partners.*”

Procedures and instruments. There were several calls for donors to develop longer-term, more flexible and timelier financing instruments in order to support long-term development processes, and to meet the requirements of different partners, including government, the private sector and civil society.

Staff development. The final plenary concluded that staff development is important to support changes in the working methods of donor agencies. It was recommended to “*introduce job descriptions, performance agreements*

and lesson learning into human resource management.” Staff exchange programmes are an important means to build partnerships. These should include “*exchanges between (i) Member States and the EC, (ii) one Member State and another, (iii) donor agencies and implementation agencies (policy and practice), and (iv) donor countries and client countries.*” The plenary conclusions also restated the point that staff skills need to combine an understanding of policy management with knowledge of conditions on the ground: “*We need more people in agency policy departments who have practical field experience in order to elaborate realistic policies.*”

Final note

There are many important findings of the different sessions of the forum that were not covered during the short final plenary session. In particular, important conclusions were made during the sessions on “sustainable natural resources management: top-down and bottom-up”, “how can land tenure reform contribute to poverty reduction?”, “financial services for poor people: what works?”, “how to make agricultural research more pro-poor?”, and “information and communication technology and management for rural poverty reduction”. These sessions are fully documented in part two of this report.

Part 2 – Reports from the individual sessions of the rural forum

1. Opening speeches

Marc Franco (European Commission, Deputy Director-General of EuropeAid Cooperation Office) opened the European Forum on Rural Development Cooperation. After recalling the objectives of the forum he noted the changing approaches to rural development over the past 50 years. Over this period rural development has been a major priority for most donors, including the European Commission. However, during the 1990s there was a sharp fall in the proportion of aid allocated to rural development. Approaches to rural development have evolved greatly from the commercialisation strategies of the 1960s, through the integrated rural development projects of the 1970s and 1980s, to the structural adjustment programmes of the 1980s and 1990s, and the current concern with poverty reduction and sustainable development. The European Commission's approach has recently been set out in the Communication on "Fighting Rural Poverty" that was adopted by the Commission in July 2002.

Mr. Franco suggested that we should not forget the lessons of past analyses, and called for a more balanced approach aiming to improve market functioning and to revitalise the role of the state to create conditions for market development and to address structural obstacles to development. Development policy needs to 'rediscover the classics' of development theory that address the causes of growth. At the same time new approaches need to be further developed, such as decentralisation that is vital to create local ownership and strengthen local democracy. He concluded by stating that he hoped that the forum would contribute to forging a common vision and long term strategy, and a capacity to work together with the aim of strengthening coherence and effectiveness in development cooperation.

Jean-Michel Debrat (Deputy Executive Officer, Agence Française de Développement) stated that the forum was taking place at an important moment in the wake of the World Summit on Sustainable Development. The forum would be important for the European aid system because of its emphasis on operational means to improve aid effectiveness, and strengthening cooperation between European development agencies.

Mr. Debrat welcomed the Commission's Communication on "Fighting Rural Poverty", which presents a comprehensive approach to rural development, and addresses issues of coherence between internal EU policies and external cooperation policy. He commented that the Communication should address more fully issues of rural-urban linkages, environmental problems, macroeconomic impacts on the rural economy and the risks of trade liberalisation.

Mr. Debrat focussed the remainder of his presentation on three questions relating to the place of rural development in the broader context of development cooperation. First, he asked whether rural development still carries weight as a convincing concept for civil society in the North. Although rural areas play a very important role in developing countries, this is often not fully perceived by

civil society and policy makers in the North. Rural development, and in particular agricultural development, has suffered a loss of credibility, and civil society has become preoccupied with new priorities such as the fight against poverty, health and education and environmental protection.

Secondly, he asked whether aid for rural development has delivered visible results. He concluded that in spite of the limited results in tackling rural poverty, there has been important progress in delivering technical solutions, promoting more environmentally sustainable agricultural techniques, assisting small rural enterprises, strengthening social and professional organisations, and supporting local development actions through decentralisation strategies.

Thirdly, he considered how support to rural areas can contribute to sustainable development. Several requirements were highlighted including: (i) coherence between local actions and long term national development strategies, (ii) reducing food insecurity, (iii) promoting sustainable natural resources management, (iv) preparing for demographic changes, including migration, and (v) economic diversification.

Mr. Debrat concluded his presentation by setting two major challenges to be addressed by the forum: (i) addressing policy incoherence (agricultural subsidies, market access and aid levels), and (ii) improving coordination between the European development cooperation agencies.

Uwe Werblow (European Commission, DG Development) presented the Communication from the European Commission on "Fighting Rural Poverty". The paper is an attempt to draw together the EC's 40 years of experience in rural development, intensive work carried out by the Commission over the past three years on the concept of rural development and sector issues, preparation for the Johannesburg summit and extensive consultations with the EU Member States. He noted that there has been a convergence of views between the European Commission and Member States, and that there is a sense of common ownership of the approach presented in the Communication.

Mr. Werblow asked the question of whether a specific approach to rural development is needed, or whether it would be better to pursue separate strategies for different productive sectors (e.g. agriculture, livestock, forestry and fisheries). He concluded that it is still valid to focus on rural issues because the specific problems of rural areas (i.e. rural poverty, food insecurity and natural resource degradation) are often not adequately addressed in national development strategies (e.g. PRSPs). The focus on rural development should be maintained until national policy making takes full account of rural needs. The EC Communication on "Fighting Rural Poverty" follows this approach. Instead of proposing a separate strategy for rural development, it advocates a mainstreamed approach that calls for rural development priorities to be built into existing instruments, such as PRSPs, SWAPs, programme aid and decentralisation programmes.

Further details of the Commission's Communication are provided in Annex 1.

2. Rural strategies for poverty reduction

Chair: Jeremy Stickings (DFID)

Panellists: Michel Griffon (CIRAD), Jane Clark (DFID), Kevin Cleaver (World Bank), Uwe Werblow (European Commission), Emmanuel Tumusiime-Mutebile (Governor, Bank of Uganda)

Summary of the panel discussion

This panel discussion held in plenary included several presentations of donor strategies, as well as more general perspectives on rural development and a discussion of the experience of Uganda. Of the wide range of subjects addressed, three issues received particular emphasis in the presentations and the discussion that followed:

- Many developing country governments do not give sufficient priority to rural development in policy making. Hence, donors should become more involved in upstream policy work.
- At the same time as donors step up their policy work, they need to increase their contact with stakeholders in the field in order to understand the impact of policy and the problems of the poor.
- The negative impact of agricultural subsidies and trade protection in Europe and North America was stressed by numerous speakers. There was a general sense of frustration about the lack of progress in tackling these issues.

Michel Griffon provided a broad ranging perspective on rural development issues, and raised the following points:

- Rural development strategies need to be built on a better understanding of who the poor are, where they live, and why they are poor.
- Rural poverty poses an increasing threat to political stability because it generates land and natural resource disputes, and is used as a tool in political, ethnic and religious conflict. There is a concern that rural instability may fuel terrorism.
- Experience has shown that structural adjustment and economic liberalisation have not been favourable to poor farmers in rural areas where markets function imperfectly. In order to address market failures there is a need to invest in infrastructure, develop appropriate regulation, establish new trading codes and equitable legal systems, reduce corruption and increase market transparency.
- Local level democracy should be strengthened in rural areas by giving farmers the freedom to associate, supporting local organisations to develop collective solutions to rural problems, and promoting stakeholder consultation in policy making.
- An important priority is to develop low cost public services for rural areas. Development cooperation programmes often create formal, expensive services that cannot be sustained.
- There is a need to develop capacity at the national level within government, civil society, NGOs and research institutions to analyse poverty problems and formulate policy solutions.
- Donors should consider: (i) increasing support for international research into the impact of policies at the local level, (ii) establishing a specific fund to combat poverty taking into account incremental poverty reduction costs (along the lines of the Global

Environment Facility), (iii) strengthening donor coordination, and (iv) developing long term strategic frameworks looking forwards to 2050.

Jane Clark described the changing approach of the UK Department for International Development (DFID) since the publication of the 1997 White Paper that provided an enhanced focus on poverty. DFID is pursuing a multi-dimensional approach to poverty reduction encompassing livelihoods, human rights, empowerment, gender, governance, equality and environmental concerns. The approach to rural development has shifted away from a focus purely on agricultural production towards broader aims of supporting sustainable rural livelihoods, tackling the multidimensional causes of poverty and hunger, reducing vulnerability, addressing macro-micro policy linkages and targeting specific sections of the poor (e.g. the landless, urban immigrants, children, the disabled and the chronically ill). DFID has adopted a broad concept of rural development that recognises the importance of rural-urban linkages and the non-farm economy.

These changing goals have challenged working practices within DFID, and call for a greater emphasis on: (i) multidisciplinary teams, (ii) flexibility and responsiveness, (iii) partnerships with governments, other donors, civil society and the private sector, and (iv) developing DFID's capacity to listen, facilitate, advocate, build consensus and share lessons learned. DFID places great emphasis on partnerships because it has realised that an individual agency working on discrete projects and activities will only at best have a marginal impact. It was suggested that strengthening partnerships at the country level is the first challenge, but this goal needs to be extended to the regional and international levels. In this context, international initiatives, such as the EU expert groups on forestry, fisheries and land policy, the proposed Global Forum on Rural Development, and this forum are particularly welcome.

Kevin Cleaver introduced the World Bank's draft rural development strategy that is currently being debated by the Board of Directors. He stated that a renewed focus on rural development is essential to achieve the Millennium Development Goals. In order to achieve the target of halving the number of people living in extreme poverty by 2015 the agriculture sector must double its current growth rate.

The differences between countries with well performing agricultural sectors and countries with poorly performing agricultural sectors illustrate that there is considerable scope to raise the growth rate of agriculture. In order to achieve this, it is important to understand why some countries are performing well and why others are not duplicating their success. In general, the poorly performing countries tend to have a policy environment that is unfavourable to agriculture, and spend a very low share (1-5%) of public expenditure on rural areas.

The World Bank strategy emphasises the responsibility of developing country governments to stimulate rural development by:

- Avoiding excessive taxation of farmers and agro-industry.
- Undertaking agricultural trade reform in synchrony with international trade liberalisation. There is a recognition that liberalisation needs to be carried out in a more careful manner than in the past, and should take account of developed country protection.

- Implementing policies to open markets for agricultural products, inputs and labour, and creating a positive climate for private investors.
- Investing in agricultural research, extension and education in collaboration with the private sector and international institutions.
- Expanding investment in rural infrastructure.

In addition, developed countries must take responsibility to:

- Liberalise agricultural trade and reduce domestic subsidies. The level of tariff protection and subsidies in Europe and North America make it much more difficult for poorly performing developing countries to mirror the success of the good performers.
- Expand aid for agriculture and rural development to the levels of the 1990s. Most donors have reduced their funding for agriculture and rural development quite remarkably. For example, World Bank funding has fallen to about 25% of its level of the early 1990s.

Uwe Werblow restated the approach set out in the European Commission Communication on "Fighting Rural Poverty". In contrast to earlier approaches, the EC will promote rural development by working with existing frameworks, policies, institutions and programmes to ensure that they take full account of rural development objectives. The EC will pursue a broad ranging agenda for rural development covering the closely connected problems of poverty, food security, social development (including health and education, addressing conflict and unequal access to resources) and sustainable natural resources management. It was suggested that when these concerns are integrated into national development strategies and all areas of policy, there will be no further need for donors to focus specifically on rural development.

Uwe Werblow stressed that poverty reduction strategies need to be based on national ownership, broad stakeholder participation and partnership between governments and donors. The strategies need to be based on a detailed analysis of rural problems, and how these relate to the framework of policies, institutions and public expenditures. Strategies should address comprehensively the whole range of macroeconomic policies, sector policies, public expenditure, institutions and services, as well as issues related to decentralisation, private sector development, civil society and non-state actors, and monitoring and evaluation. All of these elements need to become more pro-poor and more pro-rural.

The priorities for donors are to: (i) improve donor-donor coordination, (ii) support government leadership and donor-government partnerships, (iii) focus donor support on the priorities set out in PRSPs, (iv) increase budget aid and support sector-wide programmes, and (v) address issues of policy coherence.

Emmanuel Tumusiime-Mutebile described his practical experience as an author of the Uganda Poverty Eradication Action Plan. The plan includes: (i) policies to promote broad-based, sustained and rapid growth, and (ii) a reorientation of public expenditure to support those areas that accelerate poverty reduction and offer the highest returns. The plan identifies six priority sectors for public expenditure including: (i) main roads, (ii) feeder roads, (iii) modernisation of agriculture, (iv) primary education, (v) primary health and (vi) rural water supplies. The objective of the first three of these items is to promote private sector development, while the other three are all aimed at

increasing human capital as a means to enhance the assets of the poor.

Mr. Tumusiime-Mutebile identified some key requirements for poverty reduction. First, it is important to address the problems of the food crop sector where poverty is often most concentrated. In Uganda the overall incidence of poverty has declined over the past decade, but this has not been the case for those dependent on the food crop sector. Secondly, an open trade regime and rapid export growth is essential for growth and poverty reduction. Higher trade barriers are one of the main explanations of Africa's poor economic performance. Thirdly, a dynamic agricultural sector requires investment by the private sector in production and trading activities, and investment by the public sector in public goods, such as research and extension, inspection facilities and infrastructure. Fourthly, it is vital to reform the trade and agricultural policies of Europe and North America. Subsidising agricultural production in the North has had the dual effect of reducing market access for goods from the South and dumping Northern goods on world markets. The result has been that world trade in agricultural products has grown at a much slower pace than industrial products, and developing country agricultural exports have fallen as a percentage of world trade.

Plenary discussion

Following the presentations there was a lively discussion that addressed the following points:

- Further evidence of the severe decline in aid for agriculture and rural development as illustrated by OECD/DAC statistics.
- The significance of urbanisation and the domestic market in generating rural growth.
- The importance of institution building in developing countries to improve capacity to absorb aid and implement development programmes.
- The need to for policy makers to listen to the voices of the rural poor. Concern was expressed that donors' increasing focus on policy work has reduced opportunities to visit rural areas and to establish contact with rural people.
- The need to offer solutions and promote success stories in rural development as a means to reverse the decline in aid spending.
- Recognition that countries have achieved success in rural development by following different policy routes rather than a single policy prescription.
- Consideration of how to carry out regional trade liberalisation in a manner that stimulates trade rather than creating barriers to extra-regional trade.

3. How to ensure the place of rural development in PRSPs?

Chair: Philip Mikos (European Commission, DG Development)

Overview presentation: *PRSP and Rural Development: Reflections, experiences to date and implications* (Felicity Proctor, World Bank)

Working groups:

- 1) *How to ensure the place of rural development in PRSPs: A case study - The Bolivia PRSP* (Marten de Boer – Netherlands Embassy, Bolivia)
- 2) *The Ugandan PRSP process – case study* (Emmanuel Tumusiime-Mutebile, Governor Bank of Uganda)

Overview

[Felicity Proctor](#) reviewed a recent World Bank assessment that showed that although rural development is a stated priority in most Poverty Reduction Strategy Papers (PRSPs), rural poverty issues are not addressed in a systematic and consistent manner. Public actions do not clearly flow from the diagnosis of poverty, and are not clearly linked to outcome and impact indicators. The focus of action is primarily on investment and less on reforms. Another weakness is that the rural poor are assumed to be a homogeneous group, and their diversity is not adequately addressed. It is questionable whether the PRSP process adds value to existing rural development strategies and programmes.

It was argued that PRSPs are a new and evolving process that must be supported by donors in the following ways:

- Building capacity for policy research and deepened understanding of pro-poor rural growth.
- Sharing good practice on approaches to rural poverty reduction.
- Supporting the preparation of national rural development strategies.
- Strengthening participatory processes and structures.
- Contributing to the diagnosis and analysis of rural poverty.
- Building support to monitoring and evaluation processes and structures.
- Supporting priority public actions for the rural sector.

It was emphasised that PRSPs require new ways of working for donor agencies. Donors must be ready to align their support with priorities stated in PRSPs. Aid effectiveness must be improved by harmonising procedures and practices in aid delivery, and reducing pressures on scarce administrative capacity. Donors must improve the coordination and coherence of their approaches through dialogue and experience sharing. Over time the mode of aid delivery should shift towards budgetary support and a new generation of sector programmes integrated into PRSP processes.

Summary of Working Groups

1) Case study: Uganda

In his presentation [Emmanuel Tumusiime-Mutebile](#) recalled the sequence of steps leading to the formulation of the PRSP in Uganda (referred to as the Poverty Eradication Action Plan PEAP). There has been a strong emphasis on ensuring accountability and communication of government policies to the public. The PEAP is based on a Medium Term Expenditure Framework (MTEF) that is built on the following principles:

- The fiscal side must be sustainable and pro-poor.
- Basic social services must be prioritised.²
- Value for money must be ensured.

The MTEF/PRSP provides a long-term framework for poverty eradication that is adjusted annually. A monitoring and evaluation system is in place to measure operational efficiency and poverty impact. It was suggested that donors should become more involved in policy analysis and dialogue within the framework of Consultative Group meetings. It was argued that the PRSP/MTEF processes provide an important opportunity for donors to move towards providing budgetary support. However, current donor practices present some major obstacles:

- Project aid is outmoded and can undermine public finance management. However, projects may be appropriate to test new approaches and for large investments.
- Earmarking of donor funds for particular sectors is a legitimate aim, but complicates rational public expenditure management.
- Donor demand to create new services and institutions exacerbates capacity constraints and does not contribute to reform in public services.
- Global funds for particular sectors have been established in response to the lack of capacity for service provision. However, this can complicate public expenditure management, and can create spending imbalances between different sectors.

2) Case study: Bolivia

In his presentation [Marten de Boer](#) emphasised the role of the Bolivian PRSP process in raising the profile of poverty issues in national debate, and in initiating a dialogue (albeit incomplete) between public institutions and civil society. The result of this process has been a very ambitious and comprehensive programme that has received political endorsement through specific legislation enacted by Parliament.

It was stressed that the PRSP is not a static document, but a process based on:

- increasingly accurate poverty analysis,
- regular reviews of implementation and impact evaluation according to clearly defined poverty indicators,
- adjustments as necessary.

² For details see the presentation in the previous panel "rural strategies for poverty reduction" by the same speaker.

The Bolivia PRSP is based on four components:

- Increased employment opportunities and income generation.
- Development of human capacity (basic education and healthcare).
- Social security and protection of the poor (in particular vulnerable groups).
- Social integration and popular participation.

The presentation noted several shortcomings with the PRSP process. The PRSP suffers from a lack of prioritisation and the lack of focus on improving the enabling environment. Other weaknesses include the overoptimistic macro-economic projections, the lack of attention paid to the structural causes of poverty, and the weakness of capacity to implement decentralised activities.

It was noted that insufficient time was allowed for public dialogue, and that in a number of areas the results of this dialogue are not reflected in the activities included in the PRSP. However, the PRSP process should be credited with giving civil society the opportunity to influence the debate and its outcome. Providing financial resources to civil society organisations to enable them to carry out meaningful debate was important in this respect. An informal donor network has been established to accompany the policy debate.

It was suggested that the success of the PRSP will depend on improvements in the institutional context to strengthen the fight against corruption, enhance public participation in policy debates, and strengthen capacity to improve the enabling environment and learn from past lessons in rural development.

The following priorities were identified by the working group:

- Improve civil society engagement in: (i) gathering data on livelihoods, (ii) prioritisation of activities, (iii) decision making, (iv) monitoring and evaluation, and (v) building empowerment.
- Increase social control and auditing at the local level to: (i) increase impact, (ii) reduce corruption, and (iii) improve monitoring and evaluation.
- Link the PRSP with political and budgetary processes in order to: (i) create partnership between key parties (e.g. parliament, government and citizens), (ii) link planning to budgets, and (iii) ensure accountability.
- Donors should review and adapt their way of working to: (i) ensure greater coordination of their approaches, (ii) move towards joint monitoring and evaluation guidelines, and (iii) put in place compatible financing procedures.

Action Points

The following action points emerged from the discussions in the working groups:

- 1) PRSPs must recognise that rural development includes not only farmers, but the wider rural economy. Upstream national rural development strategies and policies should be formulated in order to inform the PRSP process.
- 2) The process of formulating the PRSP is equally as important as its implementation and outcome. There must be appropriate incentives for government to work in partnership with civil society and other partners to formulate PRSPs.
- 3) The PRSP process should aim to define a shared narrative resulting from nationwide debate at all levels. It is important to consider who is consulted, how and why.
- 4) It is necessary to distinguish between context-specific versus general lessons and processes.
- 5) More attention should be given to integrating PRSPs with budgetary processes, and to take greater account of the fiscal imperatives of the Ministry of Finance.
- 6) The roles, relationships and accountability mechanisms linking parliament, government and donors in relation to the formulation, approval and endorsement of PRSPs must be well defined.
- 7) Donors should invest jointly in country-level sector policy work in order to make a more substantial contribution to policy dialogue with national institutions. This consultation process needs greater financial support in order to be effective.
- 8) Donor support to PRSPs requires a move away from project aid towards budget support. Donor support should aim to build the capacity of existing national institutions rather than establishing new structures.

Incorporating rural poverty into PRSPs

- 9) Increase donor support for meaningful and empowering participatory processes. Support capacity building to ensure that views are heard, lobbying and advocacy skills of rural groups are developed, and the rural poor can participate in national policy development.
- 10) Support the development of an institutional framework linking the macro, meso and micro levels in order to translate participatory processes into a coherent strategy for poverty reduction. This may include:
 - decentralisation/devolution processes.
 - joint local planning processes.
 - consultation at different levels on regular basis.

4. Rural-urban dynamics

Chair: Jan Vlaar (Ministry of Foreign Affairs, The Netherlands)

Overview presentation by Michel Griffon (CIRAD): *The dynamics of future development in rural-urban zones – sustainable development for the “rurban” zones*

Working groups:

- 1) *Discussion: Migration – good or bad?* (Jean-Marie Cour, French Ministry of Public Works, Consultant)
- 2) *Discussion: Rural infrastructure and poverty reduction in Bolivia* (Vagn Mikkelsen, EC)
- 3) *Discussion: Secondary towns and rural growth* (Cecilia Tacoli, IIED)

Overview

[Michel Griffon](#) underlined the need to distinguish not only between rural and urban areas, but to recognise four different categories:

- the cities
- rural towns
- rural areas close to cities, so-called “rurban areas” (i.e. peri-urban areas)
- distant rural areas, so-called “hinterland”

The presentation focussed on the third category “rurban areas” where rural-urban linkages are strongest as a result of the intensive exchange of goods (trade) and labour (part time farmers). It was suggested that opportunities to develop “rurban areas” need more attention in development strategies. The main priorities are to improve land use planning, to develop legal and regulatory frameworks governing access and use of resources, and to tackle the serious environmental problems affecting “rurban areas”, including pollution from agriculture, industrial and residential activities.

While this presentation focussed solely on “rurban areas”, the following working groups addressed many of the issues affecting the other three types of area.

Summary of Working Groups

Working group 1: Migration – good or bad?

[Jean-Marie Cour](#) argued that the existing poverty reduction paradigm needs to be overhauled in order to support urbanisation and migration as the motors of development. He suggested that present policies set out in PRSPs often aim to discourage migration and focus on supporting rural areas where poverty is most concentrated. This acts to limit urban growth, which is the primary source of social mobility, wealth creation and demand for rural products.

The speaker concluded that most PRSPs are making the ‘traditional mistake’ of seeking to maintain the existing structure of rural economies by concentrating on low potential areas and helping the poor to remain where they are. In the long run this strategy will prove to be counter-productive because it will prevent population redistribution, market development and the specialisation of households.

The speaker called for a new paradigm based on the following:

- PRSPs should aim to support urbanisation and migration rather than seeking to restrict these processes. PRSPs should be based on a long-term

perspective of demographic and socio-economic change.

- Develop legislation, infrastructure and services to facilitate and reduce the cost of exchange between rural and urban areas (permanent and seasonal migration, trade, information and remittance flows).
- Increase the role of the private sector in service delivery, infrastructure, market development (between rural and urban areas) and opening up new zones for peri-urban activities.
- Break down artificial professional boundaries between rural and urban specialists, and the agricultural and non-farm sectors.

These principles were broadly supported by the working group, but concern was also expressed that investments in rural areas should not be neglected. It was generally agreed that development strategies for rural areas should take greater account of the opportunities arising from rural-urban linkages. It was recognised that these opportunities differ between remote, low-potential areas (where migration and remittance flows are the most important linkages) and more accessible, high-potential areas (where strategies based on agricultural intensification and commercialisation are more appropriate).

Working group 2: Rural infrastructure and poverty reduction in Bolivia (case study)

[Vagn Mikkelsen](#) presented a synthesis of the findings of evaluation studies of rural roads in Bolivia. His main conclusions were:

- The most important impacts of rural roads are to improve access to health and education services, to increase people’s mobility, and to stimulate trade in consumer goods.
- The expected gains in agricultural productivity often do not materialise. The studies only found a clear positive impact of road construction on agricultural development in high-potential areas where market access had previously been limited.
- In areas with some agricultural potential and low population density rural roads facilitate the expansion of the agricultural frontier. This process mainly benefits large landowners, cattle ranchers, logging companies and land colonisers. At times this has led to conflicts between indigenous populations and settlers.

The speaker called for a more diversified approach to investments in rural roads taking into account different socio-economic contexts, different areas’ comparative advantages, and the social costs and benefits arising from roads. In remote, low-potential areas more attention should be given to developing low cost solutions for construction and maintenance (e.g. low cost footbridges are often the projects most valued by local communities).

Working group 3: Secondary towns and rural growth

This discussion led by [Cecilia Tacoli](#) focused on the functions of small and immediate rural centres, which:

- Act as centres for the production and distribution of goods and services to their rural region.
- Act as markets for agricultural produce from the rural region.

- Become centres for the growth and consolidation of non-agricultural activities.
- Attract rural migrants who might otherwise move to larger cities.

The presentation emphasised how the opportunities for development of secondary towns depend very much on the activities and resources available in the wider rural space. There is no blueprint for the development of secondary towns whose functions are very diverse. The policies that have the most impact on secondary towns are often those which are not seen as specific to urban development. They include:

- Improving transport and communication infrastructure
- Decentralisation
- Strengthening local democracy and civil society
- Other relevant policies affecting market development, credit, and access to natural resources, education and training, and support to small and medium-sized enterprises.

In the following discussion the working group considered how planning processes should take account of rural-urban linkages. The group emphasised the role of decentralisation and devolution, stakeholder participation, and the need to develop methods and tools to support planning processes.

Discussion

A debate took place in the following plenary discussion on whether and how rural and urban development should be planned. The third working group (secondary towns) presented some concrete recommendations for balanced rural and urban development (see above), but the first working group (migration) called for a more *laissez-faire* approach accepting the reality of rapid urbanisation. While some participants of this working group called for donor and government support to be focused solely on urban areas, the majority of participants defended the role of governments in supporting development in rural areas in order to create alternative opportunities to migration.

Although it was impossible to reach complete agreement, a general consensus emerged that there is a role for governments in guiding the development of rural and urban areas taking into account all sources of opportunity, including rapid urbanisation. It was agreed that urbanisation has until now been relatively neglected in analysis and policy-making, and that greater emphasis on the opportunities created by urbanisation would be in the interest of rural areas.

Action Points:

- 1) Long term integrated thinking and planning (50 year timescale) should be reinstated and mainstreamed. An integrated rural-urban vision is required (not just the usual rural focus), as well as integrated planning between the micro, meso, macro and international levels.
- 2) There are differences in opinion about the extent to which development should be driven by strategy or left to the market. Some participants emphasised that development aid should follow the evolution of population settlements in order to support living standards. Others stressed that development should be plan-led, and should provide a vision of what is best for people and localities in the long term.

- 3) Improved access to urban, national and export-markets will help to alleviate rural poverty and should be given priority.
- 4) Empower local government (and other actors) with:
 - Relevant information and management systems designed around their needs, and not the other way round;
 - Methods and tools for proactive, integrative and holistic development planning with a long term vision. Focus on social and environmental sustainable development based on the potential for interlinked rural and urban development. Associate all relevant stakeholders, including the private and the informal sector, in participatory analysis and planning;
 - Guidelines on how to involve rural stakeholders and to take account of multi-local livelihoods in planning processes.
- 5) Decentralised planning processes should be built into poverty reduction strategies in order to adopt more flexible ways of working. Donor instruments need to be more coherent and supportive of this approach.
- 6) Development agencies should coordinate their work and cut across institutional boundaries to enable strategic thinking on the complementarity of rural and urban development.
- 7) Development agencies should find ways to mitigate the negative externalities of urbanisation. This is a difficult issue that merits further attention.
- 8) Learn lessons from impact studies on rural infrastructure and look for low cost and participatory solutions (example Bolivia case study).

5. Why Invest in Low Potential Areas?

Chair: John Nkum (Consultant, Ghana)

Overview presentation: Peter Hazell (IFPRI)

Working groups:

- 1) *Discussion: Do we know what works in low potential areas?* (Desiree Dietvorst, Consultant)
- 2) *Case Study: Livestock development in the Sahel – the example of Chad* (Jean-François Renard, CIRAD)
- 3) *Discussion: Resource scarcity – what works for AIDS affected households?*
(Bernd Schubert, Humboldt University, Berlin)

Overview

There was some discussion during this session on the definition of 'low potential areas'. It was generally agreed that the term covers ecologically marginal areas with low agricultural potential, as well as areas with severe socio-economic constraints, such as limited access to infrastructure and markets and low population density. Consequently, low potential areas have usually received a low priority in rural development policies and investment strategies.

In his overview presentation [Peter Hazell](#) identified three reasons why greater investment in low potential areas is justified:

- Low potential areas are home to large numbers of poor people. About 40% of the rural poor live in low potential areas.

- Low potential areas contain globally important environmental resources and are affected by serious environmental problems including land degradation, water scarcity and biodiversity loss.
- Low potential areas can be productive and contribute to growth.

Mr. Hazell suggested that many investments in low potential areas yield good economic returns. Recent studies of India and China show that investments in low potential areas offer similar or higher returns than comparable investments in high potential areas, and have a greater impact on poverty and environmental problems. One reason for this result is that India and China have already invested heavily high potential areas (usually irrigated areas) with the result that productivity growth has slowed as diminishing returns have set in. In this situation low potential areas may offer higher marginal returns to investment, and a win-win-win situation for growth, poverty reduction and environmental protection.

Mr. Hazell cautioned against extrapolating this result to other parts of the developing world. For example, in Africa there has been much less investment in high potential areas, which may still offer the highest marginal returns to investment.

The presentation was followed by a lively discussion covering the following issues:

- The need for greater differentiation in analysis. Land uses and agroecological conditions vary across a continuum between high potential areas and low potential areas.
- The need to identify the comparative advantages of low potential areas (e.g. livestock and tourism), and to tailor investment strategies accordingly.
- The impact of structural adjustment on low potential areas (see findings of the first discussion group).
- The need for further research on high and low potential areas, especially in Africa.
- The impact of out-migration and remittances on low potential areas.
- The political dimensions of the problem. Low potential areas are often inhabited by disadvantaged and marginalised groups, who lack influence in national policy making.

Summary of Working Groups

1) Discussion: Do we know what works in low potential areas?

This discussion group led by [Desiree Dietvorst](#) considered the impact of policy reforms strategies on disparities between high potential and low potential areas. It was suggested that implementation of sector programmes and decentralisation processes has acted to widen regional disparities. For example, in agriculture, the twin strategy of market liberalisation and the privatisation of services has disadvantaged low potential areas because government services have been cut back, while the private sector has been unwilling or unable to step in (due to higher transactions costs and transport costs). In addition, local governments in low potential areas have a very limited capacity to raise taxes, and rely on inadequate central funding.

The discussion group considered means to address regional disparities and the particular problems of low potential areas. Best practice lessons include:

- Continue to provide public funding for essential services in low potential areas where full privatisation is not viable. Explore possibilities for public-private partnership, such as the contracting-out of services to the private sector (e.g. veterinary contracts in Zambia, Kenya and Uganda).
- Assist people in remote areas to produce low-volume and high-value crops in order to cover high transportation costs to consumption centres.
- Develop mechanisms to overcome staff reluctance to live and work in low potential areas (e.g. locally recruited teacher assistants and mandatory first postings in remote areas).
- Take account of the greater needs of low potential areas in the allocation of funds to the district level.
- Target financial and technical support on local authorities in low potential areas. Strengthen the capacity of local authorities to conduct multisectoral planning.
- Invest in infrastructure to open up low potential areas.
- Invest in human capital in low potential areas to promote migration and remittance flows.

Case Study: Livestock development in the Sahel – the example of Chad

This working group led by [Jean-François Renard](#) examined a practical example of development in low potential areas: livestock development in Chad. The discussion highlighted the precarious livelihoods of livestock herders, who are dependent on fragile ecosystems, and are vulnerable to a wide range of risks including fluctuations in rainfall, animal diseases, conflicts with other land users and market shocks. The main conclusions of the working group were:

- Support to the livestock sector should focus on reducing vulnerability (i.e. human health, animal health and environmental risks).
- It is essential to preserve traditional livestock systems and allow the continued mobility of herders in order to manage the environment in a sustainable manner.
- In the long term alternatives to livestock herding must be developed. This requires improved access to social services, in particular education.
- Measures are required to facilitate access to markets for herders.
- There is a need for more research to monitor environmental and social change over the long term, and to understand traditional systems of herding.

Discussion: Resource scarcity – what works for AIDS affected households?

This topic was included in the session on low potential areas because it was recognised that the increasing incidence of AIDS is transforming high potential areas into low potential areas. In addition, the problems of resource scarcity affecting low potential areas are also relevant to AIDS affected households.

The discussion led by [Bernd Schubert](#) examined the characteristics of AIDS affected households, which are affected by a combination of deep poverty and high dependency ratios (i.e. death of productive adults). It was found that rural development programmes tend to be more suited to households that are less poor and have lower dependency ratios. Strategies to support AIDS affected households therefore require a different approach. Two elements were highlighted in the discussion:

- Crops and farming systems using labour saving techniques.
- Formal and informal safety nets to provide transfers to AIDS affected households until dependency ratios improve.

It was recognised that at present there is a lack of knowledge on successful approaches in these two areas, and that greater research and pilot testing is required.

Action Points

- 1) Low potential areas require greater investment because they offer real opportunities for environmental improvement, poverty reduction and growth. Conversely, neglecting low potential areas threatens the environment, social stability and economic development.
- 2) Policies and approaches need to be more area specific, and should take account of the diversity between and within low potential areas.
- 3) The problems of low potential areas can be better addressed by devolving political power to the local level in order to respond to local needs, formulate appropriate policies, ensure representation from the “bottom up”, and conduct multisectoral planning.
- 4) Identify success stories in low potential areas for the purpose of shared learning and lobbying.
- 5) Investment in human capital is required to allow low potential areas to export labour and promote home remittances.
- 6) Trade is the driving force for livestock development even in low potential areas. Therefore, market outlets must be left open to fair competition.
- 7) Low potential areas are fragile ecosystems with large environmental risks. There should be a greater focus on making livelihoods more secure.

Points specifically related to AIDS affected households:

- 8) HIV/AIDS must be taken more seriously in poverty reduction strategies. Otherwise, the Millennium Development Goals will not be achieved. The focus of actions should be on AIDS prevention and coping strategies for affected households.
- 9) AIDS affected households suffer from deep poverty and high dependency ratios and are not reached by conventional development interventions.
- 10) Knowledge on labour saving technologies and practices for labour scarce households needs to be generated and made available.
- 11) Promote pilot programmes for appropriate safety nets (transfers) for AIDS affected households.

6. Making World Agricultural Trade Work for the Rural Poor

Chair: Christoph Kohlmeyer (BMZ, Germany)

Panellists: Françoise Gérard (CIRAD), Catherine Araujo-Bonjean (CERDI France), Tacko N'Diaye (UNIFEM Senegal), Marita Wiggerthale (Germanwatch), Bruno Vindel (French Ministry of Agriculture), Robin Palmer (Oxfam UK)

Working groups:

- 1) *Globalisation and rural poverty* (Marcel Mazoyer, INRA Paris-Grignon)
- 2) *What are the key issues in WTO negotiations for the rural poor in developing countries?* (Jan Bade, Netherlands Ministry of Foreign Affairs)
- 3) *Which agricultural and trade policies are required at the national level in developing countries to take advantage of liberalisation? The case of Senegal* (Jean-René Cuzon, French Ministry of Foreign Affairs)

Summary of the panel discussion

The panel discussion addressed two main themes: first, the experience of trade liberalisation policies within developing countries; second the on-going international debate on the liberalisation of global trade, and the need to eliminate protectionist policies in developed countries.

On the first topic the general view of the speakers was that trade liberalisation has had disappointing results in developing countries. [Françoise Gérard](#) reviewed the theoretical arguments in favour of liberalisation (theories of comparative advantage, gains from trade etc.), but suggested that in practice the benefits of liberalisation have been limited. She drew particular attention to the problem of price instability generated by market panic and currency crises – a problem that the poor have the least ability to cope with. In her view price instability is a major impediment to developing a strong and competitive agricultural sector, and provides a justification for certain forms of government intervention and domestic market protection.

[Catherine Araujo-Bonjean](#) concurred that liberalisation has not generated a significant supply response in developing country agriculture. Farmers have often been unable to respond to the price incentives created by liberalisation because important markets, such as credit, insurance, input and futures markets, may be absent or imperfect. These market failures arise from the high transactions costs in developing countries relating to information problems, the poor definition of property rights, and the weakness of legal systems to enforce contracts. Liberalisation policies attempt to correct one distortion (in product markets), but under these second best conditions this does not necessarily result in improved economic efficiency or equity. The speaker called for an enhanced role for the state in ensuring the better functioning of markets in areas such as property rights, contract enforcement and market regulation.

[Tacko N'Diaye](#) drew attention to the impact of liberalisation on women. She concluded that in some parts of Africa changes in agricultural processes and the rural economy, as a result of market forces and demographic and political trends, have been detrimental to women's economic empowerment. In some cases the gender division of labour excludes women from the cash crop sector and export markets. She also called for better planning and sequencing of privatisation and liberalisation reforms. Citing the example of the privatisation of the state

owned company responsible for groundnut marketing in Senegal, she warned of the dangers of rapid privatisation where the private sector is disorganised and lacks capacity.

On the second topic of global trade there was general agreement that the present system of trade rules and trade negotiations is unfair to developing countries. Export subsidies granted by developed countries make it difficult for farmers in developing countries to compete with cheaper imported products. In addition, developed countries continue to protect their markets and limit access to goods imported from developing countries.

[Marita Wiggerthale](#) commented that the European Commission's proposals to reform the Common Agricultural Policy (CAP) should reduce trade distortions by decoupling subsidies from production. However, new standards for agricultural imports should not be used as a protectionist instrument to prevent developing country exports to the EU. The European Commission should study the effects of quality standards, and devise an appropriate package of measures (e.g. longer implementation periods, technical assistance, prioritising standards) in consultation with developing countries.

[Bruno Vindel](#) suggested that the impact of proposed CAP reforms on developing country producers may be quite limited. Decoupling subsidies from production may not necessarily result in large production cuts. In addition, reductions in EU production may not result in a corresponding increase in developing country production because of the structural, institutional and human capacity constraints faced by these countries.

Mr. Vindel went on to discuss the proposal for a "development box" in the context of the Doha trade round. This would extend the WTO provisions for Special and Differential Treatment and would provide developing countries with mechanisms to protect themselves against highly depressed prices and dumping. It was suggested that the EU should support these measures so long as they are accompanied by efforts to improve domestic agricultural sector policies in countries using the "development box".

The speaker concluded that although EU trade policy has been much criticised there have been important improvements in granting market access to developing countries. More needs to be done to find a balance between the needs of farmers in Europe and the developing world. This requires the EU Member States to agree on the same objectives and to engage in constructive dialogue with developing countries.

[Robin Palmer](#) concluded the panel presentations by citing the findings a recent OXFAM report on trade, globalisation and the fight against poverty. The report highlights the damaging effects of trade protection and subsidies applied by industrialised countries, and finds that the EU and United States export at prices more than a third lower than their costs of production. Total subsidies to farmers in industrialised countries cost more than \$1 billion per day. According to OXFAM's "double standards index", which measures ten dimensions of developed country trade protection, the EU emerges as the worst offender.

Summary of Working Groups

Globalisation and rural poverty

This discussion group led by [Marcel Mazoyer](#) considered the links between globalisation and rural poverty. It was argued that increasing global competition and falling world food prices threaten the livelihoods of rural producers in developing countries. The discussion group concluded that safeguard measures are required in both the short and medium term to protect developing country producers from the adverse impacts of globalisation (e.g. price guarantees, stabilisation measures and specific import tariffs). It was noted that there is a need for much wider and in-depth discussion on the positive and negative impacts of globalisation on the rural poor. It was suggested that the EU should establish a permanent working group to review issues arising from the liberalisation of world agricultural markets.

What are the key issues in WTO negotiations for the rural poor in developing countries?

This discussion led by [Jan Bade](#) focussed on the key problem of making developing country producers more competitive on global markets. Trade negotiations must provide developing countries with the flexibility to implement measures to raise competitiveness and ensure food security. It was agreed that developing countries should be granted special conditions in trade negotiations within a "development box" provided that these are targeted and temporary measures with clear entry and exit criteria. Provisions that could be covered by the "development box" include:

- Recognition of the right of developing countries to provide domestic support to assist food insecure households and to subsidise investment in agriculture.
- Guaranteed access to improved seeds under the TRIPS agreement.
- Special safeguard measures against import surges, particularly for key staples.
- Provision of food aid entirely in grant form.
- Measures to protect developing countries from the effects of dumping and export subsidies.
- Extended timetables for the reduction of import tariffs for food security crops in developing countries.

Which agricultural and trade policies are required at the national level in developing countries to take advantage of liberalisation? The case of Senegal

[Jean-René Cuzon](#) described the experience of Senegal in liberalising agricultural trade. He concluded that while liberalisation should support growth and poverty reduction in the long run, there have been negative effects in non-competitive sectors. A particular challenge is to allow small producers to participate in export markets. In the case of the horticultural sector small producers have been largely excluded from exporting to the EU because of the increasing quality and documentation requirements imposed by the EU. It was recommended that strategies should be put in place to raise quality standards, and to include small producers in production for the world market, as well as regional and domestic markets.

The presentation considered the weakness of the overall policy framework for agriculture and trade development in Senegal. The main priorities for improving the policy process are to increase government ownership, strengthen coherence between policy areas (fiscal, trade and sectoral policies), improve coordination between donors, achieve

greater participation of the private sector and civil society, provide good quality statistics and information, and to ensure fuller implementation.

Action Points

- 1) There is a case for measures to protect developing country producers from the adverse impacts of trade liberalisation. These measures should only be implemented in well justified cases:
 - at the national level, in the context of PRSP's with appropriate policies for enhancing agricultural competitiveness and supporting vulnerable segments of society.
 - at the international level in the form of a specific 'Development Box'. This should be linked to clearly defined entry and exit criteria, in order to avoid the negative long term effects of protectionism.
- 2) The fisheries sector should be included in future WTO negotiations on agriculture.
- 3) Donors should provide additional support to strengthen developing countries' participation in WTO negotiations. The main priorities include technical assistance to provide detailed analyses of specific country situations, fostering regional cooperation in trade negotiations and increasing civil society participation in developing negotiating positions.
- 4) WTO agreements should be subjected to poverty impact assessments at the regional, country, local and household levels.
- 5) Donors should place greater emphasis on supporting regional cooperation and regional market integration.
- 6) The EU should establish a permanent working group to review the progress of liberalisation policies, notify issues arising from trade regulations, study the impact of reform processes and address coherence issues related to EU policies.
- 7) Negotiations on CAP reforms should focus on commodities with the greatest importance to developing countries (e.g. sugar, cotton, rice, fruit and vegetables).
- 8) Greater coherence is required between the EU's trade and food aid policies.

7. Local governance for rural development

Chair: Dominique Hounkonnou (Consultant, Benin)

Panellists: Albert Engel (GTZ), Macha Farrant (DFID), Ian Goldman (Khanya, South Africa), John Nkum (Consultant, Ghana)

Working groups:

- 1) *Case study: Zambia* (Denis Chiwele, Consultant Zambia)
- 2) *Case studies: South Africa and Uganda* (Ian Goldman, Khanya, South Africa)

Summary of the panel discussion

This panel discussion covered a broad range of local governance issues including decentralisation strategies, local government transparency and accountability, community participation in decision-making, effective provision of services and relations between the public and

private sectors at the local level. Panellists stressed the relevance of good local governance to poverty reduction because of its key role in democratic representation, rural service delivery, natural resources management and the promotion of local agricultural development.

A number of general points were raised by several panellists:

- Decentralisation has become a major emphasis of donor cooperation. This should not be viewed as an end in itself, but as a means to improve the living conditions of rural people.
- There is a distinction between deconcentration (shifting administration and service delivery from central to local levels) and devolution (greater autonomy for local government). Several panellists stressed the need for decentralisation strategies to move beyond deconcentration to promote devolved systems based on local democracy and community participation.
- The need for donors to better coordinate their support at the local level was stressed by all.

[Albert Engel](#) discussed the opportunities arising from decentralisation in the wider context of nationwide public sector reform strategies. He suggested that local government needs to play a stronger role in coordinating centrally funded sector programmes (SWAPs), and should also manage its own local level, cross-sectoral, anti-poverty funds.

He stressed the role of decentralisation in bringing local service delivery closer to the rural poor, and identified two essential conditions:

- Regional and local level institutional capacities have to be built up or redirected.
- Local democracy needs to be strengthened to give the rural poor the power to demand better services.

He concluded that there are no easy blueprints for decentralisation, and that there is a need for situation specific solutions based on pluralistic and diversified systems of service delivery, and processes to ensure democratisation and control from below.

[Macha Farrant](#) stated that although in theory decentralisation offers many advantages, in practice it is often associated with local elite capture, corruption and the lack of capacity, resources and accountability. There is little evidence of a systematic relationship between decentralisation and poverty reduction. However, there are certain preconditions, which have been shown to contribute to more effective decentralisation:

- Clearly defined roles and responsibilities for different levels of government.
- Strong communication and accountability mechanisms between central government, local government and local communities.
- Adequate capacities in planning and financial management.
- Adequate financial resources available at the local level.
- Strong central government (for regulation, standard setting, policy drive and monitoring).

Furthermore, there is a need to strengthen local government capacity, particularly in relation to the local government financial management, human resource management, planning, coordination and internal accountability mechanisms. In this aim, donor support should focus on promoting institutional change and strengthening political and bureaucratic ownership.

[Jan Goldman](#) stated that efforts to strengthen local government have often ignored the need to link these institutions with citizens. The result has been that resources are often captured by local government and do not reach the community level. He discussed examples of Community Based Planning from South Africa, Uganda, Ghana, and Zimbabwe, which illustrate approaches to enhance local participation and democracy. Key principles of Community Based Planning include:

- Involving poor people in local planning.
- Planning based on vision and strengths rather than problems.
- Being realistic and practical to ensure that the planning process and results are implementable using available resources.
- Supporting a long-term participatory process that is built on mutual accountability between communities and officials rather than a one-off exercise.
- Ensuring that the process is people-focused, empowering and multi-sectoral.

[John Nkum](#) reviewed the findings of research and field experience from Ghana, Nigeria and South Africa. He contended that in spite of strong rhetoric in favour of decentralisation, actual progress has been limited, and that governments, bureaucrats and politicians often lack commitment to change. There is a long way to go in strengthening accountability and transparency of local government, and to shift from top-down command structures to more consultative and participatory approaches including civil society and private sector actors. Traditional authorities also need to be more fully recognised and involved in local government. It was argued that decentralisation strategies need to look beyond purely public sector concerns (training officials and institution building) and should give greater emphasis to supporting private sector led development at the local level. The speaker concluded that development cooperation approaches to supporting local governance have only been effective in creating “island solutions”, which have not been scaled up. There is a need to shift from current piecemeal, project-based approaches towards the adoption of “whole system change” strategies, such as “rights based” organisational development and change management.

Summary of Working Groups

Local governance, participation and accountability: Zambia Case Study.

[Denis Chiwele](#) described local governance in Zambia as a dysfunctional system that has left significant gaps in service delivery, and has placed serious limitations on local accountability and stakeholder participation. Given the weakness of the system, most donor agencies have responded by creating parallel structures at district and community levels. Although donor projects have helped to enhance participation and accountability, they are also

characterised by weak coordination, a lack of sustainability, and limited and localised impacts, which are difficult to scale up. The speaker suggested that wider reforms are needed in order to promote more democratic local governance, and that donors need to coordinate their actions in support of a single model for local governance. Major priorities include establishing new legislative and financial frameworks for local government, and strengthening local administrative capacity in the areas of financial control, priority setting, commercialising service delivery, attracting private sector investment and mobilising community action.

Local governance for rural development: Case studies from South Africa and East Africa.

[Jan Goldman](#) presented two case studies of local governance from South Africa and Uganda. In both cases it was found that there was a strong political commitment to decentralisation. However, community participation in local government was very limited. Key findings from the case studies and subsequent discussion include:

- It is essential to ensure that (poor) people are active and involved in managing their own development.
- Improved accountability is required to ensure that resources for service provision reach the people and are not captured by local government institutions. Accountability needs to come from above (central oversight) and below (accountability to citizens).
- Links between communities and local government must be strengthened by (i) introducing community based planning mechanisms, and (ii) developing community based service delivery (paravets, paralegals, community based extension workers etc).
- Building local government capacity is essential. This should include providing institutional incentives for improved performance, and transferring staff to lower levels of government.
- Donor projects that create parallel structures may cause harm by weakening institutions and diverting energy, staff time and resources.
- The Sector Wide Approach (SWAP) can weaken pressure for decentralisation by strengthening centralised sectoral institutions at the expense of local government. SWAPs must be more clearly linked to local government.
- Donors should recognise that the “West does not know the answers”, and should move from an advisory mode to one of partnership and joint learning.

Action points

- 1) Political will is an essential precondition for successful democratic decentralisation. Until this condition is met, donors should not become involved in decentralisation, and should restrict their actions to policy advocacy and supporting domestic movements that are promoting change.
- 2) There is a need to establish mechanisms for donors and governments to share learning and evaluate experience of decentralisation and local service delivery (e.g. studies, study tours and impact monitoring).
- 3) Decentralisation strategies need to move beyond deconcentration to promote local democracy and devolved systems of local governance.
- 4) It is important to clarify roles and functions at each administrative level according to the principle of

subsidiarity, and to put in place mechanisms to ensure upwards and downwards accountability between the different levels.

- 5) Local government programmes need to be coherent with national strategic priorities and expenditure frameworks.
- 6) Sector programmes must be more clearly linked to decentralisation policies.
- 7) Attention must be given to mobilising local sources of revenue for local service provision.
- 8) Community-based planning mechanisms need to be further developed to link people with local government and to support community based models of service provision. The participation of women in local governance is particularly important.
- 9) The capacity of local government needs to be strengthened in order to strengthen decentralised service delivery, enhance community participation, improve financial and human resource management, better manage information for planning and monitoring, and stimulate local economic development.
- 10) Donors should avoid creating parallel systems and structures, and need to build on existing structures in a coordinated manner.

8. Role and limitations of producer associations

Chair: Bruno Vindel (Ministry of Agriculture, France)

Panellists: [Pierre Rondot](#) (CIRAD – World Bank), [Denis Peche](#) (Inter-Réseaux Développement Rural), [Ibrahima Coulibaly](#) (AOPP, Mali), [Edward Heinemann](#) (IFAD)

Working groups:

- 1) *Approaches and tools to support rural producer associations*
(Denis Peche, Inter-Réseaux Développement Rural)
- 2) *Case study: Benin*
(Bernhard Harlander, GTZ)
- 3) *Case study: Mali*
(Ibrahima Coulibaly, Association des Organisations Professionnels Paysannes, Mali)

Summary of the panel discussion

There was much common ground between the four panel presentations, which focussed on the following areas:

Role of producer associations:

The panellists identified three main functions of producer associations:

- *Economic and technical functions.* Providing services to members (especially marketing and input procurement) and natural resource management functions (e.g. herders' associations and water user groups).
- *Representations of members' interests.* For example, in negotiations with traders and in the formulation of government policy.
- *Local development.* Producer associations sometimes play a role in local development initiatives, in particular when decentralisation is not in place or is ineffective.

In addition, rural producer associations were said to promote a more positive image of rural producers, combining agricultural production with maintenance of the

countryside and national cultural heritage, and to challenge urban stereotypes of rural life.

It was recognised that producer associations usually perform a combination of these roles, and that there is a great diversity among producer associations both within and between countries as far as their status and expansion are concerned.

Limitations of producer associations:

The presenters mentioned the following points:

- Weak capacity of some producer associations in terms of technical, managerial and basic literacy skills. Providing the necessary training is expensive and time consuming.
- Composition of group membership. The poorest may be excluded because they are less able to participate in market-oriented production activities. Women may also be excluded from producer associations.
- Capture by local elites. There is a risk that the leadership of producer associations may capture the benefits of donor projects.
- Hostility from government and powerful market intermediaries. The growing strength of producer associations may challenge existing power relations.
- As a consequence of these limitations the failure rate of producer associations is high.
- Producer associations do not represent a rural development magic bullet, and can only address a specific set of problems.

What actions are needed to support producer associations?

The panel presentations included the following points:

- Promote policy dialogue with rural producer associations on the appropriate roles of the public sector and producer associations.
- Provide an enabling environment for producer associations by establishing a conducive legal framework, implementing decentralisation, and carrying out institutional reforms to promote client-responsive services and accountability.
- In some regions with economic potential promote a market-oriented, business-based approach to the development of producer associations. There should be no handouts or spoon feeding. Private sector intermediaries should be closely involved in the development of producer associations, but under the control of farmers' representatives.
- Support institution building and capacity strengthening for producer associations.
- Promote South-South and North-South exchanges between producer associations.
- Address broader constraints to the development of producer associations by strengthening farmer skills, expanding the outreach of private sector, investing in infrastructure and providing market information.
- Promote a more coherent approach for donor support to producer associations. Donors often implement programmes in the name of producer associations, but without real participation and ownership. Donors should avoid ad-hoc and short-term interventions, and should define consistent criteria for support.

Summary of Working Groups

Approaches and tools to support rural producer associations

[Denis Pesche](#) identified two main approaches used by donors to support producer associations: (i) support to producer associations as a single, specific objective, and (ii) support to producer associations as part of a wider programme for agricultural development.

He suggested three main priorities for improving the effectiveness of donor support:

- 1) *Finding a better balance between institutional strengthening of producer associations and supporting their activities.* The focus of donor projects is often on the activities of producer associations, and there is insufficient attention to strengthening capacity and institution building.
- 2) *Promote constructive policy dialogue* in order to break down public sector hostility and misconceptions towards producer associations, and to ensure an appropriate division of roles between government and producer associations.
- 3) *Move away from a functional and fragmented approach towards supporting more comprehensive programmes to strengthen producer associations.* A large part of the resources of producer associations are tied up with managing numerous donor-funded activities. A better approach would be to let producer associations devise their own programmes covering all of their activities and capacity building needs.

Case study: Benin

This case study presented by [Bernhard Harlander](#) was concerned with the process of formulating a rural development strategy in Benin, which includes an action plan for support to producer associations. It provides an example of producers associations playing an active and decisive role in the formulation of rural policy, the development of mechanisms for consultation, participation and mediation between stakeholders, and the role of donors in supporting the process. The main lessons learned are:

- Enable real participation in policy formulation. The process should be defined and driven by national actors, and donors should play a supporting, but non-directing role.
- Introduce more flexibility into donor support adapted to the changing pace of policy development as determined by national actors.
- Improve communication between donors, governments and producers associations.
- Ensure that the rationalisation of public services in agriculture is accompanied by the development of non-state institutions (e.g. producers' associations), which can take on the functions previously performed by government.

Case study: Mali

[Ibrahima Coulibaly](#) described the experience of establishing a federation of producer associations in Mali (Association des Organisations Professionnelles Paysannes). AOPP was set up to facilitate exchange between organizations of different regions of Mali, and to create conditions for real empowerment of farmer-led organizations. AOPP now manages directly funds from

French cooperation, and supervises donor funding to producer associations. In addition, it provides an increasing number of services to member organisations, including workshops, training, trials of new crop varieties, production and distribution of certified seeds, and participation in national and international policy debates. The organisation is governed by a decision making body composed of regional representatives of producer associations. It was reported that relations with governments were difficult at first, but that AOPP has now been recognised by the government and has become an important player in national policy debates. It was concluded that the success of AOPP lies in its role as a service provider to members, its governance structure that puts member organisations in charge, and its emphasis on supporting and reinforcing already existing structures.

Action points

- 1) Cooperation strategies should recognise the importance of producer associations in performing multiple functions, and should take account of the diversity of different types of organisation.
- 2) The emergence of producer associations requires a redefinition of the role of the state, and the refocusing of government activities on providing an enabling policy and legal framework for the development of producers associations.
- 3) There is a need to strengthen dialogue between government and producers associations on key issues of rural policy. Development cooperation should play a mediating role in this process.
- 4) Donors should support producer associations, but should not direct their activities too closely. Donor support should aim to foster participatory processes and strengthen ownership of development programmes by producer associations.
- 5) Donors should focus assistance on institution building and capacity strengthening for producer associations, as well as supporting their activities.
- 6) There is a need to assist producer associations to develop sustainable sources of funding. These include: fees, commercial margins, earmarked taxes and grants.
- 7) Development aid should also be directed at addressing broader constraints to the development of producer associations, such as societal and political barriers, farmer skills, private sector development, infrastructure and market information.
- 8) Financial instruments to support producer associations should be long term, flexible and adapted to the specific needs of different types of organisations. Donors should be able to disburse small amounts rapidly.
- 9) Donors should develop more coordinated approaches to funding producer associations.
- 10) In view of the diversity of producer associations, there is a need to promote the exchange of views, experience and best practice between producer associations and between different donors.

9. Working with community organisations and civil society

Chair: Penny Davies (DFID)

Panellists: Gilles Desesquelles (EC), Guy Petitpierre (Inter-Réseaux Développement Rural), Marjolein Brouwer (NOVIB), Karim Hussein (OECD Club du Sahel), Marthe Doka (University of Niamey)

Working groups:

- 1) *Case Study: Uganda* (Kevin Akoyi Makhoka, Vredeseilanden Coopibo Uganda)
- 2) *Case study: Bolivia* (Erick Zeballos, DFID Bolivia)

Summary of the panel discussion

[Gilles Desesquelles](#) discussed the role of civil society actors in the new ACP-EU Partnership Agreement (Cotonou Agreement). He stated that while the previous Lomé Conventions had mainly been the preserve of central government, the Cotonou Agreement extends participation to a wide range of actors, including civil society, the private sector and local authorities. The agreement contains specific commitments to ensure civil society participation in policy dialogue and the implementation of projects and programmes. It was argued that the implementation of these commitments will require far reaching changes in attitudes, working methods, aid instruments and procedures because neither the European Commission nor ACP governments have much experience of working with non-state actors. The success of the new approach depends on a consistent response by the EC at various levels: (i) *political consistency* (towards ACP states that fail to support civil society participation), (ii) *financial consistency* (ensuring that financial resources are made available to non-state actors), (iii) *instrumental and procedural consistency* (adapting operating methods and procedures to the needs of non-state actors), and (iv) *consistency regarding capacity* (of the European Commission to support participation).

[Guy Petitpierre](#) commented that there has been little progress in implementing the civil society provisions of the Cotonou Agreement. Although the programming the 9th European Development Fund (EDF) included consultations with civil society, this process was more formal than participatory. National administrations often lack commitment to including civil society in policy dialogue, and the European Commission lacks experience of engaging with civil society.

Guy Petitpierre contended that the implementation modalities and financial procedures for supporting civil society organisations are still unclear. Civil society organisations are often unaware of how to access EDF funds. EC Delegations lack the knowledge of organisations on the ground in order to assess their eligibility.

He recommended that support to civil society organisations could be managed in the form of local development funds, which would provide a global envelope managed in country to support project proposals selected by the EC Delegation and government. As soon as the global financing commitment has been made by the EC, the government and the Delegation would be able to make a call for proposals, allowing a more rapid financing of good projects than standard EC procedures permit.

[Marjolein Brouwer](#) introduced the organisation NOVIB (Netherlands Organisation for International Development Cooperation), which is part of the Dutch system of cofinancing agencies that channel government funding to Southern partners. She reported the findings of an evaluation of programmes supported by Dutch cofinancing agencies in Latin America.

- The community appears to have weakened as a unit of local governance. Instead, more specialised groups like dairy producer groups and mothers' clubs seem to be more effective in facilitating people's access to resources, markets and institutions.
- Projects have succeeded in increasing the visibility and participation of women in community and other organisations.
- Assistance strategies should recognise that livelihoods are shifting from a dependence on natural capital assets towards greater reliance human capital assets. Rural development interventions have had a more limited impact than support to education.

[Karim Hussein](#) reported the findings of a study on community organisations at the village level in The Gambia (Sesame Growers Associations and Village Development Groups).

- The diversity of rural organisations and their varied contributions to local development need to be recognised and supported. Although some organisations represent the poorest, others mainly benefit the less poor, in particular commodity-based organisations and specific professional groups. Donors should pursue a broad strategy recognising that community-based organisations benefit both members and non-members, and have direct and indirect impacts on poverty.
- Community organisations that have a strong economic base and local legitimacy and are part of federated structures have more potential to support members' economic interests and influence policy and decision making at higher levels.
- A combination of actions is necessary to support the capacity of community organisations, particularly in relation to: (i) strategic planning, (ii) strengthening governance structures to ensure that members' views are reflected in decision making, (iii) increasing capacity to formulate demands and implement actions to support members' interests.
- Organisations need to define their own membership and priorities. External actors should work in partnership with them to develop areas of common interest. However, an excessive dependence on external resources can undermine ownership, sustainability and empowerment.
- Accountability needs to be strengthened in two directions: *upward accountability* from community organisations to funders, and *downward accountability* from funders to community organisations, and from community organisations to their members.

[Marthe Doka](#) traced recent developments in civil society in Niger. During the 1990s there was a rapid growth in the number of associations as a result of more liberal laws on the right of association and donor support to participatory approaches. It was noted that civil society organisations are extremely heterogeneous, and have developed in a spontaneous and disconnected manner. Civil society

organisations are not well linked to the village level where social relations still depend on interpersonal connections and informal networks.

Marthe Doka reviewed the experience of decentralisation programmes aiming to strengthen local institutions and community participation. An important lesson is that weak human capital (illiteracy, lack of education) excludes a large proportion of households and the majority of women from the exercise of power. Local institutions may become captured by local elites and traditional chiefs. The priorities emerging from this experience include:

- Take advantage of existing local structures as a point of anchorage to build more developed institutions.
- Strengthen human resources through technical training and education.
- Emphasise the role of local communities in decentralisation strategies.
- Pay attention to governance rules and democracy within local institutions, and the participation of vulnerable groups.

Summary of Working Groups

Case Study: Uganda

The emergence of the civil society movement in Uganda and its contribution to poverty reduction was described by [Kevin Akoyi Makokha](#). Civil society organisations have played an important role in poverty reduction, and have made a notable contribution to: (i) policy dialogue and the formulation of national development programmes, (ii) provision of services on their own account or under outcontracting arrangements on behalf of government, (iii) monitoring and evaluation of government policies and public expenditure, (iv) capacity building for local institutions, and (v) promoting civic education and informing people of their constitutional rights.

A number of important challenges for Ugandan civil society organisations were identified:

- Overcoming governance problems, especially in relation to leadership, policy-making and accountability to members.
- Developing management information systems to improve service delivery.
- Developing sustainable sources of finance, and reducing dependence on donor funds.
- Retaining well-qualified staff and investing in career development.
- Entering into more constructive partnerships with government for service delivery.
- More meaningful policy dialogue with government and stronger policy advocacy by civil society organisations.
- Improving coordination between different civil society organisations.
- Stronger partnerships between civil society organisations and donors. Donors need to show increased flexibility and willingness to fund innovations and strategic thinking. This requires a shift from project support to longer term programmatic funding.

Case study: Bolivia

[Erick Zeballos](#) discussed DFID's changing approach in Bolivia, which has shifted away from supporting projects towards more policy-level work. This has important implications for DFID's relations with civil society organisations. Although the project approach enabled close contact with the community and local level, one of its main disadvantages was the tendency to create local institutions that were not sustainable in organisational and financial terms, and were disconnected from national policy making. DFID's new approach aims to enhance civil society participation in national policy dialogue. This requires an emphasis on supporting the capacity of civil society organisations to better represent their own interests, and to strengthen their accountability and governance. In addition, attention must be given to creating the conditions for government-civil society dialogue recognising the diversity of actors and the continuous evolution of civil society. Donors must be able to act responsively and flexibly, working in partnership rather than assuming ownership. The ability to take risks and to adapt quickly to changing situations is important. It is also essential to strike a balance between engaging in high level policy processes and understanding the impact of policy on the ground.

Action Points

- 1) The rural poor are often outside of organised civil society. Donors should attempt to involve civil society organisations and the non-organised poor in development actions.
- 2) Donor support to governments and civil society is complementary, and needs to be provided at both the local and national levels. There is a need to promote closer engagement between civil society and government. Donors are well placed to play a mediating role to bring these two groups closer together.
- 3) Donors should fund both international and national NGOs. Consider possible tensions between international NGOs and national NGOs, especially where funding for the latter is channelled through the former.
- 4) Donor support to civil society organisations (technical assistance or funding) should be tailored to the types of organisation and the particular context.
- 5) Donor support should be: (i) flexible and open-minded, (ii) opportune and timely, and (iii) linked to poverty impact monitoring.
- 6) It is important to consider the impact of civil society organisations on poverty, not just in terms of improving participation.
- 7) Donors should aim to build capacity around existing organisations and their own agendas, rather than setting up new structures.
- 8) Donor support should be demand-led and should be provided on the basis of initiatives presented by civil society organisations. Work with existing organisations on the basis of their own agenda.
- 9) Donors should be aware of possible urban bias in funding civil society organisations.
- 10) 'Poverty reduction' is not always best achieved through 'capacity building of civil society'. There are

possible opportunity costs and trade-offs between the two, which has implications for donor support and funding.

- 11) Joint donor funding mechanisms at the national level should be developed to support civil society organisations. Ideally, there should be national ownership of these mechanisms.
- 12) Donors should identify procedural issues that are obstacles to supporting civil society organisations and joint donor work.
- 13) Donors should move towards a more genuine partnership relationship with civil society organisations, where they can be held more accountable and provide timelier funding.
- 14) Donors should learn from, analyse, replicate and scale up successes. There is a need to increase resources channelled through existing successful mechanisms.

10. Decentralised provision of rural services by the public and private sectors

Chair: Desiree Dietvorst (freelance consultant)

Panellists: Jim Harvey (DFID), Denis Loyer (AFD), Thomas Zeller (Swiss Cooperation), Vagn Mikkelsen (EC Bolivia), Jean-Francois Renard (CIRAD)

Working groups:

- 1) *Who finances? Who delivers? Local-central? Public-private?* (David Hoole, Oxford Policy Management)
- 2) *Innovative approaches to financing extension* (Thomas Zeller, Swiss Cooperation)

Summary of the panel discussion

[Jim Harvey](#) pointed out that despite the growing importance of decentralisation (especially in the context of PRSPs), there is a lack of empirical evidence on how to design successful decentralisation strategies that make service provision more pro-poor. We need to distinguish between *deconcentration* (services funded centrally and delivered by local branches of central ministries) and *devolution* (where local government has financial and technical autonomy over service delivery). Different approaches may be required for different services. For example, health and education services require strong central organisation to ensure quality standards, while agricultural and environmental services need local adaptation and hence should be more decentralised. Regional level administrations are often overlooked as an intermediary between central and local government, especially with regard to 'public good' issues such as animal health. A major weakness of public service provision is that it has been too supply-driven (e.g. the Training and Visit approach to extension). A major driver for decentralisation is its potential to respond to demand among service users, and to create institutional incentives for service providers to become more accountable to service users.

Thomas Zeller presented an analysis of experience with decentralised extension services carried out by the Swiss Centre for Agricultural Extension for the members of the "Neuchâtel Initiative". The study found that decentralisation of extension services is a noteworthy alternative to privatisation. Important conditions for success include a favourable policy environment, a real devolution of power,

and the strengthening of managerial capacity at decentralised levels. It is also essential to retain administrative capacity at central levels to accompany, monitor and regulate the process.

[Denis Loyer](#) stressed the critical role of service provision by stating that poverty can be viewed as a lack of access to services. He elaborated on the different categories of services ranging from basic social services (e.g. health and education) to more production-oriented services (e.g. agriculture and infrastructure). Delivery modes can vary from state provision to private sector delivery, but there are many intermediate and transitional modes of joint public-private service delivery. The speaker stressed the usefulness of decentralised approaches to natural resources management. He warned against overly hasty attempts to overhaul service delivery modes, which risks destroying pre-existing services. In some cases, experiments with service delivery reform have lowered existing levels of service provision. For example, in the case of cotton sector and tree crop sector reforms in west and central Africa, service provision has declined as a result of ill thought out privatisation.

[Vagn Mikkelsen](#) described the experience of Bolivia, where a fairly radical decentralisation policy has been implemented since 1994 that gives local government wide responsibilities for the provision of services, including rural roads, water supply, primary education and health. The process is quite advanced with a high degree of devolution of financial and political powers. Municipalities receive 20% of central government tax revenue, as well as a share of all HIPC II resources, local government taxes and local investment funds. In the case of the rural roads sub-sector several issues have emerged. High unit costs (related to low population densities) and a general lack of maintenance are critical problems. Participatory processes that have been intended to give a voice to the poor have often been taken over by locally powerful groups. The planning of rural roads needs guidance from central levels to ensure that it connects to main (trunk and secondary) road network. A clear lesson is that the role of central government in the decentralisation process should be clarified and strengthened.

[Jean-Francois Renard](#) highlighted five dualities in the livestock sector and their implications for service delivery, which demonstrate the need to avoid blueprint approaches to service delivery and decentralisation.

1. *Low potential versus high potential areas.* Most livestock rearing takes place in low potential areas, where it is often the only viable economic activity. Privatisation is more difficult in these marginal areas than in high potential areas.
2. *Subsistence versus commercial production.* The behaviour of the producer, which varies from minimising risk (subsistence systems) to maximising profit (commercial ventures), is a crucial determinant of the scope for privatisation and decentralisation.
3. *Globalisation versus self-sufficiency.* Marginal areas risk losing out from globalisation and strategies to promote exports.
4. *Long term versus immediate needs.* Demand-driven service provision in marginal areas may serve immediate production related needs at the cost of sustainable natural resource management.
5. *Technical versus social support.* In marginal areas investments in education and other social services tend to be overlooked.

Summary of Working Groups

Who finances? Who delivers? Local-central? Public-private?

[David Hoole](#) contrasted theories of service delivery with practical experience in Uganda. The presentation and the following discussion raised the following points:

- An inventory of who is currently providing what rural services and how they are financed provides a useful starting point for policy design. This should cover different institutions (i.e. public/ private/ NGOs/ communities) at different geographical levels (i.e. central/ local).
- The decision on who finances what and who should deliver services should be based on an assessment of market failure, social objectives, cost efficiency and an assessment of the capacity of public and private sector to deliver. These factors will vary on a case-by-case basis.
- In practice, it should be expected that the shift towards greater decentralisation and private service provision will be gradual and uneven. Some districts will move faster at decentralisation than others. There is likely to be a great diversity of approaches depending on institutional conditions and budgetary limitations. In many cases a mix of public and private funding and delivery is appropriate.
- There is a need to reorient publicly funded services towards client demand. New approaches are required to support the users of services to organise themselves and to influence how funds are spent. Voucher schemes are one example of how to put users in control.
- Reforms should be properly sequenced and accompanied by capacity building to support their implementation. There may need to be a series of transitional arrangements for service delivery during the reform process.
- Existing donor projects and programmes need to be aligned with the new strategy.
- The management of institutional reform should take account of potential conflicts of interest that may arise between the public and private sectors.
- There is a need to inform the policy debates and to garner best practice lessons on the basis of practical experience.

Innovative approaches to financing extension

This discussion led by [Thomas Zeller](#) raised the following points:

- Although privatisation is appropriate for some types of extension service, market forces do not serve the needs of remote areas and poor producers, and do not adequately address environmental concerns.
- While cost sharing is desirable for most types of extension service, experience has shown that beneficiary contributions (in general less than 20%) do not reduce the cost of services. Instead, cost sharing often acts to increase costs because clients demand a higher quality service, which creates additional costs for capacity building.
- Supply and demand side financing should be supported simultaneously. Demand (or user) side

financing promotes more effective service provision, but only when it is complemented by supply (or provider) side financing that allows service providers to respond to this demand.

- The privatisation of extension services does not guarantee high quality services. Successful privatisation requires certain pre-conditions, including an enabling policy framework and well-functioning producer organisations.
- Farmers should be closely involved in decision making on extension priorities, the allocation of funds and the organisation of extension delivery.
- There is a need to improve the quality of information made available by extension agencies, and to strengthen the effectiveness of knowledge dissemination.
- For decentralised extension to be successful it is important that central functions continue to be supported.
- Agricultural research priorities should be determined through decentralised processes and in close collaboration with farmers.
- Alternative approaches to extension need to be considered including farmer-to-farmer extension undertaken on a commercial basis (e.g. para-vets).

Action Points

- 1) Approaches to decentralisation and privatisation should be context-specific. There are no blueprints, and a diversity of approaches should be expected. Depending on the type of service and local conditions, different models of public and private financing and centralised and decentralised organisation will be appropriate. Decisions should be taken on the basis of an assessment of market failure, social objectives, cost efficiency and an assessment of the capacity of public and private sector to deliver.
- 2) Reforms should be properly sequenced and accompanied by capacity building to support their implementation.
- 3) It is important to continue to support central functions even where service provision has been decentralised.
- 4) Decentralisation and cost sharing will not reduce costs, but are a useful means to improve quality and relevance of services.
- 5) In order to make services more responsive, effective and appropriate there is a need to: (i) increase user participation in decision making, (ii) strengthen producer associations, (iii) create institutional incentives for service providers to become more accountable to users, (iv) where appropriate, encourage cost sharing between service providers and users, and (v) find mechanisms for putting resources at the disposal of service users (e.g. voucher schemes, Uganda extension system reforms).
- 6) Political commitment to decentralisation within developing countries is vital, but often lacking. Donors can assist by gathering more empirical evidence on successful models for decentralisation and privatisation and their impact on the poor.

11. How can land tenure reform contribute to poverty reduction?

Chair: Frits van der Wal (Ministry of Foreign Affairs, The Netherlands)

Panellists: Robin Palmer (OXFAM), Julian Quan (DFID), Christian Graefen (GTZ), Annelies Zoomers (CEDLA), Philippe Lavigne-Delville (GRET)

Working groups:

- 1) *Comparative case studies: Madagascar and Mali* (Philippe Lavigne-Delville, GRET)
- 2) *Land reform and poverty reduction: Lessons from Latin America* (Annelies Zoomers, CEDLA)

Summary of the panel discussion

A common theme running through all the presentations was that approaches to land tenure reform must reflect the diversity of local situations and complexity of land tenure systems. There was general agreement that land titling, the dominant donor approach, is only effective in certain situations. In many cases it has proven to be very costly, and has achieved limited coverage with a minimal impact on credit supply and investment. Examples were cited of how land titling and the liberalisation of land markets have sometimes acted to harm the poor by undermining established access rights. Speakers called for more diverse approaches tailored to local conditions based on thorough analysis and genuine participatory processes.

Christian Graefen provided a typology of four different situations that each require different land policies:

- 1) *Least Developed Countries with a large (mainly subsistence) agricultural sector.* Policy priorities: (i) ensuring more secure access to land, natural resources and common property, (ii) protecting secondary land use rights (e.g. gathering and herding), and (iii) resolving land use conflicts.
- 2) *Transformation economies with an increasingly commercialised agricultural sector.* Policy priorities: (i) land consolidation, (ii) privatisation of land tenure, (iii) ensuring a better allocation of land through the development of land markets, especially the rental market.
- 3) *Countries with a dualistic distribution of land ownership.* Policy priorities: (i) land redistribution, and (ii) land taxation.
- 4) *Peri-urban areas.* Policy priorities: (i) tenure security for informal settlers/squatting, (ii) strengthened land use planning, (iii) measures to tackle land speculation and corruption, and (iv) stronger enforcement of land laws.

Julian Quan pointed out that the importance of land issues is well recognised in theory, but in practice the issue has not been adequately addressed in PRSPs. Existing donor instruments (e.g. budget support and SWAPs) are ill-suited to tackling land reform, which by its nature is a complex, political and long-term process involving a wide range of sectors and stakeholders. The speaker argued that land tenure reform by itself does not necessarily reduce poverty, but must be linked to wider rural development policies to support production, services and market access. It is generally agreed that land tenure issues are too complex for any one donor to address. Donors therefore need to put greater emphasis on lesson learning and experience

sharing using networks such as the EU Land Task Force. Donors should combine small-scale piloting and learning-by-doing activities with a longer-term framework for support to land reform. It was recommended that EC and Member States' coordination efforts should be focused in a number of pilot countries.

Philippe Lavigne-Delville argued that support to family farming is the most effective way to increase production and revenues, and to fight rural poverty. This is not only a question of land, but also of markets and prices. The impact of land reform on poverty reduction will therefore depend on reforms in other areas. In West Africa the most pressing issues are to secure farmers' and herders' access rights to land, rather than privatisation or land redistribution. The speaker called for more decentralised and participatory processes in land tenure and management. A number of approaches to decentralised land management have been experimented with in different countries, (i) the mapping of existing land rights, (ii) codification of local practices in national law, (iii) the transfer of land and natural resource management responsibilities to local communities, and (iv) formalisation of land transactions. Although these approaches have not yet been fully developed, they provide a good basis for improving tenure security.

Robin Palmer focussed his presentation on the need for land redistribution in Southern Africa, which he contended would be good for growth, efficiency and poverty reduction. He argued that in some respects "Mugabe is right", in particular by drawing attention to colonial injustice and land expropriation, and the failed promises of former colonial powers to support land redistribution. While not seeking to defend the actions of Mugabe, the speaker suggested that the Zimbabwe situation has at least let the "genie of redistribution out of the bottle", and has concentrated people's minds in a way that nothing else could have done. Land redistribution is an issue that unites people across Southern Africa, and requires a more imaginative response from donors.

Annelies Zoomers also highlighted the political nature of the land tenure debate, which has often made it a taboo subject amongst donors. She suggested that donors need to become more involved in the political arguments as well as the technical debates. On the basis of experience in Latin America the speaker drew attention to several issues:

- Individual land titling is only useful in specific regions (usually high potential areas) where there is intense conflict over land and the costs of land surveys are not prohibitive.
- Market-assisted land redistribution (based on the provision of grants for land purchase) has been tried successfully in Colombia and Brazil.
- Well functioning land rental markets are often critical to ensure efficient land allocation and poverty reduction.
- Peri-urban areas are subject to intense land pressures and require effective land use planning.
- The lack of good statistics on land tenure makes it difficult to design policies and implement programmes.

Additional issues raised by speakers and the audience included the vulnerability of women's land rights, and the effects of HIV/AIDS on land access.

Summary of Working Groups

Comparative case studies: Madagascar and Mali

Two examples of countries that have pursued different approaches to the decentralisation of land management were presented by [Philippe Lavigne-Delville](#). Madagascar has witnessed an ambitious process of decentralisation driven by the concerns of the international community about the protection of the country's unique wildlife. Responsibilities for land and natural resource management are in the process of being devolved to local communities, who are signatories to a management contract with the government and local elected bodies. At the same time maps of local land rights are being created offering greater land tenure security at the village level.

In Mali decentralisation was driven by political events including the fall of the regime of Moussa Traore and the farmers' revolt in 1991. The process has been less complete than in Madagascar. Although new land laws have provided communal councils with a much stronger role in land management, much control remains in the hands of sectoral ministries. Furthermore, the process of land registration that is required to gain legal title has not yet been adapted to reflect the decentralisation process.

It was concluded that the impact on poverty in both countries has been limited because there has been little change in holdings of land assets. However, greater security of tenure helps rural people to avoid dispossession by outsiders. There may also be significant impacts in terms of giving local people greater control over natural resource management (e.g. profits from forestry).

Land reform and poverty reduction: Lessons from Latin America

This working group led by **Annelies Zoomers** focused on the disappointing experiences with land registration in the Southern Andes of Bolivia (a cadastre project near Sucre), and the problems that have occurred due to the high transaction costs and the specific characteristics of the population and local economy. It was shown that in such low-potential areas, land registration will not contribute to poverty alleviation, nor will it stimulate sustainable land use or economic growth. This experience was compared with the situation in the lowland area of Santa Cruz – Bolivia's core agricultural area – in order to assess the benefits of 'free' land markets. Attention was given to such questions as: Who are the main land dealers, and how do they behave? What are the main patterns of selling or purchase, and what factors determine the dynamics of land transfers? Because of the multifunctionality of land, which varies from place to place, from group to group, and from time to time, it is not realistic to expect the free functioning of land markets to lead to optimum results, in the sense of poverty alleviation, further agricultural development and/or environmental benefits. It was also found that the redistributive effects of land markets are relatively small.

Action Points

- 1) Individual land titling and the liberalisation of land markets are only effective in certain situations. There is sometimes a contradiction between liberalisation and poverty reduction, especially where there is a duality between the subsistence and commercial sectors.
- 2) Donors need to consider a broad range of options for land tenure reform (e.g. communal tenure, community management of common property resources, development of land rental markets, market-assisted land redistribution) and tailor their strategies to local conditions.
- 3) Donors need to engage more in the political aspects of land reform, including land redistribution.
- 4) Donors and governments should take more account of traditional land institutions and customary rights. Greater emphasis should be placed on decentralised and participatory approaches to land management.
- 5) There is a need to move from supply-driven to demand-led approaches to land reform. Before taking action it is necessary to identify problems clearly, and carry out stakeholder analysis. It is important that power structures, influences and different interests are understood. Civil society participation in the design of solutions is essential.
- 6) It is important to develop appropriate national fora and mechanisms for debate and negotiation on land issues including local communities, all levels of government and donors. Donors and governments need to communicate their policies more effectively to local populations.
- 7) Land tenure issues are too complex for any one donor to address. More collaborative multi-donor approaches are needed. Donors need to put greater emphasis on lesson learning and experience sharing using networks such as the EU Land Task Force. The EC and Member States should begin by coordinating their activities in a limited number of pilot countries.
- 8) Donors need to think long term about land reform and adopt flexible procedures. In addition, there is a need for small-scale piloting and learning-by-doing activities.
- 9) Land tenure reform by itself does not necessarily reduce poverty, but must be linked to wider rural development policies to support production, services, market access and sustainable natural resources management.
- 10) It is important to develop the capacity of land administration to carry out land reform. In particular, information and statistics on land tenure need to be improved.
- 11) New approaches for land use planning are required for peri-urban areas where the pressures on land are intense.

12. Financial services for poor people: what works?

Chair: Guy Petitpierre (Inter-Réseaux Développement Rural)

Panellists: Jennifer Isern (CGAP), Luc Lefevre (GRET), Marthe Doka (University of Niamey)

Working groups:

- 1) *Sustainability of financial institutions* (Hanns Martin Hagen, KfW)
- 2) *Comparing African and Asian experiences* (Jennifer Isern, CGAP)

Summary of the panel discussion

[Jennifer Isern](#) suggested that there is a new paradigm in rural finance that is reflected in the following trends:

- Less emphasis on using credit to promote technology and stimulate production, and more concern with the efficiency of rural financial intermediation.
- A move away from a supply-driven and targeted approach towards a more demand-led and client focused approach.
- An increasing focus on financial sustainability and a growing reluctance to offer subsidies.
- Less reliance on donor funding and an increasing attention to savings mobilisation and commercial sources of finance, such as institutional loans and equity.

In order to meet the financial service needs of poor households, rural financial institutions should consider product development in the areas of savings, appropriate loan products, microinsurance, rural finance, housing finance and remittances. Offering these additional financial products will require increasing management ability and careful design and product testing.

[Luc Lefevre](#) presented some lessons learned in the area of rural finance.

- Take account of the pre-existing rules, norms and social relations when developing new microfinance institutions.
- Rural finance is only suitable for certain groups of the rural poor, who are more economically active.
- Rural finance should not be targeted exclusively at the poorest of the poor, but should be made available to whole communities. It is important to take account of the indirect impacts of rural finance on the poor (e.g. local economic development and increased demand for labour).
- The sustainability of rural financial institutions depends not only on financial conditions, but also on social and legal factors.
- Microfinance operators should resist pressures to expand lending volumes and types of product too rapidly.
- Attention should be given to the governance structures of microfinance institutions, in particular the division of powers between members and staff.

- The need to improve the literacy of borrowers is often more important than providing training.
- Donors need to avoid contradictory and uncoordinated approaches, and should study successes and failures more systematically, invest in human resources, adopt a more long-term approach, address legal and governance issues, and adapt their procedures to the needs of microfinance operators.

[Marthe Doka](#) drew attention to the political dimensions of rural finance, and the difficulty of ensuring access for the poorest. In the case of Niger, agricultural credit has often been subject to political interference, and participation by the poor has been minimal. The experience of many microfinance projects has also been that locally powerful individuals often assume control. An example was described of a successful savings and credit project in Niger based on the traditional *tontine* that aims to strengthen the capacity of women's groups to manage and control their own funds. The presenter concluded that donors and governments should support approaches to rural finance that are anchored in local cultural conditions and foster community ownership.

Summary of Working Groups

Sustainability of financial institutions

[Hanns Martin Hagen](#) provided a definition of a sustainable rural financial institution, and presented a number of "prerequisites" for sustainability: (i) a lasting commitment to the rural poor, (ii) appropriate credit technology and financial products, (iii) financial self-sufficiency, and (iv) a will to improve efficiency. He presented the objectives, instruments and geographical coverage of KfW support to microfinance, and synthesised lessons learned on the basis of two examples of projects in Mali and Georgia. He stated in conclusion that even financial institutions that focus solely on the rural poor can attain sustainability so long as they meet the "prerequisites". Donors can foster sustainability by providing technical assistance packages, funding the start-up phase, or by taking an active role as a shareholder.

Comparing African and Asian experiences

[Jennifer Isern](#) began her presentation with a comparison of rural finance in Africa and Asia. Whereas in Asia there are some large institutions with millions of clients, in Africa small and medium-sized institutions predominate, rural population densities are lower and transactions costs tend to be higher. There are also similarities between the two continents, including the growing number of successful institutions serving rural clients, the increasing competition in some countries that is encouraging financial institutions to enter new underserved markets, the diversification of financial products, and the increasing attention of bank regulators given to the microfinance sector. A number of new ideas coming from financial institutions in Africa and Asia were presented, including service delivery through existing infrastructure (retail shops, supplier credit, post offices, etc), mobile offices, smart cards and farmer credit cards, and client information systems. The problem of serving remote and marginal areas was seen as one of the greatest challenges for rural finance.

Discussion

There were several key points, which were frequently returned to during the discussions: (i) the danger of forgetting the needs of the poor, (ii) the importance of addressing efficiency issues so that resources reach the poor instead of being absorbed in the functioning of the institution, (iii) a concern that donor interest in microfinance appears to be waning (has the fashion passed?), and (iv) the need for an ethical code on rural finance to be adopted by donors to improve coordination and avoid donor competition.

Action points

- 1) A new paradigm on rural finance is emerging that should be encouraged. This includes:
 - A shift in focus from 'projects' to the development of 'finance institutions'.
 - An increasing focus on demand-led approaches that address the needs of 'clients'.
 - A wider diversity and flexibility of rural finance instruments.
 - A shift from subsidised interest rates towards market-determined rates.
 - A move towards smaller loans appropriate to the needs of rural clients.
- 2) It is important to achieve an appropriate balance between outreach and development objectives and financial and institutional sustainability.
- 3) Subsidies for rural finance should be directed exclusively at the provision of public goods and essential services in remote areas.
- 4) Approaches should be broadened beyond agriculture to include financing the 'rural space'.
- 5) The enabling environment and legal framework are important for the functioning of rural financial markets and institutions.
- 6) Approaches to rural finance need to be developed in the context of national strategies and sector plans.
- 7) It is preferable to support existing finance institutions rather than trying to create new ones.
- 8) There is a need to promote support services and capacity building of clients through training and 'practical learning platforms'.
- 9) More information and greater transparency on the costs and poverty focus of rural finance institutions is required.
- 10) Donor commitment to rural finance is unclear. Ideally, donors should adopt a long term approach to supporting rural finance.
- 11) Donors should consider promoting an 'ethical code' on rural finance.
- 12) There is a need to increase donor coordination within countries, and ensure greater policy coherence between different donors.

13. How to make agricultural research more pro-poor?

Chairs: Alex Duncan and Philippe Vialatte

Panellists: Philippe Vialatte (EC), Romano Kiome (KARI, Kenya), Daniel Deybe (CIRAD), Donal Brown (DFID)

Working Groups:

- 1) *Global public and private goods* (Alex Duncan, Oxford Policy Management)
- 2) *How to make national agricultural research systems more effective and focussed on rural poverty* (Romano Kiome, KARI Kenya)

Summary of the panel discussion

[Philippe Vialatte](#) focussed on the need to support agricultural research at three different levels: international, regional and local. He made several suggestions based on EC policy and the European Initiative for Agricultural Research for Development:

- Ensure greater synergy between national, regional and global research institutions.
- Strengthen civil society and private sector participation in research.
- Focus EC support and research activities on research activities of trans-boundary interest and their coordination at the sub-regional level. The speaker presented a new concept to link support to sub-regional organisations and research networks with a competitive fund.

[Romano Kiome](#) emphasised the need for poverty mapping and analysis to support the development of pro-poor research agricultural strategies. He outlined some best practices in agricultural research including: (i) poverty targeted research programmes, (ii) partnerships between International Agricultural Research Institutes and National Agricultural Research Systems, (iii) linkages between research and extension, (iv) farmers' participation, and (v) market orientation. The presentation addressed the question of how to achieve a poverty-focussed research agenda, and emphasised two elements: (i) information flows relating to demand from poor farmers, and (ii) responses from services providers and supporting agencies.

[Daniel Deybe](#) considered which aspects of agricultural research are likely to have the greatest impact on poverty:

- Problem identification based on analysis and interaction with farmers.
- Avoiding input-intensive and market-dependent approaches.
- Moving away from technology transfer approaches to mutual knowledge-sharing between researchers and farmers.
- Technologies and practices to support sustainable natural resources management.
- Reducing post-harvest losses and promoting value-adding transformations (processing).
- Linking research policies with a wider range of rural development policies.

Donal Brown addressed several issues including:

- Research priorities often favour production over poverty reduction.
- There are many aspects of poverty that need to be analysed and understood including: livelihood dimensions, the importance of vulnerability, the feminisation of poverty, rural/urban inequalities and marginal areas.
- What constitutes pro-poor agricultural research? The poor often prioritise issues of policy, institutions and governance above technology. Low technology, adaptive research may be as important as high science.
- What actions and changes are needed to ensure that research systems can deliver? The speaker drew attention to the importance of knowledge management, research dissemination, incentives for pro-poor research, public-private partnerships, the need to clarify the role of government, and new funding instruments, such as competitive funds.

Summary of Working Groups

1) Global public and private goods

Alex Duncan considered how globalisation is changing the nature of the public/private relationships that underlie agricultural development and agricultural research. He concluded that private sector research will continue to expand, and there will be a growing need for the provision of global public goods. This raises new questions for the management and funding of agricultural research, in particular the need for public sector agencies to find new ways of working with the private sector.

2) How to make national agricultural research systems more effective and focussed on rural poverty.

Romano Kiome discussed the importance of effective and poverty focussed agricultural research systems using examples from the Kenya Agricultural Research Institute (KARI). He described the institutional reform process at KARI, including staff rationalisation, reduced dependence of expatriates, capacity building, a shift in research priorities towards adaptive research and research dissemination, and the introduction of changed working practices and management systems. He concluded that agricultural research is central to rural development, and that it offers high returns to investment, as well as opportunities for poverty reduction. With appropriate reforms and policy support, research can be highly effective and efficient, but long-term commitment by governments and donors is imperative.

Discussion

In a lively closing discussion, many views and points were expressed, not all commanding consensus. These related to (i) contextual issues (risks and vulnerabilities arising from globalisation and falling commodity prices), (ii) setting the research agenda (productivity of poverty reduction objectives), (iii) governance of agricultural research institutions, (iv) public goods (the accessibility of technology to the poor, global governance, and new public/private relationships), and (v) research management (linking international, regional, national and local research, capacity-building and financing needs).

Action points

- 1) Publicly funded agricultural research should focus on the provision of pro-poor public goods and the impacts of globalisation on the poor.
- 2) There is a need for more policy research, in addition to research on technical topics. Donors should support capacity building for policy research, especially in developing countries.
- 3) Donors should seek to enhance the status of development research by promoting academic research chairs in developed and developing countries.
- 4) Research partnerships are required to bridge the gap between public and private research. Public-private partnerships should aim to broaden participation in research, promote information sharing, support pro-poor research and make more effective use of resources.
- 5) Donors should coordinate their agricultural research strategies more closely by exchanging information and sharing views. EU donors need to harmonise their approach towards promoting change and reorientation in the CG centres.
- 6) Donors should adopt the following funding priorities for agricultural research:
 - Maintain or increase level of funding.
 - Introduce competitive funds where there is capacity for real competition.
 - Provide longer term funding.
 - Ensure a suitable balance between international, regional and national research funding, and between strategic and adaptive research in a way that is coordinated with other donors.
- 7) National Agricultural Research Systems (NARS) play an essential role and must be supported in the long term. The main priorities for the development of NARS include developing physical and human capacity, decentralisation, promoting adaptive research and ensuring stable funding.
- 8) All stakeholder groups should participate in the process of setting research priorities. In determining priorities it is important to disaggregate between different groups of the poor.
- 9) Implementation is not the final stage of the research process, but should be followed by evaluation and lesson learning. Research should be seen as a continual and iterative process.

14. How to promote the non-farm rural economy?

Chair: Hubertus Zimmer (European Commission)

Panellists: Christian Henckes (GTZ), Simon Croxton (DFID India), Peter Hazell (IFPRI), Christian Fusillier (IRAM)

Working groups:

- 1) *Case study: Mali* (Ingrid Müller-Neuhof, GTZ)
- 2) *Case study: Madagascar* (Vincent Durruty, CITE)

Summary of the panel discussion

All of the presenters stressed the importance of the rural non-farm economy (RNFE), which typically accounts for 35-40% of income in rural areas in developing countries. RNFE is especially important to the rural poor, in particular the landless and near-landless. It encompasses a diverse range of economic activities, in particular services. There was general agreement that the performance of the RNFE sector is closely linked to the agricultural sector, which is the main source of demand.

[Christian Henckes](#) began his presentation by questioning whether it makes sense to separate the non-farm and the farm economy since most activities in the rural space are closely linked to agriculture. He suggested that it is more useful to discuss the rural economy in a broader sense, and to focus interventions on linkages in the product chain. He presented a number of tools for the analysis of local and regional economic development, including participatory analysis of competitive advantage (PACA), cluster development and regional resource inventory. Among many proposals for supporting the development of the rural economy, the speaker highlighted the importance of (i) fostering public-private sector cooperation, (ii) integrating different investment strategies and instruments at different levels (macro, meso and micro), and (iii) sequencing interventions (starting with the creation of an enabling environment, and later providing concrete support for business development, agricultural extension and micro finance.)

[Simon Croxton](#) called for the rural non-farm sector to be taken more seriously in development strategies. However, this should not be at the expense of agriculture, which provides the basis for local economic growth. He suggested that RNFE benefits the poorest and low skilled, as well the more educated. A two track approach is needed to develop opportunities for both these groups. It was recommended that support for RNFE development should be based on a careful analysis of the constraints the sector faces, which include a range of labour, credit and product market failures, as well as infrastructure constraints and lack of skills.

[Peter Hazell](#) showed how the potential for RNFE varies in different regions. In resource-poor regions the prospects are often bleak and depend on external markets (e.g. labour migration and crafts). In regions with unexploited potential, investment in the production of local tradables (e.g. agriculture) should be prioritised to generate local demand for non-farm products. In dynamic regions with growing markets RNFE provides many investment opportunities, but not always for the poor. Investments that help poor people access new non-farm opportunities are likely to have their greatest payoffs in dynamic regions. He recommended following a three step process to determine suitable interventions to support RNFE: (i) assess the

regional context, (ii) conduct supply-chain analysis to identify bottlenecks affecting many firms, and (iii) build flexible institutional coalitions to deliver interventions, rather than creating expensive new bureaucracies.

[Christian Fusillier](#) presented experience of establishing service centres to support farmers and rural entrepreneurs. He noted that service centres have been particularly successful in West Africa, where they have provided a range of services, including advice on management, commercialisation, market information and support to marketing negotiations. The financial viability of the centres depends on the quality of services provided and their ability to recover costs from users. He emphasised the importance of an enabling legal and economic environment (in particular, access to credit, to equipment and to information) for the development of farm and non-farm activities in rural areas.

Summary of Working Groups

Case study: Mali

[Ingrid Müller-Neuhof](#) presented experiences of a project supporting the National Association of Artisans in Mali (FNAM) to offer demand-driven services and to support members' interests. The main impacts so far have been better access to relevant information and services, and greater self-confidence and social empowerment among the members. Incomes have increased slightly, although there has been little impact on employment generation. FNAM has participated in policy dialogue on developing a legal framework for the artisan sector.

Key success factors have been that the services provided are member-driven, limited to a certain number of priority areas, and are based on market analysis. A critical issue is the economic viability of the organisation, which still depends on donor funding to meet 40% of its costs. There is a need to identify additional sources of income for the organisation, and to invest in skills development for staff. Donor funded advisory support on organisational development, enterprise promotion and change management should also be considered.

Case study: Madagascar

[Vincent Durruty](#) presented experiences from a project (CITE) in Madagascar that provides information and business advisory services to small enterprises. The project has established centres in several secondary towns and larger urban centres, and reports a high visit rate and considerable demand for its services. Although reliant on donor funding, the centres have increased the number of paying users allowing them to cover nearly a quarter of their costs. Key success factors have been the visibility of the centres (located close to markets or on commercial streets), the quality and simplicity of available information, and the close involvement of local partners (communes and professional associations).

Discussion

Following the presentations there was a wide ranging discussion that covered the following issues:

- The need to consider the role of the urban economy and its linkages to RNFE. Small secondary towns were considered to be an important point of entry in developing the rural non-farm economy.

- The links between RNFE and the restructuring of the agrarian economy. RNFE often develops as a result of reduced opportunities in the agricultural sector.
- The need to analyse and address the constraints to the growth of microenterprises. Many businesses have difficulties expanding beyond the household level.
- The importance of investing in RNFE development in low potential areas. This requires policy makers to identify which tradable goods can be promoted in low potential areas, and actions to link production to outside markets.
- The role of enterprise clusters in the development of RNFE, and the issue of how public and private sector institutions should promote cluster development.
- The importance of the informal sector in RNFE, and the need to adapt support strategies to the needs of the informal sector.
- The gender dimension of RNFE. Women play a key role, but the availability of their labour is constrained by domestic and farming responsibilities.
- The importance of migration (both short and long term) in the development of RNFE, and the appropriate policy response in the areas of transport policy, settlement policy, remittance management etc.
- The question of which institutions should take responsibility for the development of RNFE was hotly debated, and there was little consensus. While some participants called for institution building and capacity strengthening (especially at local government level), others warned against creating new bureaucracies and emphasised the importance of building flexible institutional coalitions (public/private) in order to respond to different opportunities and conditions as they arise.

Action points

- 1) More attention should be given to the rural non-farm economy in poverty reduction strategies.
- 2) Assistance strategies should focus on:
 - Creating an enabling policy and legal environment for small enterprises.
 - Addressing market failures (in particular in credit markets), and infrastructure constraints.
 - Providing carefully targeted technical services (e.g. business development advice and information services).
 - Developing skills (through education and training in business and management skills).
- 3) Promote public-private partnerships to deliver RNFE interventions.
- 4) Different strategies for RNFE development are required in different geographical settings: (i) low potential areas, (ii) areas with unexploited potential, and (iii) dynamic regions with growing markets. Further analytical work at the sub-national level is required to identify appropriate strategies and suitable products for different regions.
- 5) There are strong social and environmental reasons to promote RNFE in low potential areas. Donors and governments need to identify which products can be promoted in these areas, and strengthen linkages with outside markets.
- 6) Small secondary towns are an important entry point for the development of RNFE, and should be a focus of assistance strategies.
- 7) Assistance strategies should promote enterprise clusters as a means to:
 - Create linkages between enterprises and promote sub-contracting.
 - Reduce transactions costs.
 - Improve quality and enhance product development.
- 8) Avoid creating new institutions for RNFE development, and where possible build the capacity of existing institutions (e.g. self-help groups, professional organisations).
- 9) Donor support should be flexible, long-term and targeted on a limited number of interventions.

15. Sustainable natural resources management: top-down and bottom up

Chair: Peter Bazeley (DFID)

Panellists: Abigail Fallo (CIRAD), Nils Meyer (KfW), Laurent Bonneau (French Ministry of Foreign Affairs), Kevin Cleaver (World Bank), Neil MacPherson (DFID)

Working groups:

- 1) *Mainstreaming environmental issues into rural development strategies*
(Jan Joost Kessler, AIDEnvironment Amsterdam)
- 2) *Case Study: Protected areas and community participation* (Rolf Mack, GTZ)

Summary of the panel discussion

Several of the panellists commented that sustainable natural resource management is a cross-cutting issue that is relevant to many other themes addressed by the rural forum. Many participants in the session supported the view that natural resources management should not be treated as a separate issue to be added on to the development agenda, but that it should be brought into the centre of development strategies because of its key role in supporting rural livelihoods and poverty reduction.

[Abigail Fallo](#) commented that sustainable natural resources management requires both top-down and bottom-up approaches. Bottom-up approaches are essential to take account of the diversity of local situations, and the specificity of local institutions and knowledge. However, top-down approaches are also crucial in order to decide on policy, allocate resources, and to consider interconnections between sectors and markets. Information on prices and the other elements of the incentive system of an economy is central to problem of linking top-down and bottom-up approaches. This should include analysis of preferences and market mechanisms giving rise to environmental valuations.

[Nils Meyer](#) suggested some best practice lessons emerging from development cooperation programmes. He emphasised that it is often important to start with pilot projects to test, adapt, prove and develop new approaches, rather than attempting to develop large programmes and sector-wide approaches at the outset. He identified many examples of promising new technologies and institutional approaches that merit further development, including

biodiversity trust funds, private sector support, transboundary natural resource management, agrobiodiversity, small farmer afforestation, social forestry, forest certification, carbon credits, maintenance funds for soil and water conservation (e.g. India), integrated water resources management, biomass and biogas energy sources and photovoltaics.

Laurent Bonneau identified several shortcomings in donor approaches to natural resource management:

- The multiplication of different approaches (desertification, biodiversity, sustainable development, poverty reduction etc.) resulting in confusion and incoherence.
- Conceptual differences between donors and lack of coordination.
- Narrow sectoral approaches that do not address the cross-cutting nature of natural resource management problems.
- Neglect of local capacity building and institutional reform issues.
- An excessive number of financing instruments, and funding that is too short term.

The presenter identified some positive developments including: (i) a gradual evolution towards multidisciplinary approaches to natural resources management based on the three pillars of sustainable development, (ii) an increasing recognition of global public goods and the debate on how they should be financed, (iii) the progressive integration of natural resource management in the structure of donor agencies, and (iv) public-private partnerships.

Kevin Cleaver described how the World Bank is addressing natural management issues in practice. Its approach is based on an ecosystem management framework that attempts to balance agricultural productivity goals with the long term sustainable management of natural resources and the needs of rural communities. Several examples of World Bank initiatives to promote sustainable agricultural production systems were presented in the areas of Integrated Pest Management, Integrated Nutrient Management, conservation tillage, biosafety, building inclusive resource user organisations, deriving commercial benefits from environmentally sensitive agriculture and combining indigenous knowledge with modern science and technology.

Neil MacPherson emphasised the importance of achieving policy coherence between trade, environment and development. He argued that national and local efforts to support sustainable natural resource management will only have a piecemeal impact until coherence is achieved in the wider policy framework. Two examples of policy incoherence were discussed: (i) the lack of EU legislation to prevent imports of illegal timber, and (ii) the impact of EU fisheries agreements on local fisheries resources, nutrition and livelihoods in developing countries.

Summary of Working Groups

Mainstreaming environmental issues into rural development strategies

Jan Joost Kessler presented some key elements of an approach to environmental mainstreaming based on practical experiences with Strategic Environmental Analysis (SEAN) in several countries:

- There is need to support and apply tools that can help integrate environmental issues as early as possible in the planning process. At present environmental issues are often tackled at a late stage in a reactive way (e.g. Environmental Impact Assessment).
- A concern with the environment needs to be built into all sectors, and the organisational and incentive structures of institutions, instead of treating environment as a separate sector.
- Environmental monitoring needs to be strengthened to provide better information for policy making and planning.
- There is a need for more open, participatory and collaborative processes for environmental planning and programme implementation, including government, business and the community.
- Strategic Environmental Analysis (SEAN) provides a methodology to support these changes.
- The experiences with SEAN show that rural stakeholders place great importance on natural resource management, which they view as the basis of their livelihoods and the focus of development.
- There are better opportunities for mainstreaming environmental issues at micro and meso levels than at the national level. There are good prospects to link environmental planning and management to decentralisation processes.

Protected areas and community participation – Case study from Benin

This discussion led by **Rolf Mack** raised the following key points:

- Greater and more sustainable finance is required for protected areas. This could be achieved by linking budget support to conditions on the management of protected areas, increasing the Global Environment Facility, and looking for new sources of finance (e.g. market mechanisms and private sector finance).
- Supporting rural livelihoods in protected areas is essential for sustainable natural resource management. Experience of community-based management approaches needs to be developed and shared.
- Partnerships need to be promoted between the public and private sectors, companies and communities.
- Institutional reform is required to ensure cross-sectoral coordination, to define clearer and more coherent rules and responsibilities, and to promote decentralisation.
- There is a need for more consistent donor policies and improved donor coordination.

Action Points

- 1) Natural resource management is a cross-cutting issue that should be integrated across all sectors. There is need to emphasise pro-active approaches (integration at early phases of decision-making) as compared to reactive approaches, such as EIA.
- 2) In many countries natural resources management issues need to be brought to the centre of national development strategies. Many PRSPs neglect natural resource management issues.
- 3) The North should be willing to match the value it places on the environment and biodiversity with greater funding for natural resource management in the South.
- 4) Better information on the true value of natural resources is required to improve the quality of decision-making and development planning. These values are by nature relative to the value of other goods and resources, and reflect social priorities.
- 5) Actions to promote sustainable natural resource management need to be taken at the lowest appropriate level according to the principle of subsidiarity. It will often be necessary to strengthen local institutions to fulfil these roles. There are good opportunities to link natural resource management to decentralisation processes and capacity building of local governments. There are tools available to do so, and experiences to learn from.
- 6) Institutional reform is required within agencies to ensure that they can address environmental problems in a more coherent and coordinated manner at strategic and operational levels.
- 7) The European Commission and Member States should address areas of incoherence between environment, trade and development policies. There are still many examples of policy incoherence (e.g. in the fisheries and forestry sectors).

16. Agriculture SWAPs³: how to make them work better?

Chair: Thomas Zeller (Swiss cooperation)

Panellists: Albert Engel (GTZ), Jørgen Henriksen (DANIDA), Anthony Mwanaumo (consultant), Desiree Dietvorst (consultant), Philip Mikos (EC)

Summary of the panel discussion

[Albert Engel](#) addressed the question of whether the Sector Wide Approach (SWAP) can be successfully applied to agriculture. He suggested that there have been some important achievements, including improved donor coordination and the development of single policy and expenditure frameworks for the agricultural sector in the place of numerous, disconnected projects. However, two major problems have been experienced:

- Agriculture SWAPs entail a shift of responsibilities from the public to the private sector. Agriculture ministries in charge of SWAPs have been reluctant to implement these reforms because they are the main losers.
- Agriculture SWAPs are focussed on the development of a single sector. They cannot easily address cross-sectoral issues that are important in achieving broad based rural growth and poverty reduction.

In order to address the second problem it was suggested that agriculture SWAPs must be coordinated with programmes in other sectors. It was argued that this is best achieved at the local level by giving local governments the mandate and capacity to coordinate the activities of different sector programmes on the ground. Examples of this approach in Ghana and South Africa were cited.

[Jørgen Henriksen](#) commented that in the experience of DANIDA, it has proven difficult to support the development of the private sector through agriculture SWAPs, which focus on the expenditures and policies of the public sector alone. He argued that government priorities may differ from the goals of private stakeholders in the agricultural sector. For example, the private sector aims to maximise profits, while the public sector may be more interested low food prices and raising tax revenues. It was recommended that SWAPs should more clearly define the role of government, and should aim to reorient resources from the public to the private sector. In addition, it was suggested that structures should be established to facilitate policy dialogue between stakeholders in the public and the private sector.

[Anthony Mwanaumo](#) presented an example from Zambia of how such dialogue and consultation can be organised in support of agriculture SWAPs. Zambia has established an Agricultural Consultative Forum consisting of stakeholder groups and a Secretariat. The forum provides a mechanism to represent stakeholder groups and to feed their viewpoints into government policy making, as well as to facilitate networking and information sharing between members. According to the presenter, there have been notable achievements in terms of enhancing ownership, making development strategies more demand-driven, designing a successor programme to the Zambia ASIP, formulating the agricultural component of the PRSP, securing a threefold increase in government spending for the agricultural sector, and strengthening the advocacy role of NGOs.

[Desiree Dietvorst](#) drew attention to the adverse effects in remote areas of the policy reforms included in agriculture SWAPs. While privatisation may be desirable in more accessible areas, the withdrawal of public services in remote areas often leaves a service gap that the private sector may be unable to fill. She recommended introducing a geographical dimension into the design of policy reforms, and called for innovative public/ private partnerships for the delivery of services taking greater account of area specific needs and potentials.

She also argued that a major weakness of agriculture SWAPs has been the top-down nature of planning and budgeting, and the failure to make services more demand-driven. It was recommended to reserve a portion of SWAP budgets for locally defined priorities identified on the basis of grassroots participation. These funds should not necessarily be managed by the public sector, and

³ The sector-wide approach (SWAP) is a mechanism by which governments and donors can support the development of a sector in an integrated fashion through a single sector policy and public expenditure programme under government leadership. SWAPs are best viewed as a gradual process with the eventual aim of replacing project aid with a single public expenditure programme for the sector, developing common donor procedures and channelling an increasing proportion of donor funds through the government budget.

alternative arrangements, such as community managed trust funds should be explored.

Philip Mikos made a number of points to conclude the panel presentations:

- The policy and institutional reforms sponsored by agriculture SWAPs are only likely to be successful if there is a strong political drive from within government (e.g. budgetary pressures imposed by the Ministry of Finance).
- Donors should facilitate reforms by supporting long-term change management with the aim of building support for change amongst civil servants.
- Donor financing for SWAPs should be linked to thorough performance assessment. Impact monitoring is a crucial aspect of SWAPs that is often lacking.
- SWAPs require NGOs to work more closely with government, to align themselves with the government's policy framework, and to work in partnership with government for the delivery of services (e.g. through out-contracting arrangements) when carrying out activities which fall under the remit of Government. In parallel, a major focus of NGO work should be to build the capacity of communities and associations to engage effectively in SWAP design, implementation and monitoring.
- Capacity building is required at the local level in order to enhance the role of local government in agriculture SWAPs.
- Agriculture SWAPs should not attempt to include activities beyond the remit of the Ministry of Agriculture (e.g. land reform and rural credit) until policy and institutional reforms are implemented.

Discussion

Several issues were discussed in the concluding discussion:

- Clarification of the definition of SWAPs. It was understood that SWAPs are restricted to public spending in the agricultural sector.
- The possibility of providing direct support for private sector development (e.g. to support farmers unions) as a complementary approach to SWAPs.
- Examples of innovative public-private partnerships, such as the contracting-out of vaccination services to private veterinarians in Zambia.
- The importance of identifying local champions of change processes and reform, and the role of donors in supporting them.
- The need for donors to identify their particular comparative advantage in supporting SWAPs, and to move progressively towards budgetary aid.

Action Points

- 1) Develop mechanisms for the coordination of different sector programmes at the local level. Provide local government with the mandate and capacity to take on this coordination function.
- 2) Establish structures to facilitate policy dialogue between stakeholder groups in the public and private sectors.
- 3) Introduce a geographical dimension into the design of policy reforms, and promote innovative public/ private

partnerships for the delivery of services taking greater account of area specific needs and potentials.

- 4) Set aside a portion of SWAP budgets for locally defined priorities identified at the local level on the basis of grassroots participation.
- 5) Explore options for the management of some parts of the SWAP budget by non-state actors (e.g. community managed trust funds).
- 6) Consider complementary approaches to SWAPs to provide direct support for private sector development.
- 7) Encourage partnerships between governments and NGOs for the implementation of SWAPs.
- 8) Strengthen the impact monitoring of agriculture SWAPs.
- 9) Recognise that the drive for reform must come from within countries. Work strategically to nurture internally driven change through policy dialogue, change management processes, and support to pro-reform elements within government (champions of change).

17. How to engage with public expenditure processes for rural development?

Chair: Philippe Vialatte (European Commission)

Presenters: David Hoole (Oxford Policy Management), Janet Bitegeko (Ministry of Agriculture and Food Security, Tanzania)

Summary

This session was organised as a workshop beginning with two introductory presentations.

David Hoole discussed the trend in aid delivery away from project aid to budget support. The essential characteristic of budget support is that donor funds are provided to the government budget using the government's own allocation, procurement and accounting systems. The growing use of budget support reflects the increasing dissatisfaction with the results of project aid, which has tended to work outside of government systems by creating separate arrangements for budget planning, accounting, procurement and performance management. Not only did this miss opportunities to strengthen government systems, but it also undermined them by creating parallel structures. The following potential advantages of budget support were noted: (i) lowered transactions costs for aid delivery, (ii) allowing clearer government decision making on expenditure priorities by bringing all external resources into the domestic budget, (iii) increasing the predictability of aid (budget support commitments tend to be multi-year), (iv) focusing attention on public sector performance and accountability, and (v) creating a stronger basis for policy dialogue between donors and government.

Mr Hoole noted that there are situations where projects continue to be the most appropriate form of aid delivery. These include large scale capital investments, actions targeted at the maintenance of environmental and international public goods, and innovative pilot activities in the public, private, NGO or community-based sectors. Budget support is only appropriate where there are high standards of governance and public expenditure management.

He concluded that the shift towards budget support has important implications for donor advisers and officials in developing countries. Responsibilities are moving away from the design and management of projects towards setting policy objectives and associated budget outputs and outcomes. Donor advisors and ministry officials need to be brought more on board with PRSP processes, sector budgeting and public expenditure reviews. Rural development advisors can play a key role in the process; in particular by bringing a multisectoral perspective (e.g. rural livelihoods approaches) into budget planning.

Janet Bitegeko described key trends in the management of public expenditure and external aid in Tanzania. Although project funding continues to be important, there has been a shift towards budgetary support in the form of general budget support (referred to as Poverty Reduction Budget Support) and sectoral budget support (basket funds for health and primary education). The Sector Wide Approach (SWAP) has been introduced in the health and education sectors, and an agriculture SWAP is under preparation. In addition, joint donor funding of projects and programmes is becoming more common.

Janet Bitegeko identified several requirements for the efficient management of public expenditure and development aid.

- Government must take the lead in coordinating donor support and developing policy priorities, strategic frameworks and implementation mechanisms.
- An effective framework for data reporting and analysis is required.
- Government should invite civil society participation in developing national policies, strategies and priorities.
- Government must rationalise and prioritise expenditures in line with stated priorities and resource availability.
- Improvements in standards of public financial management are required, in particular transparency in procurement, auditing and expenditure reporting.
- Aid should increasingly be provided in an untied form with reduced reliance on external technical assistance and more attention to domestic capacity building.
- Donors should provide more timely disbursements and respond to exogenous shocks.

It was concluded that some progress has been made in these areas in Tanzania, but that further work is required to:

- Ensure sustainable financing for priority areas of the national budget, and to provide more predictable donor support.
- Integrate all external resources in the government budget.
- Improve communication between donors and government to improve information on aid delivery.
- Disburse donor funds more rapidly.
- Strengthen policy dialogue between donors and government.
- Link aid disbursements to progress in poverty reduction.

Group Discussion

After the presentations there was a wide-ranging discussion on public expenditure management issues covering the following themes:

- How to link budget support to technical assistance and policy advice?
- The implications of the shift towards general budgetary support for staffing and human resource development in the country offices of donor agencies.
- The timing of the delivery of budget support in the financial year.
- The importance of strong donor coordination to underpin budget support.
- The process of translating the priorities of PRSPs into the budget.
- The implications of decentralisation policies for local taxation.
- The need to improve transparency and accountability in relation to the transfer of funds from central government to local authorities.
- The impact of aid inflows on the exchange rate ('Dutch Disease'), and mechanisms to sterilise inflows.

18. Donor coordination in the field and partnerships with government

Chair: Edward Heinemann (IFAD)

Panellists: Jean-Martin Kambiré (Ministry of Agriculture, Burkina Faso), Marten de Boer (Netherlands Embassy, Bolivia), Philippe Remy (French Embassy, Côte d'Ivoire), Ben Davies (DFID Cambodia), Kevin Cleaver (World Bank)

Summary of the panel discussion

There was general agreement on the need for improved donor coordination and strengthened partnerships with governments in order to:

- Avoid duplication and contradictory actions, promote complementarity and synergy in interventions, and ensure coherence with national policies.
- Create conditions for stronger ownership of development programmes by national institutions.
- Share experience on best practice and improve the quality of donor support.
- Rationalise the use of scarce human and financial resources to reduce the administrative costs to governments of doing business with the donor community.

Yet it was also recognised that there exist many obstacles to improved coordination. As one participant put it: "donor coordination is like mother's milk and apple pie: we all believe it's a good thing; yet none of us want to be coordinated by anyone else".

The main obstacles to improved donor coordination identified by the panellists included:

- Different donor mandates, priorities, approaches, financing instruments and internal procedures.
- Different donor cultures and competition between donors.

- Lack of coordination within donor agencies between departments and between headquarters and the field.
- The need for donors to sustain a high profile and visibility (“flag planting”).
- Varying political and economic interests of different donor countries.

A key point, emphasised by panellists and participants, is the importance of host governments playing an active role in promoting the effective coordination of donor activities. [Jean-Martin Kambiré](#) drew attention to the weakness of the capacity of host governments to manage donor coordination. A particular obstacle is the weak coordination between different government ministries. He stressed the need to ensure greater openness and information-sharing between governments and donors, and to promote closer collaboration between governments and donors in the definition and implementation of common frameworks for intervention.

[Philippe Remy](#) presented a matrix of different approaches to coordination including (i) thematic networks, (ii) thematic interest groups for donors, such as the Neuchâtel initiative on agricultural extension, (iii) international seminars, (iv) regional donor hubs to coordinate specialist expertise, (v) in-country sectoral working groups, and (vi) donor coordination around PRSP processes. He emphasised that donor coordination should be anchored in operational work (e.g. support to PRSP processes). There should be a formal requirement for joint donor missions; otherwise coordination will depend on the goodwill of individual donors. It was suggested that the first priority should be to strengthen coordination between EU Member States in order to define common positions, and to strengthen the European voice in multilateral development agencies.

[Ben Davies](#) described how DFID in Cambodia has recognised the need to avoid project proliferation, and to find more effective ways of working in an environment of weak government capacity. DFID aims to withdraw from direct intervention in Cambodia within ten years, and to pursue its development agenda completely through multilateral agencies without the need for a bilateral programme. The focus of DFID’s work in Cambodia will be to promote effective and capable multilateral in-country engagement, and to build government capacity to mobilise and use donor support effectively.

[Kevin Cleaver](#) outlined a proposal for a Global Forum for Rural Development that was discussed at the World Food Summit + 5 in Rome this year. The forum aims to promote donor coordination by raising awareness and advocacy, sponsoring policy and public debate, increasing levels of investment in rural development, conducting joint analytical and policy work, and promoting lesson learning and joint monitoring and evaluation between agencies.

[Marten de Boer](#) presented a number of concrete solutions and arrangements for improving donor coordination:

- Move away from a bilateral approach in favour of joint donor operations.
- Adopt PRSPs as basis for interventions and SWAPs as the mode of intervention.
- Adhere to minimum set of internationally adopted goals (the MDGs).
- Delegate more authority to country offices.

- Establish limited number of in-country co-ordination mechanisms (chaired by the host government) focused on priority areas of the national PRSP.
- Establish informal donor networks for the exchange of information and the identification of areas for joint action or support.
- Harmonise donor financial and administrative procedures in support of joint financing arrangements.
- Nominate lead donors for core issues and programmes to coordinate donor dialogue with governments and other stakeholders.

Discussion

Following the presentations there was a lively discussion, which raised the following points:

- Presentation of the OECD/DAC POVNET initiative that will focus on developing common principles for rural development, and reversing the decline in aid for rural development. Participants commented on the need to coordinate the POVNET initiative and the Global Forum for Rural Development.
- The need to decentralise donor decision making to the country level where donor coordination is particularly important.
- The importance of communicating donor policy positions more clearly, and avoiding frequent changes of policy.
- The value of conducting joint donor missions.
- The difficulty of coordinating different NGO actions.
- The need to address coordination problems within donor agencies in terms of ensuring consistency between: (i) what we say and what we do (policy and practice), (ii) the actions of headquarters and the field, and (iii) what we do in country A and country B.

Action Points

There was not sufficient time to agree on a list of action points in this session. However, the issue of donor coordination was also addressed in the final plenary session, which generated a number of recommendations (see section 21).

19. Managing Rural Development better among EU Agencies

Chair: Uwe Werblow (EC)

Panelists: [Christoph Kohlmeyer](#) (Germany), Francis Stephan (France), [Jan Vlaar](#) (The Netherlands), [Jim Harvey](#) (UK), Hubertus Zimmer (EC).

Chairperson's report

This write-up summarises the key elements of the presentations made by the five panel members, and also integrates comments and suggestions received from the floor.

Political interest and investment for rural development have fallen far behind needs, and do not reflect the crucial role of the rural economy in social, economic and environmental development. Continued and well-argued advocacy will not be enough to reverse the downward trend. It is crucial that developing countries put rural concerns into the forefront of their national development strategies, and that development agencies make serious efforts to improve partnerships with government and coordination with other donors.

For nearly half a century donor co-ordination was merely a process of information sharing on project portfolios. With the emergence of comprehensive national development strategies (PRSPs), there is a unique chance to make coordination more meaningful in addressing policy, strategy and thematic issues.

Overriding issues

For rural development to succeed and perform, it is essential that donor agencies ease the pressure for disbursement and spending, and focus on the main priority of investing in people, and generating and sharing knowledge.

Basic principles

To attain more efficient collaboration between agencies and to generate synergies it is essential to agree on a set of basic principles:

- National ownership, broad stakeholder participation and subsidiarity.
- Policy coherence and common, or at least compatible and complementary, approaches.
- Using comparative advantage.
- Moving gradually towards a joint delivery mechanism.

The need to put national governments in the driver's seat

Donor agencies must revert to more demand-driven approaches, develop national capacity, strengthen civil society and adopt more participatory approaches. Moreover, it is crucial to encourage the decentralisation of planning, administration, resource allocation and service provision to the lowest level of the government capable of carrying out these functions.

National development strategies to be the centrepiece for coordination

National development strategies and mainstreamed approaches to rural development are increasingly becoming the centrepiece for donor/government and donor/donor coordination, collaboration and aid delivery.

The aim is to work within the existing framework of policies, institutions and programmes, and to incorporate rural poverty reduction, food security and sustainable natural resource management objectives.

Take account of the comparative advantage of different agencies

There are considerable differences in the strengths and weaknesses of the main European agencies. Development collaboration should therefore build on the respective comparative advantages of each agency, their instruments and modes of delivery. Moreover, there is a need to define more clearly the respective roles of headquarters and field offices, and to transfer more decision making and analytical capacity to the field level.

There is in fact considerable scope for applying a division of labour among donors, and adopting common concepts and guidelines (i.e. OECD/DAC)

The need to improve and strengthen delivery mechanisms

While there is a growing consensus among agencies on policy issues, basic principles and approaches, there is a crucial need to work towards a joint implementation mechanism. The promotion of nationally owned development strategies, sector-wide approaches, budget support, and the use of the government systems and procedures are suitable means to this end.

Next steps and action points

- 1) Agree on a voluntary code of practice to include amongst others :
 - National development strategies to constitute core policy frameworks
 - National ownership and inclusiveness
 - Support national capacity for analysis and policy formulation
 - Common work on key policy issues and networking of researchers
 - Support non-government stakeholders
 - Support decentralisation processes
 - Mainstream action on vulnerability, gender and environment
 - Follow government systems and procedures
 - Share staff resources and information and pool financial resources
 - Agree on comparative advantages of different agencies
 - Joint missions, monitoring and evaluation
- 2) Share information on priority countries for rural and agricultural development in view of :
 - Assisting governments to carry out comprehensive poverty/food insecurity analysis as a first step to define national development strategies
 - Establishing agency partnerships for programme appraisal and implementation

Additional recommendations were proposed in the final plenary session (see section 21).

20. Information communication technology and management for rural poverty reduction (ICTs/ICM)

Chair: Carl Greenidge (CTA)

Panellists: René Segbenou (Institut Universitaire du Bénin), Mike Jensen (Consultant, South Africa), Helen Hambly Odame (ISNAR), Dominique Hounkonnou (Consultant, Benin)

Chairperson's report

After a brief discussion of the information needs of rural stakeholders, the ICM/ICT session focused mainly on the technology gap between the African, Caribbean and Pacific (ACP) countries and the developed countries, and on the opportunities provided by technology for ACP peoples, especially their potential contribution to research on gender issues.

The ubiquitous advances in information and communications technology have been often accompanied by profound social upheaval, frequently involving the emergence of new stakeholders and needs in the rural sectors of ACP countries.

Discussions in this session focused specifically on these two issues -- namely the roles of new types of stakeholder (farmers' organizations, private-sector companies and non-government organizations) in both production and the generation of content, as well as technological change and its implications -- and cross-cutting issues, such as gender.

The presentations of the panellists, as well as the interventions, highlighted the emergence of new stakeholder types (and organisational forms) and their related characteristics. The main organisational forms identified were village groups, producers' associations, and producers' networks. Besides pursuing their traditional farming activities, these stakeholders are involved in, and exert a considerable amount of influence on politics and society. Under these circumstances, the main challenge in managing information and communications technologies is to move from a strategy of merely supplying information to passive users to one of actively involving those who not only can, but also wish to produce their own content.

Despite the limited availability of ICT and constraints to its full utilisation in the rural sectors of ACP countries, there have been some positive developments, which bode well for the future. Three sets of examples were provided:

First, the liberalization of telecommunications and the mass media that has taken place contemporaneously with the rapid uptake of mobile phones has opened this sector up to competition and increased the supply of these services to many rural areas. Second, recognition of the utility of communal approaches to access to ICTs has dramatically opened up access to public services such as telecentres, and considerably reduced the cost of these services to individual users. Thirdly, the launch of many powerful satellites into space thereby lowering the costs of access to terminals has at last made it possible for an increasing number of ACP stakeholders to use these services.

This is not to deny that low infrastructure maintenance capacity, continued high levels of illiteracy and an often unhelpful legal and regulatory framework remain

formidable challenges. While acknowledging this background, the discussions explored a number of priority areas for intervention including the following noteworthy points:

In pursuit of the goal of gender balance the arguments favoured the pursuit enhanced access via its link with women's organizations. It was argued that ICT can play a decisive role in alleviating the specific constraints associated with gender inequality. Furthermore, the global pursuit of information access for women would be enhanced by a coordinated approach at the international level.

Discussions on content generation by local people raised several important issues, including the need to keep listening to voices of the poor. What strategies should be adopted to raise the profile of their needs? How can we ensure that we really hear them? The presentation on this subject suggested involving the rural poor much more at each step in the process of determining and elaborating priority themes, as a prerequisite for the effective harnessing of the potential of ICT. Initiatives in this area should not be limited to the sphere of planning, and should not underestimate the capacity of such rural societies for simultaneously absorbing technology and generating knowledge. The participants stressed the importance of conducting careful, in-depth needs analyses, using appropriate tools and methods, in the search to facilitate such knowledge generation. This analysis should form part of a positive approach that takes into account the socio-cultural realities of the poor. Such realities include their comparative advantage in areas which should be recognized and matched up with the potential of the most appropriately adapted ICTs. This matching can be expected to yield particularly fruitful results in the case of technologies such as multimedia applications.

Finally, given the versatility which characterises modern ICT, a versatility arising from the scope for disaggregation (its modular nature), it is not helpful to view ICT as posing significant, insurmountable problems. It represents more a challenge of imagination and ingenuity, and of how best to identify and build on the strengths and capacities of rural constituencies. In meeting that challenge it is necessary to start with these constituents -- the rural poor.

21. Report from the final plenary session – a synthesis of key issues

On the final afternoon participants were invited to address four general questions that cut across all of the themes addressed by the forum:

- 1) What policies and programmes are required to address rural poverty?
- 2) What lessons have we learned?
- 3) How to engage better and to coordinate with our partners?
- 4) What internal changes are needed in our agencies?

In a very productive plenary session a large number of useful proposals were put forward. They are reported here in their original form in order to highlight the issues that participants identified as being the most important for rural poverty reduction.

1. What policies and programmes?

On the scope of rural development:

- Rural development does not only mean agricultural production. This has many implications.
- Look broadly at rural poverty issues (beyond agriculture and beyond the rural space). Be locally specific while being aware of globalisation.
- Rural strategy formulation should be consistent with urban development, and should include strategies for the development of small towns.
- Recognise the multidimensional nature of rural development, and adopt a regional approach.
- Rural strategies should recognise and address local economic linkages (e.g. sub-national linkages, cross border issues, connections between contiguous local governments, rural-urban linkages).

On the approaches and working methods that are required:

- Underpin poverty reduction strategies with sub-national or local government strategies, sector wide approaches and innovative pilot projects.
- Help local people to define and express their own long term vision on rural development.
- Community based development has so far been the most effective approach despite all the limitations
- Accept the existing structure of vertical SWAPs and the horizontal roof of PRSPs, but provide additional coordination mechanisms at the level of implementation (e.g. regional rural support)..

On the relationship between trade and development:

- Ensure coherence between trade policies and pro-poor development policies.
- Consider removing subsidies to agricultural production in developed countries.
- Lift trade barriers, which now cost developing countries US\$100 billion per year – twice as much as they receive in aid.
- Promote a renewed role for the state to facilitate better access to opportunities for rural people in the global marketplace.

2. What lessons have we learned?

- There are no blanket solutions; no one size fits all and no magic bullet. We should try to understand each context, and determine solutions on the basis of the participation of all stakeholders.
- Better analyse poverty in order to identify causes and interventions.
- We still have to learn more about ensuring access to productive resources for the rural poor.
- One lesson we have learned is that we should regularly exchange lessons learned.
- The impact of donor interventions for poverty alleviation will be limited in the absence of a conducive policy framework.
- Our increasing focus on policy work at the higher level should not be to the detriment of continued efforts at grassroots empowerment.
- Institutional limitations on both the donor and partner sides are the most crucial problems.
- To increase aid effectiveness there is a need to improve partner dialogue within a shared framework for rural development including cofinancing, lesson learning and good practice.
- There is a need for suitable methods and tools for integrated development approaches.
- Support our partners over the long term and engage in lasting dialogue with stakeholders.
- Ensure more stable donor policies. Do not change the approach every five years.

3. How to engage better and to coordinate with other partners?

On partnerships between donors and government:

- The best coordination mechanism is clear policy and committed leadership in the partner country.
- Let national governments do the coordination between different donors on the basis of the poverty reduction strategy. Government should be in the driving seat.

On donor coordination in country

- Make it mandatory for donors to conduct joint missions, joint reviews, joint analytical work and joint interventions.
- Definition of a code of conduct for local coordination including joint evaluation of donor programmes.
- Emphasise the role of Consultative Group meetings held in country.
- Donors should get down to the community level and learn together from community based planning and action (e.g. the experiences of Kenya and South Africa).

On donor coordination at the regional and global level:

- Support global fora for lesson sharing and policy dialogue, including the World Bank initiated Global Forum for Rural Development, EU expert groups, the OECD/DAC POVNET initiative and the UNACC networks.
- Establish coordination mechanisms to exchange knowledge on the performance of specific policies.

- Establish a framework for donor consultations on new policy proposals and actions.
- Replicate this type of event [the rural forum] and focus down on specific regions involving more national partners in the process.

4. What internal changes are needed in our agencies?

On objectives and agency performance:

- Shift objectives from aid management to policy management.
- Management should focus on rural poverty as a key issue, and set incentives and performance ratings accordingly.
- The performance of our aid should be evaluated on the basis of criteria other than the rate and volume of disbursements.

On multidisciplinary working:

- Promote internal structures that permit intersectoral and interdisciplinary thinking.
- Rural specialists should be made aware of urban development and vice versa. The structure of donor agency organigrams should be revisited to promote thinking on rural-urban linkages.

On knowledge management

- Conduct more research and development to learn about what has worked and what has not.
- Facilitate internal information flows to enhance the coherence and to avoid duplication and contradictory interventions.
- Establish an agency information system on the web to allow coordination of procedural reforms.

On deconcentration:

- Decentralise policy decisions, budgetary and administrative responsibilities to country and regional offices (using the principle of subsidiarity) in order to become more responsive to national and regional environments.
- Development actors closest to the ground should have more influence on budgets.
- We need to improve the capacity of our agencies to react to change, notably through the deconcentration of staff.

On partnerships:

- Donors should help national partners to develop humility and a capacity to listen to local partners.
- Donors should aim for less bureaucracy, less jealousy and destructive competition – all of these factors hinder partnerships.
- Improve the exchange of human and financial resources between donors to increase efficiency.
- The European Commission (DG DEV) should continue to facilitate joint work on key issues of rural development (e.g. the task force on land tenure).

On transparency and accountability:

- Improve communication and ensure greater transparency in managing partnerships between the public sector, the private sector and civil society.

- Democratise cooperation, break down present monopolies, and ensure that all players have information.
- Mechanisms should be put in place to hold international agencies accountable. Donors should be evaluated by their southern partners.

On donor procedures and instruments:

- There is a need for greater flexibility in human and budgetary resources and in donor procedures in order to better adapt to the evolution of the sector.
- Extend the length of the EDF from 5 to 10 years in order to extend the duration of interventions and to build capacity as part of the intervention.

On staff development:

- Introduce job descriptions, performance agreements and lessons learning into human resource management.
- Provide incentives to staff to coordinate and support partnerships.
- Exchange staff between: (i) Member States and EC, (ii) one Member State and another, (iii) donor agencies and implementation agencies (policy and practice), and (iv) donor countries and client countries.
- We need more people in agency policy departments who have practical field experience in order to elaborate realistic policies.

22. Conference conclusions

Simon Maxwell (Director of the Overseas Development Institute) began his concluding address by highlighting the sense of crisis in rural development. Funding levels for rural development have fallen sharply, while the problems of rural areas in developing countries continue to increase. Rural development does not feature nearly as much as it should in terms of both funding and policy commitment.

He reminded the audience that rural development is still one of the most contested agendas in development. There are many issues that are the subject of intense policy debate and public protest, including trade liberalisation for agricultural commodities, privatisation in the agricultural sector, genetically modified organisms, and the problems of protracted conflict.

It was argued that although this forum has demonstrated the importance of rural development, there are many people who do not share this viewpoint. The speaker urged participants of the forum to take forward their enthusiasm and energy for the subject, and to use it constructively to achieve policy change.

Four insights into how to achieve policy change were presented to the forum. First, it was suggested that a good narrative is required to sell policy that identifies a clear problem and offers a solution. Secondly, it is important to develop a community of policy thinkers (or 'epistemic community') where ideas can be shared and narratives developed. Thirdly, policy messages need to reach the level of the so-called "street level bureaucracies", meaning the practitioners who are responsible for implementing policies and programmes. It was suggested that most of the participants of this forum fall into the category of the "street level bureaucracy". Finally, he identified several sources of power (physical power, personal power, expert power, position power and resource power), and suggested that policy change depends on combining these sources of power in a strategic manner. This requires the construction of networks and coalitions for change, but also the exercise of individual responsibility. He ended his presentation by asking all participants of the forum to record the steps that they will personally take over the coming month to achieve policy change.

Uwe Werblow (European Commission, DG Development) closed the forum by thanking the large number of organisations and individuals who have worked hard over the past two years to prepare the event. He made several concluding remarks:

- The forum has helped to refine approaches to rural development. It was suggested that the instruments to achieve rural poverty reduction already exist (e.g. PRSPs and Country Strategy Papers), but that we need to ensure that they pay greater attention to rural issues.
- The forum has not generated perfect consensus on policy and action points, but this was never the objective. It has certainly helped to deepen understanding.
- There are several possibilities for follow-up including the extension of EU expert groups to new policy areas, and the establishment of networks and email discussion groups.

- The forum has provided an inventory of who does what within the European development agencies that will be extremely useful to future cooperation.
- There will certainly be a second forum, perhaps in a different form, within the next five years.

Uwe Werblow concluded by emphasising the importance of partnerships between government and non-government actors to implement programmes and actions for the achievement of sustainable development. This, he suggested, should be the basis for the narrative on rural development that we are all seeking.

ANNEX 1 – COMMUNICATION FROM THE EUROPEAN COMMISSION ON FIGHTING RURAL POVERTY

Fighting rural poverty: the EC policy and approach to rural development and sustainable natural resources management in developing countries - COM (2002) 429

With poverty reduction as the central objective of EC development policy and rural development playing a key role for developing countries' economic, social and environmental development, there is a need to address rural concerns in a more systematic and comprehensive manner.

The Communication presents the EC's policy and approach to rural development in developing countries, integrating the objectives of poverty reduction, food security and sustainable natural resources management in a single and coherent framework.

Rural poverty being a multidimensional problem that includes low incomes, inequalities in access to productive assets, low health, education and nutrition status, natural resource degradation, vulnerability to risk and weak political power, strategies for rural poverty reduction must therefore address the whole range of problems, and take due account of the diversity of rural areas and population groups, as well as the changing context of rural poverty.

In contrast to past practice, the Communication calls for a mainstreamed approach to rural development, i.e. to work within existing or emerging, policies, strategies, institutions and programmes, and to ensure that rural concerns are properly addressed within the country's poverty analysis as a first step to formulate a comprehensive national development strategy. Further in the process, rural development concerns have to be integrated into the macroeconomic framework and all relevant sector policies and strategies. Finally, rural development concerns and priorities need to be reflected in the government budget and the provision of public services.

The Communication identifies six key policy areas that need to be addressed: (i) supporting economic policies to enable broad-based growth, (ii) ensuring more equitable access to productive assets, markets and services, (iii) investing in human capital, (iv) promoting more sustainable natural resources management, (v) managing risks and providing safety nets, and (vi) building more effective, accountable, decentralised and participatory institutions.

At the national level the EC will support actions for rural poverty reduction, as part of its wider country strategies as outlined in the Country Strategy Papers. The EC will engage in dialogue on National Development Strategies such as PRSPs and will pay particular attention to the treatment of rural poverty issues. The EC will increasingly shift towards supporting sector wide approaches (SWAPs) where the necessary conditions are in place. It will also strengthen collaboration with non-state actors such as the private sector, civil society and NGOs. In this context, decentralisation processes play a key facilitating, catalysing and co-ordinating role.

At the regional level the EC will focus on enhancing regional integration processes and tackling cross border challenges (e.g. economic integration, establishment of free trade areas, formulation and harmonisation of policies, regional agricultural research initiatives). At the international level the EC will continue to promote and facilitate processes in favour of a more equitable economic and social development. It will in particular support the provision of global public goods related to rural poverty (e.g. agricultural research, actions to combat the main communicable diseases, promotion of international commodity agreements).

In addition to development co-operation, many other areas of EU policy are relevant to rural poverty reduction and sustainable development, including trade, agriculture, fisheries, food aid, research and technology development, environment, conflict prevention and migration. The Communication calls for more efforts to ensure that all EU internal and external policies are coherent and mutually supportive of sustainable development and poverty reduction objectives.

Annex 2

Programme

Wednesday September 4 (ENSAM Ecole nationale supérieure d'agronomie de Montpellier)

Time	Format	Theme
10:00-14:30	Participants' registration Lunch	Registration starts at 10:00 AM for early arrivals Lunch in the ENSAM canteen from 11:30 onwards
14:30-14:50	Plenary (public session)	Official opening: setting the scene Marc Franco (European Commission, Deputy Director General of EuropeAid Co-operation Office) <i>Chair: Uwe Werblow</i>
14:50-15:20	Plenary (public session)	Keynote address Jean-Michel Debrat (Deputy Executive Officer, Agence Française de Développement)
15:20-15:40	Plenary (public session)	Presentation of the Forum and organisational matters Philip Mikos (EC)
15:40-16:00	Plenary (public session)	Presentation of the EC Communication on Fighting Rural Poverty Uwe Werblow (EC)
16:00-16:45	Coffee break	

Part 1 – Rural strategies for poverty reduction

Time	Format	Theme
16:45-18:00	Panel (in plenary, public session)	Rural strategies for poverty reduction Panel: (<i>Chair Jeremy Stickings</i>) Uwe Werblow (EC), Kevin Cleaver (World Bank), Jane Clark (DFID), Michel Griffon (CIRAD), Emmanuel Tumusiime-Mutebile (Governor Bank of Uganda)
18:00-18:30	Meeting	Meeting for all chairpersons and speakers in working groups
19:00	Dinner	Dinner with speech – ENSAM cafeteria - Simon Maxwell (ODI): A brief history of rural development

Thursday September 5 (Agropolis International)

Time	Format	Theme			
08:30-09:30	Parallel sessions <i>(20-30 minutes overview address by selected speakers followed by discussion)</i>	How to ensure the place of rural development in PRSPs? Overview presentation: <i>(chair Philip Mikos)</i> Speaker: Felicity Proctor (World Bank/DFID) Lecture theatre Agropolis	Rural-urban dynamics Overview presentation: <i>(chair Jan Vlaar)</i> Speaker: Michel Griffon (CIRAD) Room B-06 Agropolis	Why invest in low potential areas? Overview presentation: <i>(chair John Nkum)</i> Speaker: Peter Hazell (IFPRI) Small lecture theatre CNEARC	Making world agricultural trade work for the rural poor Panel: <i>(chair Christoph Kohlmeyer)</i> Françoise Gérard (CIRAD) Catherine Araujo-Bonjean (CERDI) Tacko N'Diaye (UNIFEM Senegal) Marita Wiggerthale, (Germanwatch) Bruno Vindel (Ministry of Agriculture, France) Robin Palmer (OXFAM UK) Large lecture theatre CNEARC
09:40-11:00	Working groups <i>Choice of three (discussion or case studies)</i>	1.1 Case study: Bolivia Marten de Boer (NL Embassy, Bolivia) Lecture theatre Agropolis (English without translation)	2.1 Discussion Migration - good or bad? Jean-Marie Cour (Ministère de l'Équipement, France) Room B-06 Agropolis (French without translation)	3.1. Discussion: Do we know what works in low potential areas? Desirée Dietvorst (consultant) Small lecture theatre CNEARC (English with translation)	4.1 Discussion: Globalisation and rural poverty Professor Marcel Mazoyer, Institut national agronomique Paris-Grignon Large lecture hall CNEARC (French with translation)
		1.2 Case study Uganda Emmanuel Tumusiime-Mutebile (Governor, Bank of Uganda) Council room Agropolis (English with translation)	2.2 Case study: Infrastructure and poverty in Bolivia Vagn Mikkelsen (EC) Room D-03 Agropolis (English without translation)	3.2. Discussion: Resource scarcity – what works for AIDS affected households?" Bernd Schubert, Humboldt University, Berlin Room 101 CNEARC (English without translation)	4.2 Discussion: What are they key issues in WTO negotiations for the rural poor in developing countries?" Jan Bade (Netherlands Ministry of Foreign Affairs) Room B-01 Agropolis (English without translation)
			2.3 Discussion: Secondary towns and rural growth Cecilia Tacoli (IIED) Room 102 CNEARC (English with translation)	3.3 Case Study: Livestock development in the Sahel – the example of Chad Jean François Renard and Bernard Faye, CIRAD-EMVT Room 103 CNEARC (French without translation)	4.3 Discussion: Which agricultural and trade policies are required at the national level in developing countries to take advantage of liberalisation? The case of Senegal. Jean-René Cuzon, (MAE France) SIARC CNEARC (French without translation)

11:00-11:30	Coffee break	At Agropolis			
11:30-12:30	Parallel sessions <i>(reporting back from working groups)</i>	How to ensure the place of rural development in PRSPs? <i>Lecture theatre Agropolis</i>	Rural-urban dynamics <i>Room B-06 Agropolis</i>	Why invest in low potential areas? <i>Small lecture theatre CNEARC</i>	Making world agricultural trade work for the rural poor <i>Large lecture theatre CNEARC</i>
12:30-14:00	Lunch				

Part 2 – Rural Institutions and governance for poverty reduction

Time	Format	Theme			
14:00-15:00	Parallel sessions <i>(1 hour panel discussion with audience participation)</i>	Local governance for rural development Panel: <i>(chair Dominique Hounkonnou)</i> John Nkum (consultant Ghana), Albert Engel (GTZ), Macha Farrant (DFID) Ian Goldman (Khanya, South Africa) <i>Lecture theatre Agropolis</i>	Role and limitations of producer associations Panel: <i>(chair Bruno Vindel)</i> Pierre Rondot (CIRAD – World Bank) Denis Pesche (Inter-Réseaux) Ibrahima Coulibaly (AOPP, Mali) Edward Heinemann (IFAD) <i>Room B-06 Agropolis</i>	Working with community organisations and civil society Panel: <i>(chair Penny Davies)</i> Gilles Desesquelles (EC) Guy Petitpierre (Inter-Réseaux) Marjolein Brouwer (NOVIB) Karim Hussein (OECD Club du Sahel) Marthe Doka (University of Niamey) <i>Large lecture theatre CNEARC</i>	Decentralised provision of rural services by public and private sector Panel: <i>(chair Desirée Dietvorst)</i> Jim Harvey (DFID) Denis Loyer (AFD) Thomas Zeller (Swiss cooperation) Vagn Mikkelsen (EC Bolivia) Jean-François Renard (CIRAD) <i>Small lecture theatre CNEARC</i>
15:00-15:30	Coffee Break (Agropolis)				
15:30-16:50	Working groups <i>Choice of three (discussions or case studies)</i>	1.1 Case study: Zambia Denis Chiwele (consultant, Zambia) <i>Room D-03 Agropolis (English without translation)</i>	2.1 Discussion: Approaches and tools to support rural producer associations Denis Pesche (Inter-Réseaux) <i>Room 103 CNEARC (French without translation)</i>	3.1 Case Study: Uganda Kevin Makhoka (consultant, Uganda) <i>Large lecture theatre CNEARC (English without translation)</i>	4.1 Discussion: Who finances? Who delivers? Local-central? Public-private? David Hoole (Oxford Policy Management) <i>Room 102 CNEARC (English with translation)</i>
		^{1,2} Case studies: South Africa and Uganda Ian Goldman (Khanya, South Africa), <i>Room B-01 Agropolis (English with translation)</i>	2.2 Case study: Benin Bernhard Harlander (GTZ advisor Benin) <i>Council room Agropolis (French without translation)</i>	3.3 Case study: Bolivia Erick Zeballos (DFID Bolivia) <i>Small lecture theatre CNEARC (English with translation)</i>	4.2 Discussion: Innovative approaches in extension Thomas Zeller (Swiss cooperation) <i>Room 101 CNEARC (English without translation)</i>
			2.3/3.3 Case study: Mali Ibrahima Coulibaly (Association des Organisations Professionnelles Paysannes, Mali) <i>Room B-06 Agropolis (French with translation)</i>		

17:00-18:00	Parallel sessions <i>(reporting back from working groups)</i>	Local governance for rural development <i>Lecture theatre Agropolis</i>	Role and limitations of producer associations <i>Room B-06 Agropolis</i>	Working with community organisations and civil society <i>Large lecture theatre CNEARC</i>	Decentralised provision of rural services <i>Small lecture theatre CNEARC</i>
18:00-19:00	Optional visit to Agropolis Museum – Please sign up at registration				
19:00	Dinner served at Agropolis International				

Friday September 6 (Agropolis International morning/ ENSAM afternoon)

Part 3 – Practical approaches to key rural issues

Time	Format	Theme				
08:30-09:30	Panel <i>(1 hour panel discussion with audience participation)</i>	How can land tenure reform contribute to poverty reduction? Panel: <i>(chair: Frits van der Wal)</i> Christian Graefen (GTZ) Philippe Lavigne-Delville (GRET), Robin Palmer (OXFAM) Julian Quan (DFID) Annelies Zoomers (CEDLA) Large lecture theatre CNEARC	Financial services for poor people. What works? Panel: <i>(chair: Guy Petitpierre)</i> Jennifer Isern (CGAP) Luc Lefevre (GRET) Marthe Doka (Université de Niamey) Small lecture theatre CNEARC	How to make agricultural research more pro-poor? Panel: <i>(chair: Alex Duncan and Philippe Vialatte)</i> Philippe Vialatte (EC), Romano Kiome (KARI, Kenya), Daniel Deybe (CIRAD) Donal Brown (DFID) Room B-06 Agropolis	How to promote the non-farm rural economy? Panel: <i>(chair: Hubertus Zimmer)</i> Christian Henckes (GTZ) Simon Croxton (DFID India) Peter Hazell (IFPRI) Christian Fusillier (IRAM) Lecture theatre Agropolis	Sustainable NR management: top-down and bottom-up Panel: <i>(chair: Peter Bazeley)</i> Abigail Fallot (CIRAD), Neil MacPherson (DFID) Kevin Cleaver (World Bank) Nils Meyer (KfW) Laurent Bonneau (MAE France) Council room Agropolis
09:40-11:00	Working groups <i>Choice of two (discussions or case studies)</i> <i>Coffee break to be taken during the session</i>	1.1 Comparative case studies Madagascar/Mali Philippe Lavigne-Delville (GRET) Room 102 CNEARC (French without translation)	2.1 Discussion: Sustainability of financial institutions Hanns Martin Hagen (KfW), Small lecture theatre CNEARC (English with translation)	3.1 Discussion: Global public and private goods Alex Duncan (Oxford Policy Management) Room B-06 Agropolis (English without translation)	4.1 Case study: Sri Lanka Ingrid Müller-Neuhof (GTZ) Lecture theatre Agropolis (English without translation)	5.1 Discussion: Mainstreaming environmental issues in RD strategies Jan Joost Kessler (AIDEnvironment Amsterdam) Room D-03 Agropolis (English without translation)
		1.2 Case study: Land reform and poverty reduction: lessons from Latin America Annelies Zoomers (Centre of Latin American Research and Documentation CEDLA) Room 103 CNEARC (English with translation)	2.2 Discussion: Comparing African and Asian experiences Jennifer Isern (CGAP), Large lecture theatre CNEARC (English without translation)	3.2 Discussion: How to make national agricultural research systems more effective and focussed on rural poverty? Romano Kiome (KARI, Kenya), Room 101 CNEARC (English with translation)	4.2 Case study: Madagascar Vincent Durruty (CITE) Room B-01 Agropolis (French with translation)	5.2 Case study on protected areas and community participation Rolf Mack (GTZ) Council room Agropolis (English)

11:10-12:00	Parallel sessions <i>(reporting back from working groups)</i>	How can land tenure reform contribute to poverty reduction? <i>Large lecture theatre CNEARC</i>	Financial services for poor people. What works? <i>Small lecture theatre CNEARC</i>	How to make agricultural research more pro-poor? <i>Room B-06 Agropolis</i>	How to promote the non-farm rural economy? <i>Lecture theatre Agropolis</i>	Sustainable NR management: top-down and bottom-up <i>Council room Agropolis</i>
12:00-12:30	Bus transfer from Agropolis International to ENSAM					
12:30-14:00	Lunch – ENSAM canteen					
Summary of Parts 1, 2 and 3						
14:00-15:00	Plenary	Discussion of critical issues and action points for Parts 1, 2 and 3				

Part 4 – Implementing rural development strategies. How to work more effectively?

Time	Format	Theme				
15:00-16:15	Panel <i>(panel discussion with audience participation)</i>	Agriculture SWAPs: how to make them work better? Panel: <i>(chair Thomas Zeller)</i> Anthony Mwanaumo (consultant, Zambia) Albert Engel (GTZ) Philip Mikos (EC) Jørgen Henriksen (DANIDA) <i>Lecture theatre Philippe Lamour ENSAM</i>	How to engage with public expenditure processes for rural development? Workshop: <i>(chair: Philippe Vialatte)</i> David Hoole, Oxford Policy Management Janet Bitegeko (Ministry of Agriculture and Food Security, Tanzania) <i>Side lecture hall 1 ENSAM</i>	Donor coordination in the field and partnerships with government Panel: <i>(chair: Edward Heinemann)</i> Jean-Martin Kambiré (Ministry of Agriculture, Burkina Faso) Marten de Boer (Netherlands Embassy, Bolivia) Philippe Remy (French Embassy, Côte d'Ivoire) Ben Davies (DFID, Cambodia) Kevin Cleaver (World Bank) <i>Side lecture hall 2 ENSAM</i>	Managing rural development better among EU agencies Panel: <i>(chair: Uwe Werblow)</i> Francis Stephan (France, Ministry of Foreign Affairs) Hubertus Zimmer (EC, EuropeAid) Christoph Kohlmeyer (Germany BMZ) Jim Harvey (UK, DFID) Jan Vlaar (NL, Ministry of Foreign Affairs) <i>Room 101 ENSAM</i>	Information and Communication Technology and Management for rural poverty reduction Panel: <i>(chair: Carl Greenidge)</i> René Segbenou (Institut Universitaire du Bénin) Mike Jensen (South Africa) Helen Hambly Odame (ISNAR) Dominique Hounkonnou (Benin) <i>Room 102 ENSAM</i>
16:15-16:30	Coffee break					
16:30-17:45	Plenary	Conference conclusions and follow up			Simon Maxwell (ODI)	
17:45-18:00	Plenary	Closing address				

Saturday September 7 - Field visits (optional - please register)

Time	Format	Theme	
All day	Field trips <i>(optional)</i>	Camargue. (09:00 – 17:00) Natural Resources Management, eco-tourism	Cévennes. (08:00-18:00) Mountainous areas, local development, non-farm activities, national park.

Annex 3

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Purdue University

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5. Resource people

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Annex 4 – Analysis of responses to the evaluation forms

The evaluation form was completed by 75 participants of the rural forum (around 37% of all the participants). It is not expected that there is any sampling bias because the sample was found to be closely representative of the overall participation in the forum in terms of the different types of organisations represented and the different working levels (headquarters/ field). The evaluation form included written responses and 'tick boxes' that asked respondents to choose between three ratings denoted by the symbols (☹ ☺ ☺), which are transcribed here as 'dissatisfied', 'partly satisfied' and 'satisfied'.

This note reports the main findings from the analysis of the evaluation forms. Further interpretation of the results will be carried out by the steering group.

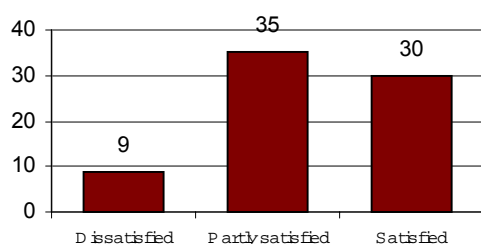
1. Expectations

Participants were requested to list their two main expectations. Their responses can be grouped as follows in order of importance:¹

Networking/ meeting colleagues from different agencies	31 responses
Exchanging experience	24 responses
Learning about innovative approaches and best practice	16 responses
Developing concrete operational proposals	11 responses
Developing a common understanding and vision of EU Member States policies	9 responses

The responses to the question of whether participants' expectations had been met were favourable. Only 9 respondents (12%) reported that their expectations had not been met.

Question 2.2 – Were your general expectations met?



2. Comments on the programme and participation

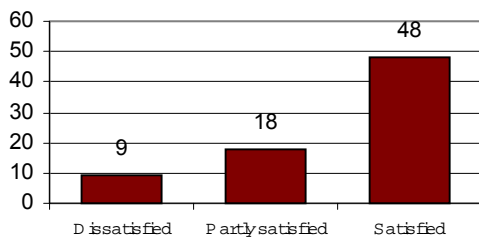
As indicated overleaf there was a positive assessment of the mix of themes discussed, the mix of types of session (panels, working groups, case studies etc.), the mix of participants and the time available to interact and network. However, the majority of respondents (over 60%) were not satisfied with the time available to discuss subjects in depth.

¹ Throughout this report the summaries of written comments include only the most common responses. For reasons of space a few written responses have been omitted.

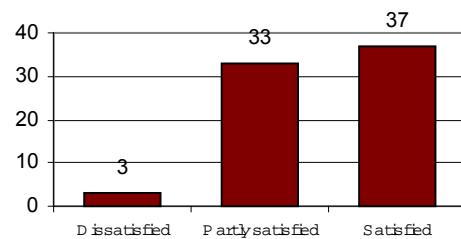
These findings are reflected in the recommendations suggested by participants:

Reduce the number of themes, presentations and sessions in parallel:	34 responses
Increase the time available for in-depth discussion	27 responses
Increase the number of participants from developing countries and rural areas	8 responses
Increase the practical focus and reduce conceptual discussions	6 responses
More carefully pre-planning of panel discussions and working groups	5 responses
Increase NGO participation	4 responses
Widen geographical coverage (more Asian and Latin American representation)	4 responses
Increase the length of presentations	3 responses

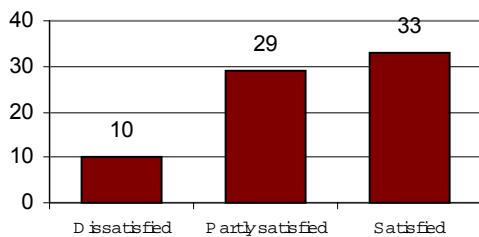
Question 3.1 – Mix of themes discussed



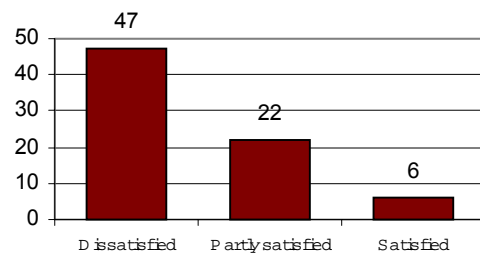
Question 3.2 – Mixture of types of session



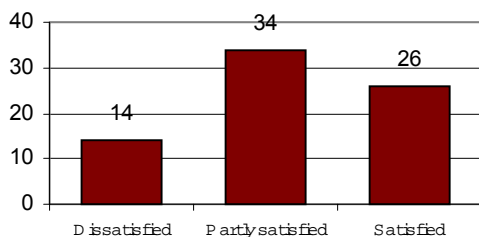
Question 3.3 – Mixture of participants



Question 3.4 – Time to discuss in depth



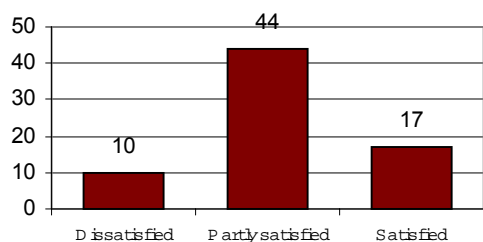
Question 3.5 – Time to interact/ network



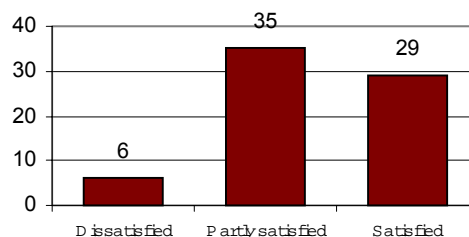
3. Comments on the outcomes

According to this survey, the most important result of the forum is its value for enhancing future cooperation amongst agencies. Over 90% of respondents were satisfied or partly satisfied with this outcome. The assessment of the usefulness of the forum for participants' daily work was also, on balance, positive. There was a generally neutral assessment of the usefulness of the action points, and whether the forum had changed participants' understanding of rural development.

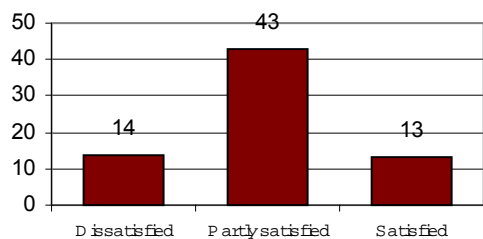
Question 4.1 – Value of outcome for your daily work



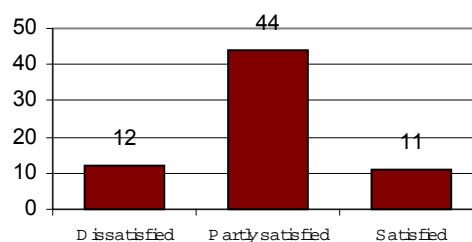
Question 4.2 – Value of outcome for future cooperation amongst agencies



Question 4.3 – Changed understanding of what rural development is about



Question 4.4 – Usefulness of the action points for future work



4. Comments on follow-up

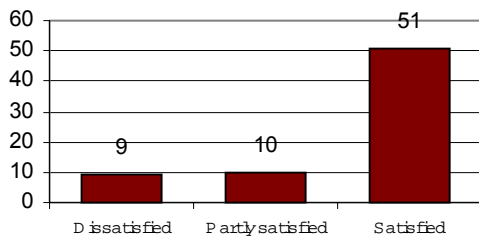
The main recommendations on how to take the outcomes of the forum forward were as follows:

Disseminate the action points and a concise proceedings document, and discuss these within agencies, with governments and civil society	13 responses
Establish electronic fora and develop the website to facilitate further discussion	12 responses
Establish sub-groups on priority themes	11 responses
Hold regional fora or country level seminars	7 responses
Develop pilot mechanisms for enhanced EC/ Member States cooperation	3 responses
Establish a working group/ task force for follow-up	2 responses
Joint funded research and sharing of best practice at the European level	2 responses
Establish a focal point for technical questions within the EC	1 response
Make the case for rural development with colleagues and governments	1 response
Develop the Global Forum for Rural Development	1 response

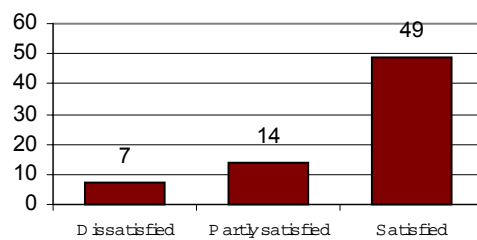
5. Comments on the organisation of the forum

As indicated by the following charts, there was a very positive assessment of all aspects of the organisation of the forum. The only critical comments related to the split site of the forum, the distance between the conference centres and the hotels, and the out of town location and the basic standards of some of the hotels.

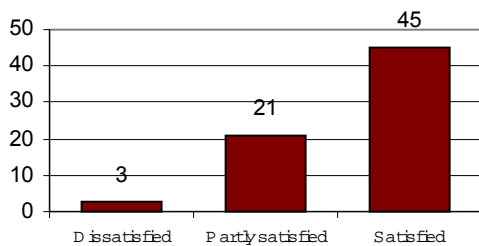
Question 5.1 Timing of the Forum (September)



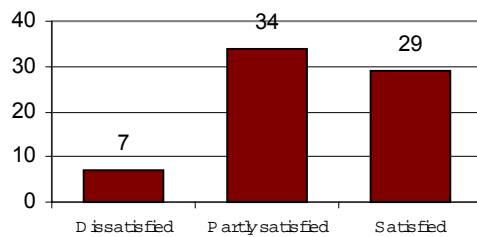
Question 5.2 – Duration of the forum (three days)



Question 5.3 – Information provided prior to the forum



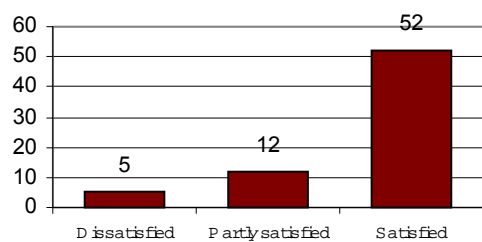
Question 5.4 – Documentation materials provided at the forum



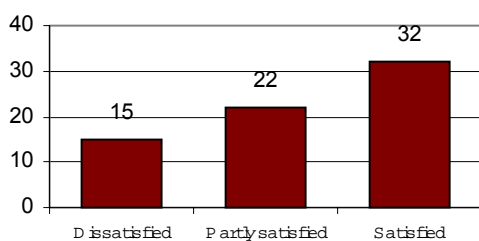
Question 5.5 – Website
<http://www.ruralforum.info>



Question 5.6 – The location (Montpellier)



Question 5.7 – Logistics
(hotel, travel assistance, meeting rooms etc.)



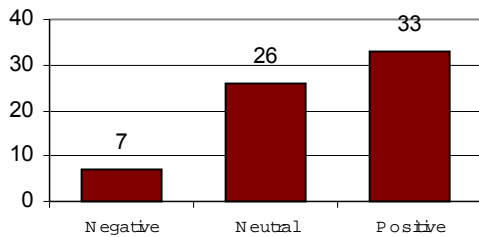
Question 5.8 – Facilitators



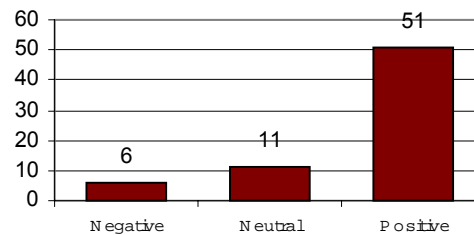
6. Outlook

There was a positive response to the question of whether the results of the forum justified the costs. Only 7 (9%) respondents answered negatively to this question. The vast majority of respondents were also in favour of a repeat event within 2-3 years. The written responses to this question indicate clear support for establishing mechanisms to institutionalise donor coordination and joint donor learning at the European level. As one respondent stated: “the value of this event is less in terms of its outputs and more in its potential as a regular event in the calendar to promote a more coherent approach to development.”

Question 6.1 – Did the results justify the costs?



Question 6.2 – Do you think that there should be another forum in 2-3 years?



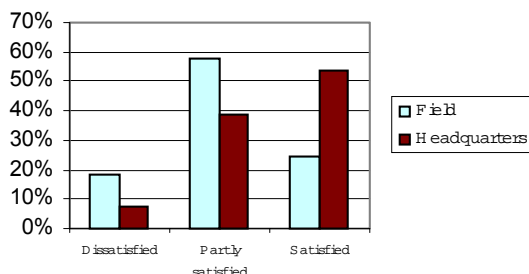
7. Differences between categories of participants

The responses of different categories of participants (different donors, headquarters and field staff, and Anglophone/ Francophone participants) were analysed to check whether there were any statistically significant differences (using chi-squared tests).

There were no statistically significant differences in responses to any questions between participants from the European Commission and other development organisations. There were also no statistically significant differences between Anglophone and Francophone participants.

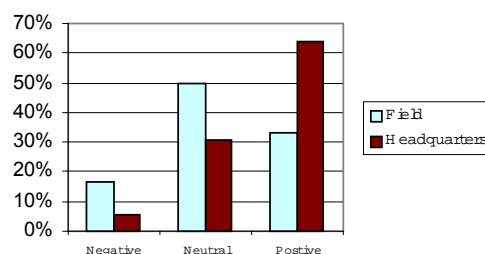
Statistically significant differences were observed between staff from headquarters and field staff. Headquarters staff were generally more satisfied with the forum than field staff. Two questions revealed statistically significant differences as indicated below:

Question 2.2 – Were your general expectations met?



Probability level for chi-squared test = 0.030

Question 6.1 – Did the results justify the costs?



Probability level for chi-squared test = 0.038

Annex 5 – List of papers available on the rural forum website

All of these papers can be downloaded from <http://www.ruralforum.info/papers.htm>

OPENING ADDRESS

Speech by Jean-Michel Debrat (Deputy Director General, Agence Française de Développement)

PART 1 - RURAL STRATEGIES FOR POVERTY REDUCTION

Panel discussion: Rural strategies for poverty reduction

COMMUNICATION FROM THE COMMISSION: FIGHTING RURAL POVERTY

<i>European Community policy and approach to rural development and sustainable natural resources management in developing countries COM(2002) 429 final</i>	Uwe Werblow
<i>Reaching the Rural Poor - A World Bank Strategy for Rural Development - Powerpoint presentation</i>	Kevin Cleaver
<i>Contribution to the panel discussion</i>	Michel Griffon
<i>Contribution to the panel discussion</i>	Jane Clark
<i>Better livelihoods for poor people: The role of agriculture, Department for International Development 2002</i>	Jim Harvey
<i>Eliminating Hunger: Strategy for achieving the Millennium Development Goal on hunger, Department for International Development 2002</i>	Jim Harvey
<i>Sustainable livelihoods approaches: Progress and possibilities for change, Diane Carney, DFID 2002</i>	Jane Clark
<i>A note on agricultural development cooperation perspectives: German Cooperation Institute</i>	Hartmut Brandt

Overview: How to ensure the place of rural development in PRSPs

<i>PRSP and Rural Development: Reflections, experiences to date and implications</i>	Felicity Proctor
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Case study: The Bolivia PRSP

How to ensure the place of rural development in PRSPs: A case study - The Bolivia PRSP	Marten de Boer
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Overview: Rural-urban dynamics

<i>L'avenir des dynamiques de développement des zones rural-urbaines: Quel développement durable pour les zones urbaines ?</i>	Michel Griffon
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Discussion: Migration - good or bad?

<i>Pour lutter plus efficacement contre la pauvreté rurale, la première chose est de changer de paradigme - Summary</i>	Jean-Marie Cour
<i>Pour lutter plus efficacement contre la pauvreté rurale, la première chose est de changer de paradigme - Full paper</i>	Jean-Marie Cour

Case study: Rural Infrastructure and poverty reduction in Bolivia

Rural infrastructure and poverty reduction: Case study Bolivia	Vagn Mikkelsen
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Discussion: Secondary towns and rural growth

<i>The Urban Part of Rural Development: the Role of Small and Intermediate Urban Centres in their Regional and Local Economies, Including Rural Development and Poverty Reduction</i>	Cecilia Tacoli and David Satterthwaite
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Overview: Why invest in low potential areas?

<i>Why invest in less favoured areas?</i>	Peter Hazell
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Discussion: Do we know what works in low potential areas?

<i>Do we know what works in low potential areas?</i>	Désirée Dietvorst
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Discussion: Resource scarcity - what works for AIDS affected households?

Resource scarcity - what works for AIDS affected households?

Bernd Schubert

Case study: Livestock development in the Sahel - The example of Chad

Étude de cas : élevage en zone sahélienne - l'exemple du Tchad

Jean-François Renard

Panel discussion: Making world agricultural trade work for the rural poor

Contribution to the panel discussion - Instabilité des prix des matières premières agricoles, libéralisation et bien-être des consommateurs pauvres : quelques éléments de réflexion

Françoise Gérard

Contribution to the panel discussion

Marita Wiggerthale

OXFAM report on trade and globalisation - executive summary of chapter 4: market access and agricultural trade - the double standards of rich countries

Robin Palmer

Contribution to the panel discussion

Tacko N'Diaye

Contribution to the panel discussion

Bruno Vindel

Contribution to the panel discussion

Catherine Araujo Bonjean

Discussion: What are they key issues in WTO negotiations for the rural poor in developing countries?

Key issues in WTO negotiations for the rural poor in developing countries

Jan Bade

Discussion: Which agricultural and trade policies are required at the national level in developing countries to take advantage of liberalisation?

Quelles politiques agricole et commerciale sont nécessaires dans les pays en développement pour tirer profit de la libéralisation

Jean-René Cuzon

PART 2 - RURAL INSTITUTIONS AND GOVERNANCE

Panel discussion: Local governance for rural development

Contribution to the panel discussion

John Nkum

Contribution to the panel discussion

Albert Engel

Contribution to the panel discussion

Macha Farrant

Making the link between micro and meso: Learning from experience of community based planning in Ghana, Uganda, South Africa and Zimbabwe

Ian Goldman

Case study: Local governance for rural development in Zambia

Local Governance, Participation and Accountability: The Zambia Case Study

Denis Chiwele

Case study: Local governance for rural development in South Africa and Uganda

Local Governance for rural development: A case study from South and East Africa

Ian Goldman

Panel discussion: Role and limitations of producer associations

Contribution to the panel discussion: Investing in rural producer organizations (RPOs) for sustainable agricultural development: RPOs limitation and World Bank comparative advantage

Pierre Rondot

Contribution to the panel discussion

Denis Pesche

Contribution to the panel discussion

Ibrahima Coulibaly

Contribution to the panel discussion

Edward Heinemann

Reaching the rural poor. The role of rural producer associations in the World Bank rural development strategy. Background Study. MAE, DFID, CIRAD, ODI (2001) Main author Pierre-Marie Bosc

Discussion: Approaches and tools to support rural producer associations

Rôle et limites des organisations de producteurs: Comment contribuer réellement à leur renforcement ? Denis Pesche

Case study: Rural producer associations in Benin

Etude de cas Benin: Organisations paysannes et état: Ensemble pour une politique sectorielle - Bernhard Harlander, Gilles Peyron et Patrick Delmas Bernhard Harlander

Case Study: Rural producer associations in Mali

La rencontre d'une faitière naissante avec un programme souple de professionnalisation Ibrahima Coulibaly

Panel Discussion: Working with community organisations and civil society

Contribution to the panel discussion Marthe Doka

Contribution to the panel discussion Guy Petitpierre

Travailler avec la société civile dans le cadre de Cotonou Guy Petitpierre

Contribution to the panel discussion Marjolein Brouwer

Working with Community Organisations and Civil Society: Experiences from The Gambia Karim Hussein

The role of non-governmental actors in the new ACP-EU Partnership Agreement - Contribution of the panel discussion Gilles Desesquelles

Case Study: Working with community organisations and civil society - Uganda

Working with community organisations and civil society: The case of Uganda Kevin Akoyi Makokha

Case Study: Working with community organisations and civil society - Bolivia

Working with community organisations and civil society: From projects to policy intervention - DFID Bolivia experience Erick Zeballos

Panel discussion: Decentralised provision of rural services by the public and private sector

Contribution to the panel discussion Jim Harvey

Bolivia: Decentralisation and the Provision of Rural Infrastructure (Roads) Vagn Mikkelsen

Contribution to the panel discussion Denis Loyer

Contribution to the panel discussion Jean-François Renard

Case Study: Who finances, who delivers? Centre-Local, Public-Private?

"Who finances, who delivers?" Centre-Local, Public-Private? David Hoole

Case Study: Innovative approaches in extension?

Innovative Approaches to Financing Extension: Key lessons from experience Thomas Zeller

PART 3 - PRACTICAL APPROACHES TO KEY RURAL ISSUES

Panel discussion: How can land tenure reform contribute to poverty reduction?

Contribution to the panel discussion (revised Oct 2002) Robin Palmer

References from the OXFAM GB website - Land rights in Africa Robin Palmer

Contribution to the panel discussion Julian Quan

Contribution to the panel discussion Michael Kirk

Contribution to the panel discussion Christian Graefen

Contribution to the panel discussion Philippe Lavigne-Delville

Towards an articulation of land regulation modes? Recent progress and issues at stake Philippe Lavigne-Delville

Case study: Land policy in Madagascar and Mali

Les politiques foncières contemporaines : brève comparaison des approches du Mali et de Madagascar Philippe Lavigne-Delville

Panel discussion: Financial services for poor people: What works?

Contribution to the panel discussion Luc Lefèvre

Contribution to the panel discussion Iffath Sharif

Contribution to the panel discussion Marthe Doka

Contribution to the panel discussion - Integrating a poverty focus in microfinance Jennifer Isern

Discussion: Comparing African and Asian experiences in rural financial services

Experiences in rural finance: Africa and Asia Jennifer Isern

Discussion: Sustainability of Financial Institutions

Outline of presentation Hanns Martin Hagen

Panel discussion: How to make agricultural research more pro-poor

Contribution to the panel discussion Philippe Vialatte

Contribution to the panel discussion Daniel Deybe

Contribution to the panel discussion Donal Brown

Contribution to the panel discussion Romano Kiome

Discussion: Global public and private goods

Agricultural research, Globalisation and Global Public Goods Alex Duncan

Global public goods and the role of international agencies Alex Duncan (authors Kydd & Thomson)

Discussion: How to make national agricultural research more effective and focussed on rural poverty

How to make national agricultural research more effective and focussed on rural poverty Romano Kiome

Panel discussion: How to promote the non-farm rural economy?

Strategies for promoting the rural nonfarm economy in developing countries Peter Hazell

Contribution to the panel discussion Christian Henckes

Développer l'approche "Centres de Services" (ou Centres d'appui) en milieu rural - Etude de cas à partir des Centres de prestations de services de la zone Office du Niger au Mali Jean-Bernard Spinat

Contribution to the panel discussion: Breathing life into the non-farm economy Simon Croxton

Case study: Supporting the non-farm economy in Madagascar

Etude de cas: Développement de services d'information pour les petits entrepreneurs dans les villes secondaires à Madagascar Vincent Durruty

Panel discussion: Sustainable natural resources management top down and bottom up

Contribution to the panel discussion Neil MacPherson

Contribution to the panel discussion Kevin Cleaver

Contribution to the panel discussion Laurent Bonneau

La gestion des ressources naturelles dans la politique de coopération de la France Laurent Bonneau

Contribution to the panel discussion Abigail Fallot

Contribution to the panel discussion Nils Meyer

Discussion: Mainstreaming environmental issues into rural development strategies

<i>Mainstreaming environmental issues into rural development strategies, policies and plans"</i>	Jan Joost Kessler
<i>Newsletter on Strategic Environmental Analysis (SEAN) Number 4, February 2002</i>	Jan Joost Kessler

PART 4 - IMPLEMENTING RURAL DEVELOPMENT STRATEGIES.

HOW TO WORK MORE EFFECTIVELY?

Panel discussion: Agriculture SWAPs: how to make them work better?

<i>Stakeholder consultation as an integral part of agricultural development in Zambia</i>	Anthony Mwanaumo
<i>Contribution to the panel discussion</i>	Albert Engel

Workshop: How to engage with public expenditure processes for rural development

<i>General budget support: characteristics, rationale and experience</i>	David Hoole
<i>Taking account of rural development in public expenditure management - The case of Tanzania</i>	Janet Bitegeko

Panel discussion: Donor coordination in the field and partnerships with government

<i>Contribution to the panel discussion</i>	Jean-Martin Kambiré
<i>Contribution to the panel discussion</i>	Philippe Remy
<i>Contribution to the panel discussion</i>	Edward Heinemann
<i>Contribution to the panel discussion (Cambodia example)</i>	Ben Davies
<i>Global Forum for Rural Development - Powerpoint presentation</i>	Kevin Cleaver
<i>Contribution to the panel discussion</i>	Marten de Boer

Panel discussion: Managing rural development better among EU agencies

<i>Contribution to the panel discussion</i>	Jim Harvey
<i>Contribution to the panel discussion</i>	Christoph Kohlmeyer
<i>Contribution to the panel discussion</i>	Jan Vlaar

Panel discussion: Information communication technologies and management for rural poverty reduction

CTA Website (Technical Centre for Agriculture and Rural Cooperation ACP-EU)

<i>The role of information, communication and technology management in rural development</i>	Howard Sigwele
<i>Information for agricultural and rural development in ACP countries: emerging stakeholders, new media, and priority themes. Proceedings of a CTA seminar. Paris, France, 29 May – 2 June 2000.</i>	CTA
<i>Wireless - a helpline for agricultural development? Observatory report 2001.</i>	CTA
<i>Information revolutions. Paul Mundy and Jacques Sultan. 2001</i>	CTA
<i>The ICT Observatory 2002 website.</i>	CTA
<i>Gender, ICTs and Agriculture. Nancy J. Hafkin, and Helen Hambly Odame 2002. A Situation Analysis for the 5th Consultative Expert Meeting of CTA's ICT Observatory meeting</i>	CTA
<i>ICT Update. A current awareness bulletin for ACP agriculture</i>	CTA