

World Bank Assistance to Agriculture in Sub-Saharan Africa

An IEG Review



THE WORLD BANK GROUP

WORKING FOR A WORLD FREE OF POVERTY

The World Bank Group consists of five institutions—the International Bank for Reconstruction and Development (IBRD), the International Finance Corporation (IFC), the International Development Association (IDA), the Multilateral Investment Guarantee Agency (MIGA), and the International Centre for the Settlement of Investment Disputes (ICSID). Its mission is to fight poverty for lasting results and to help people help themselves and their environment by providing resources, sharing knowledge, building capacity, and forging partnerships in the public and private sectors.

THE INDEPENDENT EVALUATION GROUP

ENHANCING DEVELOPMENT EFFECTIVENESS THROUGH EXCELLENCE AND INDEPENDENCE IN EVALUATION

The Independent Evaluation Group (IEG) is an independent, three-part unit within the World Bank Group. IEG-World Bank is charged with evaluating the activities of the IBRD (The World Bank) and IDA, IEG-IFC focuses on assessment of IFC's work toward private sector development, and IEG-MIGA evaluates the contributions of MIGA guarantee projects and services. IEG reports directly to the Bank's Board of Directors through the Director-General, Evaluation.

The goals of evaluation are to learn from experience, to provide an objective basis for assessing the results of the Bank Group's work, and to provide accountability in the achievement of its objectives. It also improves Bank Group work by identifying and disseminating the lessons learned from experience and by framing recommendations drawn from evaluation findings.



World Bank Assistance to Agriculture in Sub-Saharan Africa

An IEG Review



©2007 The International Bank for Reconstruction and Development / The World Bank
1818 H Street NW
Washington DC 20433
Telephone: 202-473-1000
Internet: www.worldbank.org
E-mail: feedback@worldbank.org

All rights reserved

1 2 3 4 5 10 09 08 07

This volume is a product of the staff of the International Bank for Reconstruction and Development / The World Bank. The findings, interpretations, and conclusions expressed in this volume do not necessarily reflect the views of the Executive Directors of The World Bank or the governments they represent.

The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgement on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this publication is copyrighted. Copying and/or transmitting portions or all of this work without permission may be a violation of applicable law. The International Bank for Reconstruction and Development / The World Bank encourages dissemination of its work and will normally grant permission to reproduce portions of the work promptly.

For permission to photocopy or reprint any part of this work, please send a request with complete information to the Copyright Clearance Center Inc., 222 Rosewood Drive, Danvers, MA 01923, USA; telephone: 978-750-8400; fax: 978-750-4470; Internet: www.copyright.com.

All other queries on rights and licenses, including subsidiary rights, should be addressed to the Office of the Publisher, The World Bank, 1818 H Street NW, Washington, DC 20433, USA; fax: 202-522-2422; e-mail: pubrights@worldbank.org.

Cover photo: A woman prepares the ground for planting, Mozambique. Photo by Eric Miller, courtesy of the World Bank.

ISBN-13: 978-0-8213-7350-7
e-ISBN-13: 978-0-8213-7351-4
DOI: 10.1596/978-8213-7350-7

World Bank InfoShop
E-mail: pic@worldbank.org
Telephone: 202-458-5454
Facsimile: 202-522-1500

Independent Evaluation Group
Knowledge Programs and Evaluation Capacity
Development (IEGKE)
E-mail: eline@worldbank.org
Telephone: 202-458-4497
Facsimile: 202-522-3125



Printed on Recycled Paper

Contents

vii	Abbreviations
ix	Acknowledgments
xi	Foreword
xiii	Avant propos
xv	Prefácio
xvii	Preface
xix	Préface
xxi	Nota Preliminar
xxiii	Executive Summary
xxix	Synthèse
xxxvii	Resumo Executivo
xlvi	Management Response
li	Chairperson’s Summary: Committee on Development Effectiveness (CODE)
lvii	Evaluation Snapshot in Selected Languages
1	1 Introduction
	3 The Role of Agriculture in Africa
	4 Study Purpose
	5 Study Scope
	5 Methodology
7	2 African Agriculture and the Bank
	9 The Agriculture Sector in Africa
	11 The Aid Architecture for Agriculture in Africa
	12 The World Bank’s Strategic Approach
	14 Main Constraints to Africa’s Agricultural Development
21	3 Bank Support for Agriculture and Portfolio Performance
	23 Analytical Work

	25	Policy Advice
	25	Lending
	28	Overall Performance of Agriculture Projects
31	4	Key Factors of Performance
	33	Internal (Bank) Factors
	39	Country Factors
45	5	The Bank's Contribution—A Thematic Assessment
	47	Agro-Ecological Diversity
	48	Fluctuating Rainfall and Droughts
	51	Soil Fertility
	56	Credit and Rural Finance
	57	Transport Infrastructure
	59	Extension
	62	Land Reform
	63	Price and Marketing Reform
69	6	Findings and Recommendations
	71	Key Findings
	72	Recommendations
75		Appendixes
	77	A: Methodology
	81	B: Categorization of Countries by Factor Endowments and Agriculture's Share of GDP
	85	C: Agro-Ecological Diversity, Production Systems, and Growth Rates of Food and Cash Crops
	89	D: The Bank Portfolio and Its Performance
	97	E: Lending to Agriculture from Bilateral and Multilateral Donors
	99	F: Bank Staff Survey Results
	107	G: Sector Staffing Analysis
	109	H: Selected Extension Approaches
	111	I: Cotton Sector Reforms: An Unfinished Story
	113	J: Marketing Reform
	121	K: Irrigation Data
	123	L: Cassava Transformation in Nigeria
	125	M: Preparation Costs and Risk Ratings for Agriculture Projects
127		Endnotes
133		References
		Boxes
	16	2.1 Constraints to Development of Access to Credit and Rural Finance in Africa
	27	3.1 Bank's Coding System and Inadequate Reflection of Important Agricultural Activities
	41	4.1 Weak Political Commitment Has Been a Factor in Performance
	43	4.2 The History and Challenges of National Research Capacity in Africa
	50	5.1 Bank Support for Fadama Project I in Nigeria: Achievements Constrained by Lack of a Multifaceted Approach

- 52 5.2 Cassava: A Missed Opportunity for the Bank to Contribute to Food Security
- 61 5.3 New Uganda Extension System Improves Efficiency But Faces Challenges
- 63 5.4 Zimbabwe Pilot for Land Reform Fails to Take Off
- 64 5.5 Agricultural Market Reform in Africa: The Expectations
- 66 5.6 Negative Impacts of Policy Sequencing on Traditional Export Crop Sectors in Cameroon

Figures

- 10 2.1 Changes in Cereal Production Produced by Changes in Area and Yield, 1961–2001
- 26 3.1 Sectoral Distribution of Investment Lending in Africa, Fiscal 1991–2006
- 29 3.2 Outcome and Sustainability Ratings
- 29 3.3 Performance of Bank Projects with Greater than 50 Percent Agricultural Component
- 51 5.1 Production of Maize and Cassava in Six Drought-Affected Countries of Southern Africa



Harvesting rice in Senegal. Photo by Ray Witlin, courtesy of World Bank Photo Library.

Abbreviations

AAA	Analytical and advisory activities
AfDB	African Development Bank
ARD	Agriculture and Rural Development (Department, World Bank)
CAADP	Comprehensive Africa Agriculture Development Programme
CAE	Country Assistance Evaluation
CAS	Country Assistance Strategy
CDD	Community-driven development
CGAP	Consultative Group to Assist the Poorest
CGIAR	Consultative Group on International Agricultural Research
CIAT	International Center for Tropical Agriculture
CPIA	Country Policy and Institutional Assessment
DAC	Development Assistance Committee
DPL	Development policy lending
FAO	Food and Agriculture Organization of the United Nations
FARA	Forum for African Agricultural Research
FDI	Foreign direct investment
GCDS	Global Cassava Development Strategy
GDP	Gross domestic product
ICR	Implementation Completion Report
IDA	International Development Association
IEG	Independent Evaluation Group
IFAD	International Fund for Agricultural Development
IFDC	International Fertilizer Development Center
IFPRI	International Food Policy Research Institute
IITA	International Institute of Tropical Agriculture
ISNAR	International Service for National Agricultural Research
MDG	Millennium Development Goal
M&E	Monitoring and evaluation
NAADS	National Agricultural Advisory Services
NARS	National Agriculture Research Systems
NCPB	National Cereals and Produce Board
NEPAD	New Partnership for Africa's Development
NGO	Nongovernmental organization
OECD	Organisation for Economic Co-operation and Development
OED	Operations Evaluation Department (now IEG)
O&M	Operations and maintenance
ONCPB	Office National de Commercialisation des Produits de Base
OPCS	Operations Policy and Country Services (World Bank)
PAD	Project Appraisal Document
PER	Public Expenditure Review
PRSC	Poverty Reduction Support Credit
PRSP	Poverty Reduction Strategy Paper

QAG	Quality Assurance Group
R&D	Research and development
SOTOCO	Société Togolaise du Coton
T&V	Training and visit
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WDR	World Development Report

Acknowledgments

This report was prepared by a team consisting of Nalini Kumar (task manager), April Connelly, and Ridley Nelson under the guidance of Alain Barbu (manager, Independent Evaluation Group Sector, Thematic, and Global Evaluation [IEGSG]). Kavita Mathur and Tara Lonnberg provided research support. In addition to the core team, valuable contributions were received from Shawki Barghouti and Jumana Farah. Other IEG colleagues whose work provided input included Petros Aklilu, Chris Gerrard, Kieth Oblitas, and Keith Pitman. William Hurlbut edited the initial report and Caroline McEuen edited the manuscript for publication, Marie Charles provided administrative support.

The report benefited tremendously from the guidance provided by Ajay Chhibber, Sharoukh Fardoust, Patrick Grasso, and Vinod Thomas. Valuable comments were also received from Denis Carpio, Ken Chomitz, Victoria Elliott, Ali Khadr, James Sackey, and Klaus Tilmes of IEG. Gershon Feder peer reviewed the report.

Colleagues inside the Bank provided comments and input at various stages. They include: Jonathan Agwe, Ilhem Baghdadli, Mary A. Barton-Dock, Karen McConnell Brooks, Frank Fulgence K. Byamugisha, Derek R. Byerlee, Mark E. Cackler, Luc Christiaensen, Sanjiva Cooke, Christine E. Cornelius, Ijsbrand Harko de Jong, Christopher Delgado, Ariel Dinar, Olivier Durand, Bleoue Nicaise Ehoue, Madhur Gautam, Steven Jaffee, Willem Janssen, Renate Kloepfinger-Todd, Patrick Labaste, Stephen Mink, Renato Nardello, David Nielson, Nwanze Okidegbe, Andrea Pape-Christiansen, Jeeva A. Perumalpillai-Essex, Christophe Ravry, Samjhana Thapa, Robert Townsend, John M. Underwood, and Martien Van Nieuwkoop. Several retired Bank staff provided valuable input based on their extensive experience, including Jock Anderson, Stephen Carr, Cornelis de Haan, Laurie Effron, Sushma Ganguly, Jacob Kampen, Satish Kumar, Uma Lele, and Jeffrey Lewis.

Director-General, Evaluation: *Vinod Thomas*
Director, Independent Evaluation Group, World Bank: *Ajay Chhibber*
Manager, IEGSG: *Alain Barbu*
Task Manager: *Nalini Kumar*

IEG PUBLICATIONS

Study Series

2004 Annual Review of Development Effectiveness: The Bank's Contributions to Poverty Reduction
Addressing the Challenges of Globalization: An Independent Evaluation of the World Bank's Approach to Global Programs
Agricultural Extension: The Kenya Experience
Assisting Russia's Transition: An Unprecedented Challenge
Bangladesh: Progress Through Partnership
Brazil: Forging a Strategic Partnership for Results—An OED Evaluation of World Bank Assistance
Bridging Troubled Waters: Assessing the World Bank Water Resources Strategy
Capacity Building in Africa: An OED Evaluation of World Bank Support
The CIGAR at 31: An Independent Meta-Evaluation of the Consultative Group on International Agricultural Research
Country Assistance Evaluation Retrospective: OED Self-Evaluation
Debt Relief for the Poorest: An OED Review of the HIPC Initiative
Developing Towns and Cities: Lessons from Brazil and the Philippines
The Drive to Partnership: Aid Coordination and the World Bank
Economies in Transition: An OED Evaluation of World Bank Assistance
The Effectiveness of World Bank Support for Community-Based and –Driven Development: An OED Evaluation
Evaluating a Decade of World Bank Gender Policy: 1990–99
Evaluation of World Bank Assistance to Pacific Member Countries, 1992–2002
Financial Sector Reform: A Review of World Bank Assistance
Financing the Global Benefits of Forests: The Bank's GEF Portfolio and the 1991 Forest Strategy and Its Implementation
Fiscal Management in Adjustment Lending
IDA's Partnership for Poverty Reduction
Improving the Lives of the Poor Through Investment in Cities
India: The Dairy Revolution
Information Infrastructure: The World Bank Group's Experience
Investing in Health: Development Effectiveness in the Health, Nutrition, and Population Sector
Jordan: Supporting Stable Development in a Challenging Region
Lesotho: Development in a Challenging Environment
Mainstreaming Gender in World Bank Lending: An Update
Maintaining Momentum to 2015? An Impact Evaluation of Interventions to Improve Maternal and Child Health and Nutrition Outcomes in Bangladesh
The Next Ascent: An Evaluation of the Aga Khan Rural Support Program, Pakistan
Nongovernmental Organizations in World Bank–Supported Projects: A Review
Poland Country Assistance Review: Partnership in a Transition Economy
Poverty Reduction in the 1990s: An Evaluation of Strategy and Performance
The Poverty Reduction Strategy Initiative: An Independent Evaluation of the World Bank's Support Through 2003
Power for Development: A Review of the World Bank Group's Experience with Private Participation in the Electricity Sector
Promoting Environmental Sustainability in Development
Putting Social Development to Work for the Poor: An OED Review of World Bank Activities
Reforming Agriculture: The World Bank Goes to Market
Sharing Knowledge: Innovations and Remaining Challenges
Social Funds: Assessing Effectiveness
Tunisia: Understanding Successful Socioeconomic Development
Uganda: Policy, Participation, People
The World Bank's Experience with Post-Conflict Reconstruction
The World Bank's Forest Strategy: Striking the Right Balance
Zambia Country Assistance Review: Turning an Economy Around

Evaluation Country Case Series

Bosnia and Herzegovina: Post-Conflict Reconstruction
Brazil: Forests in the Balance: Challenges of Conservation with Development
Cameroon: Forest Sector Development in a Difficult Political Economy
China: From Afforestation to Poverty Alleviation and Natural Forest Management
Costa Rica: Forest Strategy and the Evolution of Land Use
El Salvador: Post-Conflict Reconstruction
India: Alleviating Poverty through Forest Development
Indonesia: The Challenges of World Bank Involvement in Forests
The Poverty Reduction Strategy Initiative: Findings from 10 Country Case Studies of World Bank and IMF Support
Uganda: Post-Conflict Reconstruction

Proceedings

Global Public Policies and Programs: Implications for Financing and Evaluation
Lessons of Fiscal Adjustment
Lesson from Urban Transport
Evaluating the Gender Impact of World Bank Assistance
Evaluation and Development: The Institutional Dimension (Transaction Publishers)
Evaluation and Poverty Reduction
Monitoring & Evaluation Capacity Development in Africa
Public Sector Performance—The Critical Role of Evaluation

IEG

INDEPENDENT EVALUATION GROUP



THE WORLD BANK

ISBN 978-0-8213-7350-7



SKU 17350