INCLUSIVENESS: THE FOUNDATION OF GFAR IMPACT

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Acronynms

AARINENA	Association of Agricultural Research Institutions for Near East and North Africa
APAARI	Asia Pacific Association of Agricultural Research Institutions
ARD	Agricultural Research for/and Development
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
CACAARI	Central Asia and Caucasus Association of Agricultural Research Institutions
CGIAR	Consultative Group on International Agricultural Research
CIMMYT	Centro Internacional de Mejoramiento de Maíz y Trigo
CIRAD	Centre de Coopération Internationale en Recherche Agronomique pour le Développement
CORAF	Conseil Ouest et Centre Africain pour la Recherche et le Développent Agricoles (see WECARD)
CP	Challenge Programme
CSOs	Civil Society Organizations
DMC	Direct Sowing, Mulch Based System and Conservation Agriculture
DSG	Donor Support Group
EFARD	European Forum on Agricultural Research for Development
*E*GFAR	Electronic Global Forum on Agricultural Research
FAO	Food and Agricultural Organization
FARA	Forum for Agricultural Research in Africa
FORAGRO	Foro Regional de Investigación y Desarrollo Tecnológico Agropecuario
FOs	Farmers' Organizations
GFAR	Global Forum on Agricultural Research
GLOBAL.RAIS	GLOBal ALliance of the Regional Agricultural Information Systems
GPPs	Global Partnership Programmes
IARCs	international Agricultural Research Centres
ICM	Information and Communication Management
ICM4ARD	Information and Communication Management for Agricultural Research and Development
ICT	Information and Communication Technology
IFAD	International Fund for Agricultural Development
IWMI	International Water Management Institute
KIS	Knowledge Information Systems
MIS	Management Information System
NAFAR	North American Forum on Agricultural Research
NARIs	National Agricultural Research Institutes
NARS	National Agricultural Research Systems
NGOs	Non-Governmental Organizations
PROLINNOVA	Promoting Local Innovation
RAIS	Regional Agricultural Information System
RF	Regional Forum(s)

SADC	Southern African Development Community
SRF	Sub-regional Forum(s)
UN	United Nations
UNDP	United National Development Program
WECARD	West and Central African Council for Agricultural Research and Development (see CORAF)

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1. INTRODUCTION

1.1 Importance of inclusiveness and partnership[1]

The term inclusiveness is widely encountered in the development literature, and has been defined and used in different ways. At its broadest in the development context, inclusiveness means the involvement and participation of different types of organisations and segments of society in processes that provide greater access to assets, and to voice in planning and decision making. Inclusiveness is important because excluded stakeholders or organisations often face high barriers to participation that block opportunities and potential for participation. "Without a stake in the social, economic and political system, they do not have the incentive to partake, contribute, and be forward looking. Promoting wider participation, with greater access to assets and voice, is a pillar of steady growth and sustainable development--" (World Bank 2003).

Inclusiveness provides opportunities for neglected or excluded stakeholders to influence decision making through negotiation and consensus processes that are transparent and participatory. Those that are excluded and without voice will not take ownership of a process, action or outcome. Participation (e.g. in forums) by inclusiveness is a mechanism that is key to building mandates, consensus and coordination, whether at local, national or global level.

Box 1 - Institutions

"As regards the definition of "institutions", we share the view that this should include both the rules governing social, economic and political life, as well as the organisations operating under these rules – and sometimes shaping them. --- In our perception, the development of institutional capacity takes place in two dimensions: (a) with respect to the rules, i.e. the policies and institutional arrangements through which public goods are delivered and the access to resources is regulated. Capacity issues include efficient public administration and funding, the protection of common resources, law enforcement, and facilitation of access to productive resources. (b) with respect to the organisations, i.e. the administrative units, services and businesses that actually create the economic and social benefits. Capacity resides in strong and stable self-help organisations and cooperatives, in well-performing service providers, in lean and efficient public sector agencies, and in a competitive private sector." IFAD and GTZ 2004

Inclusiveness also helps institutions evolve toward improved realization of their key functions of picking up signals (information, feedback, planning), balancing interests (transparency, voice, forums for negotiation) and executing decisions (commitment and enforcement). Improving

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[1] This section draws on concepts from various sources including World Bank 2003. Institutions for Sustainable Development. World Development Report; CIP-UPWARD/IDRC 2005 Participatory Research and Development for Sustainable Agriculture and Natural Resource Management; GFAR 2004. Strengthening Linkages between Farmers' Organisations and Agricultural Research Institutions; GFAR 2005. Strengthening Partnerships for Agricultural Development: Perspective from GFAR; Popkins, J. 2005. The Challenge of Inclusive Development; IFAD and GTZ 2004. Institutions-The Key to Development: Building Alliances to Empower the Rural Poor; Peterson, Warren, Viviana Galleno, Thomas Eponou, Anna Wuyts-Fivawo, and Michèle Wilks 2001. Methods for Planning Effective Linkages. ISNAR Briefing Paper 45. The Hague ISNAR

inclusiveness also means reforming institutions and policies to establish equal rights, equal access to opportunities, and equitable ownership of assets[2].

Partnerships (refer also to section 2.3) are closely related to inclusiveness since they are most effective when they are organized, planned and implemented by the participating organisations. The establishment of partnerships that involve multiple categories of stakeholders in planning, coordinating and implementing actions to address development objectives is an important avenue both for the realization of agreed upon goals and for the promotion of inclusiveness. According to Karl (2000) "Some of the common objectives and expected benefits of participation in development are improving the efficiency, effectiveness, sustainability and coverage of projects and programs and promoting stakeholder capacity, self-reliance, and empowerment".

Partnerships between concerned stakeholder organisations such as farmer organisations (FOs), non-governmental organizations (NGOs), private enterprise, universities, national and international research organisations, and donors are important means of tackling the rapidly changing development and institutional environments for Agricultural Research for Development (ARD). The most important of these changes include reduced public sector support and funding for services. In addition there is a widely acknowledged need to address issues that go beyond technology such as profitability, quality, environmental and natural resource sustainability, globalization, and the social objectives of poverty, equity and food security. Partnerships, since they are based on inclusiveness, may also bring with them a focus on shared objectives, shared resource costs (and reduced costs for individual partner organisations), benefits, and the expertise, skills and insights of different types of partner organisations.

Box 2 - Definitions

Inclusiveness: "Representation of the full range of stakeholders, across government, business, and civil society as well as regions and disciplines ---" (Dubash et al. 2001); "Processes and actions that ensure that relevant stakeholders contribute to the development, implementation and utilization of activities that may affect their livelihoods." (Smith 2005)

Stakeholders: "Any group within or outside an organization that has a direct or indirect stake in the organization's performance or its evaluation. Stakeholders can be people who conduct, participate in, fund, or manage a program, or who may otherwise affect or be affected by decisions about the program or the evaluation." (Horton et al. 2003)

Network vs Networking: Network - Formal or informal structures that link individuals or organizations, who, on voluntary basis, exchange information and knowledge; undertake joint activities or share common interest on specific issue or a general set of values (Perkin et al 2005; Starkey 1997). Networking is defined as "a process by which two or more organizations and/or individuals collaborate to achieve common goals" (United Nations Development Programme (UNDP) 2000)

Agriculture Knowledge and Information Systems (AKIS): A conceptual perspective used to describe 'systems' of different organisational actors, (farmers, private and public sector organisations, agro-industry and other stakeholders) involved the generation, transfer and management of agriculture knowledge and information (Peterson et al. 2001).

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[2] http://web.worldbank.org Institutions and Policies

Partnership: Voluntary and collaborative relationships between various parties, both state and non-state in which all participants agree to work together to achieve a common purpose or undertake a specific tasks and to share risks, responsibilities, resources, competencies and benefits – Towards Global Partnerships - Report of the United Nations Secretary General

Linkages: Coordinated channels for the exchange or flow of technology, information and resources between partner organisations involved with agricultural technology generation and dissemination (Peterson et al. 2004).

Linkage mechanisms: "--- specific means or procedures that enhance technology generation and exchange linkages, and enable the flow of information and resources ---" (Peterson et al. 2004)

Legitimacy: "--- the perception of the degree to which an organisation has a credible interest or stake in the situation at hand, and capacity, the perception that the organisation can participate as expected." (Riley 2002)

Transparency: An activity is transparent if all information about it is open and freely available. All draft documents, all arguments for and against a proposal, the decisions about the decision making process itself, and all final decisions, are made publicly and remain publicly archived.

1.2 GFAR and Inclusiveness

The Global Forum on Agricultural Research (GFAR) was created to bring together stakeholders (involved in ARD to address the complex challenges facing the agricultural sector that cannot be met by researchers or research teams working alone (GFAR 2004c). These challenges include difficult and complex issues such as demand driven research, policy and institutional constraints, social and economic problems related to resource access, and production and productivity enhancement, among others. Structural adjustment, decentralisation and restructuring have reduced the ability of public sector organisation to provide the information, training, research, and extension services needed by farmers and other users. Assisting with the development of civil society organizations (CSOs), donor and public sector partnerships to cover these needs is a fundamental GFAR target.

Inclusiveness is one of GFAR's guiding principles and is a foundation for its mission and strategic objectives. It is basic to each of the four pillars of the current GFAR Business Plan (2004-2006) and Strategy (GFAR 2004a) and it underpins virtually all its activities in providing a platform for the various stakeholders involved in ARD at inter-regional and national levels. At present the seven categories involved are FOs, NGOs, three groups of research institutions, i.e. the National Agricultural Research Systems (NARS) of developing countries through their Regional and Sub-regional Forums (RF/SRF), the European and North American Regional Forums, the International Agricultural Research Centres (IARCs), the agri-business private sector, and a group of donors committed to the concept of collaborative partnerships among these stakeholders.

GFAR is not an implementing agency but is focused on the more visionary, global and innovative goals of:
  • fostering inter-regional collaboration through the development of strong linkages among RF,

- promoting collaborative research partnerships by facilitating multi-stakeholder programmes,
- engaging in advocacy, public awareness and strategic thinking activities, to secure political support for agricultural research,
- assisting with and maintaining information exchange, knowledge sharing and communication among GFAR stakeholders with the establishment of Management Information Systems (MIS) and the use of Information and Communication Technology (ICT), and
- promoting and mainstreaming civil society (FOs, NGOs and the private sector) participation in ARD processes across regions

GFAR's concept of inclusiveness includes several dimensions and levels. Each is characterized by the representation and participation of multiple stakeholders; in other words by inclusiveness.
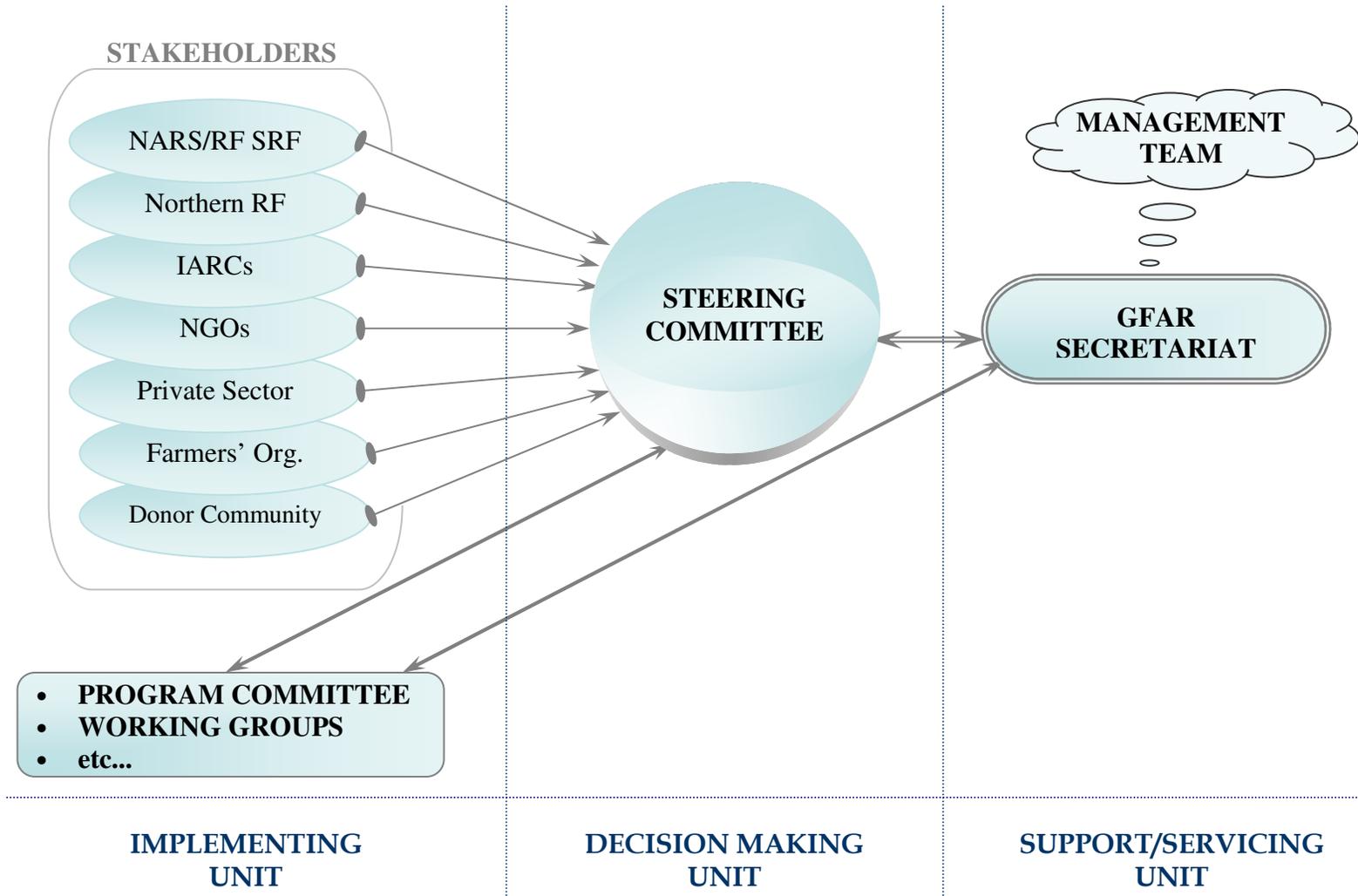
1.2.1 Internal dimension

GFAR's internal organisation, governance, and management reflect participation of the following different types of stakeholders.

- A Steering Committee which works closely with the GFAR Secretariat and a Donor Support Group (DSG) on matters of governance, information flow and management, including approval of annual financial and technical reports.. It has members from 5 regional forums for ARD, advanced research institutes and universities, international agricultural research institutes, the NGO community, FOs, the private sector and the donor community.
- A Management Team which serves as an advisory body to the Secretariat as to how best to orient its efforts. The members include: two facilitating agencies (the Food and Agriculture Organisation (FAO) and the International Fund for Agricultural Development (IFAD)), the Chair and Vice-Chair of GFAR and the Executive Secretary, who manages the Secretariat's day-to-day operations.
- A Program Committee which its mandate is to strengthen the participation of the NARS and their RF/SRF in the Global Forum, given the key role they play in ARD.
- A Secretariat that facilitates the day-to-day operations of the Forum, acts as the implementation body for the GFAR core activities and plays a catalytic and promotional role for projects carried out within the GFAR framework. It also organizes and services GFAR statutory meetings. It is a small and lean body composed of staff from the South and the North.
- DSG that mobilizes international donor support for GFAR initiatives, under the leadership IFAD. Its membership is open to all donors.

The GFAR Secretariat also maintains an internet gateway: the Electronic Global Forum on Agricultural Research (*E*GFAR) and produces a newsletter that provides access to information and knowledge for all stakeholders. The provision of this access to information provides an element necessary for inclusive processes (see the below organigram of GFAR).

GFAR ORGANIGRAM

STAKEHOLDERS

- NARS/RF SRF
- Northern RF
- IARCs
- NGOs
- Private Sector
- Farmers' Org.
- Donor Community

STEERING COMMITTEE

MANAGEMENT TEAM

GFAR SECRETARIAT

- **PROGRAM COMMITTEE**
- **WORKING GROUPS**
- **etc...**

IMPLEMENTING UNIT

DECISION MAKING UNIT

SUPPORT/SERVICING UNIT

1.2.2 External dimension

GFAR (GFAR 2004a) is a global forum for different types stakeholders involved in ARD, to discuss and debate strategic issues in the field with the objective of developing shared perceptions that can facilitate co-operation and coordinated actions. Its roles include:

- providing a discussion platform and mobilizes the global scientific community to discuss and address critical global ARD concerns;
- supporting stakeholders in the implementation of decisions by encouraging partnerships and inclusiveness;
- performing a global ARD advocacy function as a voice at high level conferences and meetings; and
- establishing and maintaining communications and information flow with its ARD partners and stakeholders (GFAR 2005b).

The forum operates at global, regional and national levels to facilitate and promote ARD through its strategic objectives.

- Global level – GFAR adds its voice and perspective to global and regional debates and initiatives on issues that affect agricultural development. It plays an advocacy role in sensitizing policy and decision makers to the need for commitment and long-term support for agricultural research. This is accomplished through participation in debates, conferences, workshops and consultations. GFAR has also facilitated priority setting at this level. In addition, Global Partnership Programmes (GPPs) are a GFAR tool for promoting collaborative research partnerships at both global and regional levels. They are based on extensive consultations, priority setting and activities carried out by stakeholder partners that are inclusive of all categories of ARD actors. Another initiative at the global level is to assist the development of a global information system strategy and ICT agenda to provide access to ARD information through the Global Alliance of the Regional Agricultural Information Systems (GLOBAL RAIS) Project.

- Regional level - GFAR promotes inter-regional collaboration among RF by through dialogue and facilitating information and knowledge sharing. It also promotes multi-stakeholder participation in RF/SRF programs and activities. Also at this level, GFAR works to enable each forum to develop and implement an information and communication strategy that makes knowledge and information available to all categories of ARD stakeholders.

- National level – The GFAR objective at national level is to support and promote inclusive NARS because of their pivotal decision-making in policy, trade, investment in technology development, decentralisation, and re-organisation of public sector research. The goal is systems where all stakeholders of ARD work together not only in diagnosis, planning and experimentation, testing and adaptation and evaluating programmes of research, but also inclusively participate in the decision making processes. Again, the broad base of partner organisations or groups are included, reflecting the inclusiveness foundation of GFAR's work.

2. INCLUSIVENESS AND RELATED CONCEPTS

2.1 Inclusiveness: implications and related concepts

GFAR uses inclusiveness as a foundation for nearly all its objectives and activities. However, inclusiveness is a complex subject and is closely related to concepts and processes that contribute to its realization. Many of these relate to the promotion and establishment of partnerships and functioning AKIS or NARS at the global, regional and national levels with which GFAR works.

Inclusiveness implies
- bringing stakeholders together in ways that maximize different resources, skills and competencies for the definition and achievement of shared ARD goals;
- ensuring genuine participation and voice of all concerned stakeholders; and
- addressing processes and issues that allow the forging of effective multi-stakeholder partnerships for innovation.

These processes and the concepts, such as linkages, transparency, accountability and participation, etc., related to inclusiveness are discussed in this section. Effective partnerships are built on inclusiveness, and partnerships are a central focus of Sections 3 and 4.

2.2 Agriculture Knowledge and Information Systems

The idea of systems (e.g. NARS; AKIS) is encountered frequently in agricultural development literature. This is a conceptual perspective used to describe 'systems' of different organisational actors representing producers/farmers, national government research and extension, international and advanced research, NGOs, commercial enterprises and other stakeholders such as donors and policy makers involved in the generation, transfer and management of agriculture knowledge and information (FAO 2004; Peterson et al. 2001). Such organisations are active in technology and information flow to some extent in nearly all developing (and developed) countries, although their activities may not be coordinated.

'Systems' in this sense are theoretical constructs based on the assumption that functional systems of organisations that share objectives and coordinate actions to achieve them actually exist. In fact, such systems are often hypothetical in the sense that coordinated, goal-oriented system behaviour is rarely present at global or national level. A functional system depends on the existence of effective partnerships between individual organisations. An important step forward in ARD is to concentrate on making the systems work.

The organisational actors in any 'system' have different capacities and comparative advantages, and play different roles. Once these are understood, their responsibilities and objectives can be coordinated to avoid duplication of effort, and achieve complementarity in terms of shared objectives. Forming effective partnerships among actors at different levels is central for solving the complex challenges that characterize ARD today, and facilitating the process is a primary GFAR objective.

2.3 Partnership[3]

While there are no commonly agreed upon definitions of partnership (also termed alliances, 'networks for action' or multi-stakeholder partnerships by some sources), in general they are voluntary and collaborative relationships between representatives of organisations, both state and non-state in which all participants agree to work together to achieve a common purpose or undertake specific tasks and to share risks, responsibilities, resources, competencies and benefits (UN Secretary General, cited in Malena 2004). Although different types of partnerships have been suggested based on function (e.g.; process, project and product partnerships; or negotiation, coordination and implementation partnerships (Malena 2004), there is no agreement on categories or types of partnerships.

2.3.1 Purpose and examples

Partnerships are now widely regarded as the only way to achieve global goals (Office of the Canadian Auditor General 2000; Malena 2004; Rockefeller Brothers Fund 2004). They may offer the best means of bringing the necessary expertise and resources from different kinds of organisations to bear on the difficult problems of ARD at any level that can't be solved by individual organisations. Partnerships are also a possible means of counteracting the decline in public sector capacity to deliver public goods and services, by involving non-government actors in service delivery.

But perhaps the most important reason for ARD partnerships is the hope they offer for overcoming the non-technology constraints to production, poverty and food security that can not be overcome by research and extension organisations working alone. These constraints come from the policy and institutional environments of ARD at country level, and include rules of operation and interaction between organisations, decision-making about funding, and public sector re-structuring and decentralisation.

Indeed, partnerships and networks have been established through many United Nations (UN) organisations. For example the UN System Network on Rural Development and Food Security (FAO 2002) works at global level with 20 UN system partners who support national thematic groups at country level to implement rural development and food security programmes.

Another example is the Consultative Group on International Agricultural Research (CGIAR) Challenge Programme (CP) initiative, which links up partners on an inter-regional basis to solve research problems that cross country boundaries. CGIAR CPs are time-bound, independently-governed programmes of high-impact research that target CGIAR goals in relation to complex issues of overwhelming global and/or regional significance, and require partnerships among a wide range of institutions in order to deliver its products (CGIAR 2004).

Waters-Bayer et al (2005a and b) and Waters-Bayer & Bayer (2005) discuss PROLINNOVA, which is a CSO initiative that aims to promote local innovation and participatory processes of innovation development to improve the lives of resource-poor farmers. A primary goal is

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[3] This section builds on concepts from various sources including CIP-UPWARD/IDRC 2005; Eponou et al 1999 and 2000; Malena 2004; Peterson et al 2004 and 2001; Waters-Bayer et al. 2005a and b, Waters-Bayer & Bayer 2005

strengthening the links between farmers, NGOs, extension, research and other stakeholders in agricultural R&D, and increasing the capacities of them all to work together. It has nine country programmes in Asia and Africa.

2.3.2 Partnerships and institutions

The establishment of effective multi-shareholder partnerships and alliances is not a simple undertaking, in part because they can vary in type, purpose, scope, diversity of partners and implementation challenges. They also require true representation of organisations involved in the partnership through inclusiveness, and often affect or even redefine institutions (rules and organisations); i.e. the established roles and responsibilities of individual organisations.

The organisation and governance of partnerships is always challenging and time-consuming. Since many organisations have mandated responsibilities established by legal processes (or by legislation in the case of government organisations), there is ample opportunity for conflict or walk-outs during partnership negotiation processes. The partnerships have on institutions, that is on the organisations and their rules and roles, is controversial because the lines between public and private sector organisations become blurred. Some believe that this problematic for technology and service delivery, and others that the blurring is not as important as realizing development goals.

The importance and potential of partnerships at different levels was recognized in the mid-1990s and their promotion and facilitation was one of the principle reasons GFAR was established. Although their importance is recognized, and many have been established by various organisations, there is little available on the lessons, best practices and operational guidelines needed to establish good partnerships (see however Malena 2004; Peterson et al. 2001 and 2004; Riley 2002).

Challenges

Multi-stakeholder partnerships for global and regional objectives represent relatively new and controversial ground, and the development community is still learning its way in many regards. There are no hard and fast rules for partnership formation and management. A logical next step for GFAR is the development of a framework that can help stakeholders guide, plan and manage partnership challenges, including the basic ingredients, processes and procedures that promote success.

Some of the key challenges of partnership planning and maintenance include
- ensuring inclusiveness and legitimacy, and organizing the planning process,
- defining the purposes and objectives of the partnership, and the needs of beneficiaries,
- defining and developing the linkages necessary for the partnership,
- determining the roles and responsibilities of different partners and reaching agreement about benefits and costs through negotiation,
- establishing action plans and schedules for implementation of the plan,
- gathering financial and leadership support,
- establishing monitoring, adjustment and accountability,
- ensuring good communications and access to information, and

- achieving successful strategic influence through linkages with policy and decision leaders.

These are examined in the framework for planning and management suggested in Section 3 of this report.

2.4 Linkages[4]

Partnerships are enabled by linkages between different types of organisations, and linkages are coordinated channels for the exchange and flow of technology, information and resources between partner organisations (Peterson et al 2004). These exchanges are achieved in different ways by establishing linkage mechanisms that address identified purposes. Linkage mechanisms are the specific means or procedures that enable the flow of information and resources to enhance technology generation and information/knowledge exchange (e.g.; priority setting with partner participation, collaborative planning meetings, Memorandums of Understanding (MoUs) and contracts between organisations). The mechanisms have various functions, depending on the roles appropriate for different types of partners.

Ineffective linkages between research and technology users (organisations involved with dissemination, producers, business and industry etc.) are common and recurrent problems for NARS, AKIS and partnerships. This is particularly true for the linkages between research and the primary users of technology (producers/farmers, business and industry and organisations involved in extension, dissemination and feedback activities). During GFAR consultations with CSOs and RFs this linkage problem was identified repeatedly. Research organisations often plan their agendas without sufficient involvement and participation of technology users. The result is the generation of technologies that fail or that lack relevance for end users. Other common 'linkage gaps' observed in many NARS are the absence of links with private enterprise, policy makers and consumers.

There are numerous reasons for poor linkages (Eponou et al 2000, Peterson et al 2001 and 2004, Smith 2005), but some of the most significant, and common, for the establishment of effective partnerships include:
- lack of linkage policies (guidelines and procedures) and realistic strategies;
- lack of coordinated planning and consultation for linkages;
- poor communication between partners;
- insufficient inclusiveness of legitimate stakeholders; and
- failure to acquire and realistically plan and budget the necessary resources (funds and staff) to allow implementation

AKIS or NARS organisations, whether NGOs, private enterprises or government research organisations, are identifiable legal entities. They have their own mandates, defined roles and responsibilities, structures, and internal organisation. They can function as partners when they work together, but only when the linkages between them are planned, funded, and activated.

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[4] This section builds on ideas and concepts from Eponou et al 2000; Peterson et al. 2004 and 2001; Smith 2004 and 2005.

2.5 Transparency

An activity is transparent if all information about it is accessible and freely available. In transparent processes, draft documents, arguments for and against a proposal, the decisions about the decision making process itself, and all final decisions, are made publicly and remain publicly archived. Any technical actions which are perceived to be controversial or political are considered to lack legitimacy until a clear, radically transparent decision has been made concerning them (statements from www.wikipedia.com 2005). Transparency is a management method where nearly all decision making is carried out publicly.

Transparency is a powerful tool for partnerships in two significant ways. First, transparent processes and procedures level the playing field for multi-stakeholder partners in terms of clarity about relative power and decision making, and minimize 'tokenism' or inclusion without voice in deliberation and decision-making activities. Second, it is an effective tool for accountability by ensuring that information related to the partnership and its management is available for all stakeholders (e.g.; consultation, committee and workshop proceedings, proposals, decision and financial records, and other documentation). Information on governance, funding, the internal division of responsibilities, procedures and consensus building or voting rules must be open to scrutiny (Benner and Witte 2004). Information transparency is a strong incentive for performance and allows partners and other stakeholders to identify short-comings and problems. The internet is a powerful medium that can make such information widely available, and GFAR makes extensive use of it.

Under rare circumstances, transparency carries risks. It has been occasionally exploited by partners to gain information and advantages through misrepresentation. There are also some types of partners who resist divulging information about their organisations. Commercial organizations and some NGOs are sometimes mentioned in this regard.

2.6 Accountability

Standard approaches to accountability apply to individual institutions and organisations, which are accountable to their clients for producing relevant results and impact, and to their investors or funding agencies for both results and the use of resources. A broad range of methods (both external and internal) are available to assist organisations with accountability including financial audits, performance evaluation, output evaluation, and impact assessment among others.

One of the grey areas for establishing and managing partnerships is that of accountability. In part this is because no individual organisation is responsible for global and regional multi-partner initiatives and activities. In addition there are uncertainties about who should carry out accountability activities, to whom accountability reports should be submitted, and what methods should be used. As the role of government shrinks and responsibility for delivery of public goods and services is shouldered by CSOs, the issue of responsibility to the public stems from the roles CSOs have undertaken on behalf of the state (Jordan n.d.).

Cavazzani et al (2001) in their analysis of rural partnerships in Europe found that evaluation procedures of any type were weak in almost all the cases studied. Benner and Witte (2004) state that partnerships are diffuse, complex and weakly institutionalized collaborative systems that escape traditional mechanisms of accountability since they are neither accountable to an

electorate nor do they exhibit clear principal-agent relationships. They think partnerships are bound to fail if new accountability approaches are not developed, and that these must address both the actor level and the process level. Malena (2004) indicates that partnership accountability is often interpreted in a loose and abstract way, based on trust and commitment. If formal accountability procedures exist, they are usually carried out internally rather than by external, more objective experts.

Accountability procedures for partnerships are problematic, but one perspective that can be adopted is that partnership stakeholders are clearly accountable to each other and to their beneficiaries. In practical terms, it may be more important to establish monitoring and evaluation processes internal to the partnerships (such as process and output assessment, and impact evaluation) involving beneficiary participation, and to use these for accountability reporting to donors and the governance bodies for the partnership.

2.7 Participation

Inclusiveness also implies active participation in partnership formation and management. Partnerships are voluntary in nature, and representatives are quite capable of walking out. It is not enough to invite representatives to sit in during deliberations and decision making They must be legitimate representatives (authorized to negotiate and make decisions) rather than delegates with no authority. The opinions of representatives need to be heard, and an acceptable consensus reached. If understanding and interaction skills of some partners are limited, the means of bringing them up to speed must be included in the preparations for partnership formation (informational sessions, strengthening of regional organizations, training etc.), as observed by CSOs and GFAR.

A central need is the participation of end-users (producers, organisations involved in dissemination, commercial enterprises etc.) in a meaningful way in establishing the agendas for agricultural research and extension. At national level, government organisations for research and extension typically use top-down decision making procedures, and end users have little or no influence over the planning and implementation of activities. Giving previously excluded stakeholders the opportunity to have a voice in planning the agenda is one of the important reasons for building partnerships.

2.8 Information and Communication Technology

A large number of "new" Information and Communication Technologies (ICTs) can be used for communication to share and exchange information and knowledge interactively among groups of users. Access to these ICTs is now more universal and the costs of using them are rapidly becoming lower and more affordable to many even in poorer countries. This opens avenues for using these technologies for development activities as is already done in commercial business in richer organizations and developed countries.

With easier access and lowering of communication costs, applications of these ICTs can be used to create new partnerships through empowering individuals and communities who are geographically in distant locations to communicate rapidly to each other and aggregate around

needs. They also facilitate more in depth participation through audio and video interaction. The greater cardinality or the ability to simultaneously correspond with several individuals (termed as many-to-many connectivity), also aids inclusiveness in partnerships as it provides ability of partners to confer, voice their viewpoints and negotiate their positions while being linked together through ICT applications.

Most of the ICTs offer either text, audio and video connectivity among partners. In some cases, graphics and photographs along with audio and/or video can also be shared and commented upon by the group together in a synchronous manner. Applications of ICTs that can enable greater inclusiveness in partnerships are:

   i)   those using Telephone (Fixed line, wireless and cellular):
   - Tele/video-conferencing;
   - Simple Messaging Systems (SMS)
   - Multi-Media Messaging Systems (MMS); and
   ii)   those using Internet connectivity
   - E-mail,
   - E-mail Lists,
   - Electronic Discussion Lists and Newgroups
   - Web based Communities of Practice (CoP);
   - electronic and web based surveys;
   - On-line and Instant Messaging (IM);
   - World Wide Web (www);
   - Internet Telephony through Voice Over Internet Protocol (VOIP);
   - web based video conferencing;
   - Intranets and Extranets applications

A major weakness in using ICTs to create partnerships and enable inclusiveness among these partnerships is that these processes are dependent upon access to the technologies. Thus, those with access to them, especially the more elite, educated and rich have greater ability to forge and represent themselves in partnerships outside their local communities. Thus, the digital divide does have a potential to create greater exclusiveness in development if the technologies are not appropriately used.

An important issue is also the inadequate or total lack of capacity to use these technologies effectively by many agricultural communities of the South. It is not only availability but also accessibility and the capability to use the technology effectively in forging linkages with other stakeholders for development, voicing their needs and in negotiating for the community's development that is important for building more inclusive partnerships for ARD.

Authorities on partnerships agree that communication and the provision and exchange of information among partners, and between the partnership and other concerned stakeholders (including the general public) are necessary for good performance and transparency. GFAR has recognized the importance of information and knowledge sharing in its strategy and business plan (GFAR 2004), where they are identified as one of the four pillars of the strategy.

Information and Communication Technology/Management (ICT/M) is central to inclusiveness by ensuring that all partners and relevant stakeholders have access to the information, reports and records that allow informed consultation and decision making.

For partnerships, communication and information access are important for:
- access to research outputs and knowledge;
- inclusive decision making about roles, responsibilities and authority;
- transparency about decision making, implementation and record keeping;
- coordination of process and implementation activities; and
- accountability requirements.

For the global and regional fora that provide the platforms for partnership formation and implementation, additional information and knowledge sharing is needed on:
- other partnership lessons and experiences;
- research programmes and projects;
- NGOs and CSOs;
- farmer organisations; and
- promising research results and experiences.

GFAR has provided a flow of information and knowledge among its stakeholders through various internet avenues. *E*GFAR is a portal for its stakeholders that provides among other facilities to share and exchange information, a virtual newsletter, reports and database. All the publications and reports of GFAR are also accessible through *E*GFAR, and it provides links to other stakeholders and partnerships. GFAR has been instrumental in launching the Regional Agricultural Information Systems (RAIS) and the development of a global agricultural information system, through its GPP Information Communication and Management for Agricultural Research for Development (ICM4ARD).

3. INCLUSIVENESS AND PARTNERSHIP: A FRAMEWORK FOR GUIDANCE

GFAR is centrally involved in facilitating ARD partnerships characterized by inclusiveness. This section examines the parameters and identifies sound practices for partnership development and management. Some of the benefits and risks of partnerships are presented and a framework which is meant as a flexible guide for good processes and procedures is suggested.

3.1 Levels and focal organisations

Partnerships can be global, regional, national and local in scope; GFAR works primarily at global, regional and national levels in its work to facilitate or support their development and objectives. When organising a partnership, it is important to identify a host organisation as well as focal organisations that will carry the partnership and its objectives forward. Emergence of a host organisation anchors the processes of formation and management. Its identification can occur through consultation and consensus, or simply as an initiative on the part of an individual organisation.

Focal organisations are those that are essential to the formation, management and implementation of the partnership. These are primary stakeholders or 'legitimate partner organisations' that have commitment as well as competencies to offer. It is neither practical nor realistic for all potential partners to be involved in partnerships. As Benner and Witte (2004) point out, there are limits to how many actors can sit at the table. Instead, organisations that are central to the purpose of the partnership and its objectives should be included, through selection processes that are transparent and use criteria such as competence and representation. More peripheral organisations can be involved through consultations. Malena (2004) discusses the importance of developing a strategy or action plan to promote inclusiveness, based on clear and transparent processes that use criteria for the identification of primary stakeholders.

Legitimacy is one means or test for determining who should be involved in a partnership. It is the degree to which an organisation (and its delegate/s) has a credible interest or stake in the situation at hand, represents a constituency or organisation (e.g.; farmers, or a particular NGO). It also refers to the capacity of an organisation to perform the tasks at hand, and its ability to provide resources and participate as expected in decision making and implementation. All these and more can be used as criteria for identifying focal or primary organisations for multi-stakeholder partnerships.

3.2 Partnership benefits and risks

There are numerous sources that discuss the benefits, risks and weaknesses of partnerships (e.g.; ADB 2004, Calder 2003, CIP-UPWARD/IDRC 2005, Eponou et al. 1999, Peterson et al. 2004, Roozitalab 2005, Rockefeller Brothers Fund 2004, UNED 2001). The potential benefits for ARD multi-stakeholder partnerships are promising, but there are significant risks as well.

3.2.1 Benefits

Partnership benefits include sharing of resource costs and results, and improved ability to define and take on global and regional development goals. With partnerships that reach to the local level, there is also more effective involvement of provincial level actors. Additional benefits are summarized in the box below.

Box 3 - Benefits of Partnerships

Include improvements in:

- communication and coordination among partner organisations and stakeholders,
- achieving complex development goals by bringing together the diverse skills and expertise of different partners,
- participatory selection of objectives, and joint implementation of action plans,
- relevance of research outputs through the participation and inclusion of end users and other primary stakeholders in research planning, implementation and review,
- exchange and coordination with farmers, CSOs and industry,
- reducing research costs for partner organisations, and increasing efficiency and effectiveness,
- access to resources (funds, staff, knowledge) related to technology generation and dissemination,
- planning and coordination of partner actions and resource use,
- feedback on research relevance and outcomes for end users,
- dissemination of research results.

3.2.2 Risks and weaknesses

Although there is enthusiasm about the strengths and potential of ARD partnerships, difficulties and risks are also present. A common and recurrent risk is the nearly continual re-organisation and re-structuring of public sector research and extension organisations. Leadership and mandates can change in mid-stream, with serious effects for partnerships. There may be insufficient attention to inclusiveness to assure that relevant stakeholders are involved, and the weak partnering skill-base and lack of experience with partnerships encountered in government organisations is also mentioned by Calder (2003).

Additional, often encountered risks include balancing the role and responsibility boundaries of different kinds of partner organisations, and ensuring that appropriate partner representatives are included in decision making and are able to make commitments. A common occurrence during negotiation with partners about their roles and responsibilities is the discovery that the representatives are not empowered to make commitments or decisions. Another and fundamental risk for multi-stakeholder partnerships is dealing with diversity, different value sets, and the resulting potential for conflict.

Some of the more important difficulties and risks, seen from the perspective of different types of organisations, are indicated in the box below.

Box 4- Difficulties and Risks of Partnerships

- Inherent potential for conflict
- High transaction costs, including lengthy and complex set-up and organisation requirements
- Insufficient and unsustainable funding
- Undue influence of funding parties
- Reputation risk of associating with inappropriate partners
- Lack of coordination at national and global levels
- Inability to sustain voluntary participation
- Lack of good existing models of shared governance
- Motivations, attitudes and behaviour of scientists and policy makers
- Vague objectives and lack of clear action plans
- Confusion of roles, responsibilities and leadership
- Tendency to deliver projects, not systemic change

3.3 Building partnerships and inclusiveness: a guiding framework of sound practices

Despite general agreement that partnerships have a great deal to contribute to development efforts, there is a lack of clarity about the processes for developing such partnerships. As noted in Section 2.3 global research partnerships represent relatively new ground and the development community is still debating the best ways forward. There are no generally accepted rules for partnership formation, governance or management, and some think that 'normative' approaches would stifle grass roots or bottom-up development of partnerships. Nonetheless, some guidance is indicated, and the section below suggests some 'good practices' for building effective partnerships[5].

There are different perspectives, and levels, from which partnership building can be approached; the *system perspective* (NARS), the *organisation perspective* (a component of a system or partnership) and the *partnership perspective* (a partnership with specific objectives). Each approach has pros and cons.

The system perspective requires lengthy planning and planning because it is multi-level in nature, and is more difficult to fund and maintain. The process is often disrupted by system level development initiatives and by leadership changes and re-structuring.

Use of an ***organisation perspective*** may result in less visibility or support at NARS or AKIS leadership level, and carries more risk of conflicts over responsibilities, but is less costly and is effective in terms of detail and practicality. Resource costs are usually covered by the

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[5] This section draws on ideas from ADB 2004, Calder 2003, Eponou et al. 2000, Malena 2004, Peterson et al. 2004 and 2001, and UNED 2001

participating partners, and the objectives often focus on increased research relevance and effectiveness in dissemination and exchange of technology.

The partnership perspective can be used at global, regional or national levels (or local level) and is focused on specific objectives, often through projects. These partnerships are usually temporary and may not improve the effectiveness of AKIS systems or have a lasting effect on the working relationships between specific organisations. They often end with the achievement of project or programme objectives.

GFAR is most active at the global and regional level, and it helps establish ARD partnerships that seek to realize specific objectives. The partnership perspective is used here to discuss good practices, but most of the practices are equally sound in any approach to partnership building.

The table below indicates good practices for four phases or stages of partnership building from the perspective of the partnership itself. Sound actions or practices for each phase are discussed. These are meant to be flexible and indicative in nature.

Four phases of partnership building

Partnership Phases	Good practices for effective partnerships
Phase 1 Inclusiveness and Partnership Organisation	1. ensure inclusiveness and identify host organisation and legitimate partner organisations 2. identify ARD scope, priorities, objectives for the partnership 3. organize the partnership and develop a process plan 4. ensure information access and transparent communication 5. carry out capacity building if needed to ensure inclusiveness
Phase 2 Partner Negotiation and Planning	1. carry out stakeholder/partner analysis and negotiate partner roles and responsibilities 2. determine essential linkages 3. secure donor and leadership commitment 4. develop partnership and linkage strategy (an array of mechanisms and actions) 5. prepare ARD action plan for implementation
Phase 3 Implementation, Monitoring and Maintenance	1. implement and monitor action plan 2. report performance and progress 3. review and adjust action plan 4. adjust roles and responsibilities 5. maintain donor and leadership commitment
Phase 4 Oversight and Accountability	1. public awareness and advocacy 2. evaluate partnership effectiveness and implementation progress 3. adjust partnership organisation and management 4. ensure that accountability requirements are met

3.3.1 Phase 1 - Inclusiveness and Partnership Organisation

Inclusiveness is central throughout Phase 1. At the beginning of partnership formation, different stakeholders representing diverse points of view need to be consulted or brought together to address the activities discussed below. It is best to use facilitators for the formation process, either consultants or experienced persons from a lead or host organisation.

1) *Identify appropriate stakeholder organisations for the partnership and determine a host organisatio.*

It is sound practice to ensure that the types of stakeholders most affected by the future partnership be included in the initial setup and decision-making about organizing the partnership. A special consultation meeting can define the ARD goals, and carry out a stakeholder or partner analysis to identify what organisations should be included in the partnership and what general roles they might play. Based on the information this analysis generates, the group selects specific partners, using transparent criteria.

The criteria for partner selection can be based on all or some of the characteristics that define legitimacy: credible interest; commitment (to the partnership and its objectives); representation of a constituency or organisation (e.g.; farmers, or a particular NGO); capacity (to perform partnership tasks); ability to provide resources (funds, personnel) and ability to participate in decision making and implementation. It is vitally important that the participating organisations be represented by individuals who have the authority to make decisions. Such authority is often delegated by the organisation's leadership to a representative who participates in partnership processes.

Selection of a host or lead organisation to anchor the partnership process is advisable, and should be agreed upon during the initial meeting of stakeholders. A host can provide facilities, follow up on arrangements, and cover other responsibilities related to partnership formation.

2) *Determine the scope, objectives and outputs of the ARD partnership*

In general, ARD theme priorities can be set by the regional research forums or at consultation meetings that involve relevant stakeholders. Once a host organisation and legitimate partner organisations have been identified through a consultation process, they should meet to identify specific objectives for the theme or theme areas for the partnership, and set priorities among them. These can be a combination of research or other objectives, such as institutional development or removing policy constraints. Although general or thematic priorities can be set at the first consultation meeting, the partnership organisations themselves need to define what they will do in some detail. Priority setting methods that ensure debate and consensus and are based on defined criteria should be used. Scoring procedures using multiple criteria are appropriate.

If the partnership adopts a project mode of operation and planning, the host organisation or special working group can use a logical framework as a planning tool to connect objectives to outputs and activities. It should be shared with partners and adjusted if necessary.

3) *Organize the partnership and develop a process plan*

The partnership needs to define its rules and procedures, and the way it is structured, organized and governed as a means of minimizing conflicts and misunderstandings. Different points of view should be considered and a consensus reached on each element of organisation and procedure (for example, what committees are needed; what constitutes a consensus).

It is also important to chart out a process plan that maps the way forward step by step; making the process design inclusive of multiple stakeholders ensures legitimacy and promotes commitment. The process plan provides a schedule for process related meetings and activities and indicates responsibilities for actions. It should be worked out by a facilitator and the team of partner representatives. Spreadsheet programmes are excellent tools for reaching agreement on the process steps and responsibilities, using interaction techniques and visualization with media projectors. They can be shared with the use of multi-media projectors, and modified during discussions between partners.

4) Ensure transparent communications and information access

Transparency and inclusiveness are best promoted by ensuring access to all records of transactions, decision making and the results of partnership activities. To achieve this, it is essential to develop an Information and Communication Management strategy that defines how information will be shared with partners and the general public, as well as the responsibilities for implementing the strategy. The establishment of a functional and interactive web site to post documents is a valuable tool, and the internet provides unequalled opportunities for direct communications via email with partners.

GFAR has taken actions to provide a portal for information about global and regional partnerships, and in facilitating the development of web sites for regional fora as well as individual partnerships.

5) Carry out capacity building

Not all organisations that are potential partners have experience with partnerships or with the kinds of decisions that are made in ARD initiatives. For example, IFAP (2005) has indicated that farmers' organisations often lack this experience, and that training is required to enable their genuine participation. If an organisation's ability to participate in decision-making is weak, orientation and capacity building sessions are indicated, and this should be done in this phase.

3.3.2 Phase 2 - Partner Negotiation and Planning

During this part of planning, means of involving non-participating stakeholders can be developed, such as additional consultation meetings. Such consultations will be important, particularly to involve policy makers and investors.

1) Carry out a stakeholder analysis and negotiate partner roles and responsibilities

After specific ARD objectives and priorities have been identified for the partnership, each partner organisation needs to negotiate its roles and responsibilities. The specifics should be agreed upon by the participating organisations. A partnership or stakeholder analysis, which

examines the different types of organisations, identifies their potential roles in meeting the objectives, and identifies the role each partner will play in delivering results is part of good practice. Commitments must be made by each partner and agreements reached about shared benefits and shared costs.

Agreement on the roles, responsibilities and cost sharing can be difficult and contentious. It is important to follow procedures that are again based on criteria such as organisational capacity, comparative advantage and competence. Sufficient time should be allowed to clarify issues and positions and build trust. Partnerships are in the final analysis voluntary, and it is possible to lose central actors during this phase.

2) Determine essential linkages

Once roles and responsibilities have been defined, the partnership next needs to identify the range of actors that will be involved in realizing the objectives, including end users, policy and decision makers at AKIS or NARS levels, and investors or donors for the partnership. Best practice for this is linkage analysis, where the specific organisations or agencies essential or helpful to the partnership are identified, and the possible means (i.e., linkage mechanisms) of establishing channels for information and resource exchange are identified. These linkages and mechanisms are the ties that connect end users and other stakeholders to the partnership. They should include the means of communicating to non-participating organisations, and the general public.

3) Secure donor and leadership commitment

No partnership for implementation of ARD goals can be initiated or survive without funding. Partnerships can carry with them substantial costs, including the transaction costs of bringing diverse stakeholders together to reach consensus and make decisions, the costs involved in implementing research and disseminating technology and knowledge, and involving end users in defining research objectives and refining agricultural technology. It is important to establish linkages to public and private sector leadership so that resource support exists and 'backstopping' can be arranged to defuse conflicts. During the linkage analysis, the means (linkage mechanisms) of gaining donor and leadership commitment and support for the partnership should be identified.

Regular briefings and updates of leadership and donors should be held as part of the information and communication strategy for the partnership,. The agreements by individual organisations to work together on shared objectives have strong implications for institutional change (the rules and responsibilities of different types of organisations). Leadership change and turn-over can be rapid in any organisation, and down-sizing, particularly in the public sector, is common. High level leadership and donors need to be briefed and informed about the initiatives on a regular basis to ensure continued support for partnership initiatives, especially for funding and implementation. There may also be a need for interactive examination and change of policies.

4) Develop a partnership and linkage strategy

Once the types and roles of other stakeholders necessary to the realization of goals are determined, a partnership-linkage strategy should be developed. This identifies an array of mechanisms and actions for engaging necessary actors (donors, policy makers and leadership). The strategy should define a realistic set of linkage mechanisms that is affordable and effective. A good means of reducing and selecting a set of mechanisms is to score each using criteria such as relative cost and effectiveness. Procedures are available for scoring and these can be applied by the partner representatives, to agree on which mechanisms to use. Their selection is closely related to the preparation of an action plan for ARD implementation since each linkage mechanism represents action to be undertaken.

5) Prepare ARD action plan for implementation

Once roles, responsibilities and cost sharing are agreed by partner organisations, the details need to be set forth in an action plan. This should be regarded as flexible, and at the same time it must identify what partner(s) are responsible for planned actions and outputs, when they will occur and what resources are needed from each partner to complete the actions. The development of an overall budget is an important part of the action plan and should include resource costs of all types; equipment, transport, staff, facilities and operating/implementing costs. The action or implementation plan should be made widely available as a means to improve commitment, ensure transparency, and establish a basis for monitoring and accountability.

3.3.3 Phase 3 - Implementation, monitoring and maintenance

1) Implement and monitor the action plan

The responsibilities for follow-through and monitoring of the actions and activities for implementation need to be assigned, both for the partnership as a whole and for the component organisations. For each component organisation, individuals should be assigned the responsibility of implementing the scheduled activities and reporting on them. At partnership level a sound practice is the appointment of a monitoring committee that has the responsibilities of convening reviews of progress by stakeholder partners, assuring that contact individuals for each partner organisation are discharging their responsibilities, and arranging any meetings to resolve problems with implementation or linkages. The committee should also review the linkage strategy and modify it if improvements are necessary.

As noted elsewhere, partnerships are voluntary in nature, and maintaining communications and other means of keeping the commitments, goals and objectives on track are important. Periodic meetings with the full partnership team to report on individual organisation activities is a transparent means of monitoring progress and sustaining commitments.

2) Report and disseminate information

Transparent information flow related to the discussions and decision making of the partnership builds trust and reinforces the commitments made by individual organisations. Summaries of meetings and consultations, results of the stakeholder analysis and linkage planning, and the

action plan should be made available through the means identified in the ICT strategy. Creation and maintenance of a functional web site for example, allows the dissemination of records and decisions of the partnership to stakeholders and the public. Partnerships need to be accountable for their activities and performance, and access to this information serves as one means of reporting and accountability.

Progress and performance reporting necessarily starts with the individuals assigned to carry out the commitments made by each partner organisation. These persons are responsible to the leadership of their organisation and to the partnership for initiating the activities, keeping to schedule and reporting on progress, problems or delays. The monitoring committee of the partnership assures distribution of overall reports on progress (by document, internet or website), and convenes the full partnership to resolve problems that arise.

3) Review and adjust the action plan

The implementation of an action plan by a consortium of partners has numerous implications for participating organisations. Common reasons for delays are the internal approval procedures of each organisation, and the nature of agricultural research field (trial failures, climate etc.). The action plan itself will need to be revised as implementation unfolds. As a result, the partnership body or committee responsible for monitoring needs to examine and review the action plan at least an annually basis and recommend changes and adjustments in the activities and schedule. The recommendations should be debated and decisions made by the partnership, either through internet conferencing or meetings of the partners.

4) Adjust roles and responsibilities

Delays in implementation are sometimes due to problems with the roles and responsibilities agreed by individual partner organisations. A committed partner may have underestimated the resources or the capacity or skills needed to carry out its responsibilities. Or it may encounter increased demand on its resources from its regular clientele which reduces its ability to meet partnership timetables. The monitoring body for the partnership is in the best position to identify such problems, and should recommend adjustments or changes to a plenary meeting of the partnership.

3.3.4 Phase 4 - Oversight and accountability

A lack of attention to oversight[6] and accountability is common for partnerships and is a growing concern. Many are being formed, and they reflect substantial *de facto* institutional changes that are happening to achieve ARD goals. They should be identified and discussed during partnership formation. These changes are particularly evident in operating rules, mandates and responsibilities, and in the ways things are planned and carried out particularly for the public sector..Yet oversight and accountability procedures are rare and standards do not exist. Some sound practices are discussed in this section.

1) Promote public awareness and maintain support for the partnership

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[6] The responsibilities related to governance and management.

Major tasks of an oversight body for a partnership are advocacy for donor support and sustained funding, awareness building for the public and for stakeholders in the agricultural sector about the partnership and its goals. These activities and the budget to carry them out should be part of the action plan and schedule for partnership actions. Steering committees or similar bodies composed of high level leaders from participating organisations are most appropriate for these responsibilities.

2) Evaluate partnership effectiveness and progress

Monitoring should focus on making adjustments of plans, responsibilities and activities, while evaluations are intended to assess progress, efficiency and effectiveness of partnerships. Monitoring and evaluation are becoming more common practices among partnerships but are still not often encountered. When evaluations are carried out they are often done by the partnership itself, primarily because of the voluntary nature of partnerships. There is a growing awareness, however, that including some external evaluations or reviews would be more objective and are needed to supplement self-assessments. These would carry more weight with donors and leadership in the public and private sectors. Best practice would be a combination of external reviews and self-evaluations. There are many methods available for both types of evaluation.

3) Review and adjust partnership management and organisation

The structure, organisation and management of the partnership should be examined and changed if necessary. An oversight committee is positioned to perform this function, and recommend changes or improvements for consideration by the partnership member organisations. These aspects of partnerships are critical, and changes in the rules for decision making, the number and type of committees and working groups, may become necessary or desirable.

4) Ensure that accountability requirements are met

Accountability in the traditional sense is difficult for partnerships, because they are voluntary in nature and do not necessarily report to government or to any agency that can exercise controls or sanctions (although they normally report to donors who can end funding). In fact donors and even the organisations involved in partnerships often do not have opportunities to determine how effective and efficient they are in terms of meeting their goals and objectives because accountability steps were not planned.

Creating credible accountability procedures may determine the future viability of partnerships in general (Benner and Witte 2004). Partnerships can and do come under attack for many different reasons. For example, NGOs (NGO Committee of the CGIAR 2002) questioned CG partnerships with private sector corporations that were engaged in genetic engineering. On the other hand NGOs are sometimes seen as 'unaccountable' and limited in scope by the public sector. Some critics think that partnerships will fail without accountability that addresses both the actors and processes of partnerships.

There is little doubt that addressing accountability is an effective defence for partnerships, and

the establishment of evaluation and accountability procedures is a sound practice. These should focus on the partners and the processes, with reporting to the partnership, donors and the public, and the methods can include participatory impact assessment. An oversight group can be given the task, or oversight responsibilities can be added to those of a monitoring committee. Oversight activities cover a range of safeguards important for partnerships and should be part of the structure and governance setup established at the beginning.

3.4 Elements for success

Underlying the good practices summarized above are some elements (inclusiveness, commitment, establishment of links, competency and capacity and communication and information exchange) necessary for effective partnerships.

Inclusiveness is central and enhances the participation and voice of multiple organisations representing different values and points of view. It guides the partnership during its formation, builds trust, and improves its performance in terms of good linkages and relevant outputs.

The *commitment* of partner organisations to the completion of planned activities and the realization of objectives is needed. The voluntary nature of partnerships means that each member organisation must be self-motivated by the benefits that result from participation.

The *establishment of links* to the leadership of government agencies and donors, as well as links to the leadership of each participating organisation is necessary for the development of the partnership, and for its survival over time. The improvement of primary linkages with other ARD stakeholders involved in technology development, dissemination and use is also part of successful partnership practice.

Organisation *competence and capacity* to contribute to commonly defined objectives is clearly needed for successful partnerships. The participating organisations must have not only staff with the expertise to plan and carry out ARD goals, but must have adequate resource capacity in terms of numbers of staff, funds and facilities. The downside of partner competence is the possibility of weakening organisations as they draw on scarce human and financial researces in the management of partnerships. There are organisations that can and should participate in the formation process, and in providing voice in decision making, but have limited resource capacity or lack competence in terms of skills or expertise that can help reach goals. These can be involved in consultations or even reviews but may not be appropriate as 'legitimate' partners.

Effective *communications and information* exchange are a requirement for partnership performance. Not only must all partners coordinate and keep in touch with each other throughout the lifetime of the partnership, but transparent and inclusive communications contribute to trust and accountability.

4. EXPERIENCES WITH INCLUSIVENESS AND PARTNERSHIPS

There are a wide range of ARD partnerships, established with the help and support of different types of organisations such as GFAR/FAO, international development banks, bilateral donors, national and regional forums for ARD, and civil society organisations. Many of these have under-developed evaluation procedures. While information describing the partnership is usually available; very few analyze their experiences or draw out transferable or generalisable lessons.

This section describes different multi-stakeholder experiences with the organisation, management and implementation of ARD partnerships, based on (and sometimes limited by) available information. It also attempt to briefly discusses the status of stakeholders participation i.e. inclusiveness, with emphasis on decision making, in each of the five southern RFs of GFAR namely; the Association of Agriculture Research Institutes in Near East and North Africa (AARINENA), Asia Pacific Association of Agricultural Research Institutes (APAARI), Central Asia and Caucasus Agricultural Research Institute (CACAARI), the Forum for Agricultural Research in Africa (FARA) and Foro Regional de Investigacion Desarrollo Technologico (FORAGRO).

4.1 Global and Regional Fora

New modes of research collaboration are emerging as ARD shifts towards more collaborative and participatory approaches. The strategic importance of cooperation, and research partnerships is significantly increasing. New networks, consortia and forums are formed to address ARD challenges that can't be solved by single organisations, or by agricultural research alone.

4.1.1 The Global Forum for Agricultural Research (GFAR)[7]

The Global Forum, as a multi-stakeholder led initiative, was established to facilitate and promote the emergence of "new and innovative" research partnerships.

To promote these changes, GFAR fosters GPPs, which are collaborative programmes, projects or activities initiated, developed and implemented by recognized GFAR stakeholder groups, and which remain open to participation with ? other stakeholders. GPPs exploit the comparative advantages of participating stakeholders, and are aimed at the most effective level - local, regional or global. Research partnerships are developed around the following four areas considered to be of global importance by GFAR stakeholders:
1. genetic resources management and biotechnology;
2. natural resources management and agro-ecology;
3. commodity chains/under-utilised species; and
4. policy management and institutional development.

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[7] Information in this section is taken from various GFAR publications and from the website www.egfar.org

The DMC Global Partnership Programme[8]

The Direct Sowing, Mulch Based System and Conservation Agriculture (DMC) Programme is an example of a GPP promoted by GFAR under the natural resource management and agroecology theme. The initiative began in January 2000 at a stakeholder meeting attended by representatives of NARIs, NGOs, IARCs, regional networks and other institutions, within the framework of GFAR. The stakeholders agreed on the potential advantages of a global cooperation fostering the worldwide adoption of DMC systems, and contributed to defining a broad framework for the DMC initiative.

The Global Program on DMC has the purpose of strengthening the capacity of key stakeholders to develop suitable DMC systems, and to accelerate their widespread adoption. The Global Program works toward this purpose by addressing the following specific objectives:
1. Provide a framework for analyzing and comparing stakeholder experiences with DMC systems;
2. Synthesize and systematize lessons learned from decentralized initiatives;
3. Identify gaps in what is known about developing and fostering the use of DMC systems, and encourage stakeholders to fill these gaps;
4. Provide support and feedback to decentralized stakeholder initiatives; and
5. Foster the multiplication of successful experiences.

The DMC programme has a Facilitation Unit with the functions of *learning from local initiatives*, *synthesis*, feedback and advocacy, and *information sharing*.

The Programme is investing most of its efforts in **learning from local initiatives**, and an overview of DMC using projects worldwide is being developed. For this purpose, a form is available in the website that any institution/project is invited to fill in and send. This information becomes available very soon after on the website.

The **synthesis** activities will develop insights across case studies on: the conditions under which DMC technologies are adopted by users (farmer-driven process to transform technologies into innovation), creating an enabling environment to foster the adoption of locally adapted DMC systems, and achievements and gaps (state of the art about what has been learned about technologies, knowledge, processes and policies).

Feedback / Advocacy activities of the DMC Global Program will provide information to local initiatives, encourage linkages between research-extension, identify relevant research questions, encourage development of research methods on DMC, and encourage farmer-to-farmer sharing and exchanges across projects.

Information sharing activities will include the following: an experts database (on-line and otherwise) to help people find suitable help / advice, a services and suppliers database or catalogue and a database on donor contact and fundraising. Information will be made accessible to help answer questions on DMC, and a virtual platform will be provided for its activities (including web site development and maintenance).

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[8] PROLINNOVA is another GPP which is described in the section on CSOs

4.1.2 Association of Agriculture Research Institutes in Near East and North Africa

Association of Agricultural Research Institutions in Near East and North Africa (AARINENA) was established in 1985 and it is the oldest Regional Forum of the seven Regional Forum of GFAR[9]. It is a consortium of research institutions whose mandate is to strengthen the collaboration among national, regional and international research institutions and centres research. AARINENA Secretariat is hosted in (ICARDA) in Amman, Jordan.

The RF vision is to contribute to the enhancement of agricultural and rural development in the Region through fostering agricultural research and technology development and by strengthening collaboration in this regard within and outside the Region in order to achieve greater degree of self-reliance in food and agriculture, and to improve the nutritional well-being and overall welfare of the people of the Region, while at the same time sustaining and further improving the productive capacity of the natural resources base. AARINENA objectives are to:

- foster the development of agricultural research in the Near East and North Africa Region;
- promote the exchange of agricultural scientific and technical experience and information;
- strengthen national agricultural research capacities for providing timely and necessary data and information to policy-makers;
- encourage the establishment of appropriate cooperative research and training programmes in accordance with identified regional, bilateral or national needs and priorities;
- advise members on issues pertinent to research organization and management;
- strengthen cross-linkages between national, regional and international research centres and organizations, including universities, through involvement in jointly planned research and training programmes; and
- assist in the mobilization of financial and other forms of support to all efforts aiming at strengthening agricultural research and technology development in the Region.

The members who participate in the decision making, through the Executive Committee of the RF, are representatives from the member NARIs. Other stakeholders including, FOs, NGOs, the agri-business private sector, and regional and international agricultural research institutions operating in the region are associate members who participate in the General Assembly of the RF which is held once in every two years.

AARINENA uses the commodity based "Networks model" to establish functional mechanisms and foster inter and intra regional collaboration and linkages among the various stakeholders involved in ARD. It is through the networks that the stakeholders, such as farmers, NGOs and the private sector, participate in the ARD decision making and agenda setting. AARINENA currently has four active commodity networks: Date Palm, Cotton, Olive Oil, and Medicinal and Herbal Plants.

Box 5 - Olive Oil: Network Profile

The establishment of this network was led by the fact that the increase of the olive production and productivity, improvement of the olive products quality and the development of innovative marketing techniques for the promotion of olive products sales, remain major problems that among others, need to be solved through R&D and require urgent attention.

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[9] The seven Regional Forums are: AARINENA, APAARI, CACAARI, EFARD, FARA, FORAGRO and NAFAR

The regional network is comprised of olive producing countries in the WANA region and strong linkage is being established with the European System of Cooperative Research Networks in Agriculture (ESCORENA). The international and regional organizations which have interest in promoting olive production as well as donor countries and the private sector, including all stakeholders in the olive chain from cultivation to processing and marketing, may also join the network as members.

The network is established as a partnership among all the different bodies and stakeholders in each of the participating member countries that are involved in any manner trough out the overall olive chain, starting from cultivation and production to processing, marketing, and research and funding support and include: NGOs, Private Sector, Research Institutions and universities as well as other national and international supporting organizations.

Objectives and Goals
The objectives of the network are to mobilize the collective efforts of the olive producing countries in the region towards increasing olive production, utilization, and economic return, enhancement of the product quality, conservation of the economic and natural resources and development of the olive agro-industry. These could be achieved through the following:

1) Create awareness at various policymaking and technical levels within member countries and the importance of development of the olive through an integrated approach.
2) Promote cooperation in the collection, conservation, propagation, evaluation and utilization of olive germplasm.
3) Facilitate exchange of information through the development of a system for the collection and dissemination of information on olive.
4) Allow joint programs to be developed for the exchange of experiences and expertise and organization of training courses, workshops and conferences for the effective use and sharing of transferable technical information and skills.
5) Collate and/or develop common technical standards and specifications, methodologies and approaches for laboratory procedures as part of an overall quality control system for the marketing of olive products, in local and international markets.
6) Enhance cooperation for the analysis and solution of common problems through joint research / development projects.
7) Contribute to the formulation of national networks in each country to strengthen collaboration among national institutions, non-governmental organizations, private sector and universities.
8) Undertake promotional activities to promote the nutrional, social and ecological benefits of olive oil and table olive

Coordinator and Working Groups:
The Network has a coordinator and three technical working groups on:
- Olive production and Protection group hosted by Egypt.
- Post-harvest processing technologies hosted by Jordan.
- Socio-economic and commercialization group hosted by Morocco

Source: www.aarinena.org

4.1.3 Asia Pacific Association of Agricultural Research Instructions

Asia Pacific Association of Agricultural Research Instructions (APAARI) was established in 1990 and is located in Bangkok, Thailand. Its mandate is to promote the development of NARS in the Asia-Pacific region through inter-regional, inter-institutional and international cooperation.

APAARI has recently developed "Vision 2025": ARD in the Asia-Pacific region is effectively promoted and facilitated through novel partnerships among NARS and other related organizations so that it contributes to sustainable improvements in the productivity of agricultural systems and to the quality of the natural resource base that underpins agriculture, thereby enhancing food and nutrition security, economic and social well being of communities and the integrity of the environment and services it provides.

Its objectives are:
- to promote the exchange of scientific and technical know-how and information in agriculture;
- to facilitate the establishment of appropriate cooperative research and training programmes in accordance with identified regional, bilateral, or national needs and priorities;
- to assist in strengthening research organization and management capability of member institutions; and
- to strengthen cross-linkage among national, regional and international research centers and organizations including universities through jointly planned research and training programmes.

APAARI supports a number of commodity networks and facilitates information and knowledge sharing among the various stakeholders. An Executive Committee acts as the governing structure and the ultimate decision making body of the RF. It's composed of members from the member NARIs. Other ARD stakeholders, including farmers, NGOs, the Private Sector, universities, donors, representatives from the IARCs in the region, participate in APAARI biennial General Assembly.

Box 6 - The Asia-Pacific Consortium on Agricultural Biotechnology

APCoAB is multi-stakeholder network under the auspices of APAARI. It was established in early 2004 by the recommendation of APAARI Executive Committee in order to "harness the benefits of agricultural biotechnology for the sustainable agricultural development in the Asia-Pacific region, through greater stakeholder partnerships, improved policy environment, enhanced capacity building and greater public awareness".

APCoAB has a multi-stakeholder Executive Committee representing all the stakeholders of ARD, including CSOs. It has established a secretariat in May 2004 and is hosted in ICRISAT in New Delhi India. The Secretariat coordinates and spearheads the implementation of the network's action plan that comprises the following 5 pillars: :
1. Organizing Workshops on National Initiatives in Selected Countries
2. Building of NARS activity database
3. Popularizing APCoAB to all Stakeholders;
4. Public Awareness and Capacity Building APCoAB aims to catalyze various NARS to accelerate their Public Awareness programs; and
5. Research Partnership and Information Dissemination.

4.1.4 Central Asia and Caucasus Agricultural Research Institutions

Central Asia and Caucasus Agricultural Research Institutions (CACAARI) was established in year 2000 and is the youngest among the seven RF of GFAR. The current members of the RF are agricultural research institutions from Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, and Uzbekistan. Its mission is to foster required regional cooperation for strengthening agricultural research for sustainable development in Central Asia and the Caucasus

4.1.5 Forum for Agricultural Research in Africa

The Forum for Agricultural Research in Africa (FARA) is an umbrella organisation that helps form coalitions of major stakeholders in agricultural research and development in Africa. It was established in 2002. …Its functions are to promote frontier technologies, natural resource management, policy research, capacity building and networking. FARA also plays advocacy and coordination roles for ARD, in support of the NARSs, ARIs and IARCs. Its partners are NARS through their sub-regional forums, civil society organisations (FOs, NGOs), the private sector, government institutions and potential donors. Its primary functions[10] are:

1. *Advocacy of the role of agricultural research leading to:*
    - promotion of agriculture as the engine of economic growth;
    - campaigning for pro-active support by African governments;
    - creation of an enabling environment for agricultural research;
    - diversification of investment in agricultural research; and
    - development of innovative methods of attracting funding
2. *Promotion of functional partnerships and strategic alliances that will lead to:*
    - promotion of partnerships with major stakeholders;
    - partnerships with IARCs, ARIs, NARSs and universities;
    - expanded partnerships with non-governmental organizations (NGOs); and
    - expanded partnership with the private sector.
3. *Accelerating sharing and exchange of knowledge by way of:*
    - compilation and exchange of knowledge on agricultural research and production in Africa.
    - promoting awareness of regional and global issues ; and
    - Expanding the use of information technology in Africa.

FARA promotes research and innovation networks in a participatory manner. It is inclusive, in terms of stakeholder participation in, not only activities but also in the decision making processes. The governing structure of the RF is composed of all of its stakeholders mentioned above and is serviced by a Secretariat which is based in Accra, Ghana. FARA has a biennial Conference in which all its stakeholders and other partners participate. It's the only Regional Forum that has launched a Challenge Program (see Box 8).

Box 7 - sub-Saharan Africa Challenge Program (SSA-CP)

The SSA CP[11], an integrated approach to natural resource management: one of the functional programs being fostered by FARA, is a CGIAR CP that it now getting underway. FARA has adopted a multi-institutional, multi-disciplinary and integrative approach for the development and future implementation of the SSA CP. It will be a hub to link and complement other CGIAR CPs active in Africa.

The programme uses the Integrated Agricultural Research for Development (IAR4D) paradigm, draws on successful experiences in Africa with Integrated Natural Resource Management (INRM), and takes a systems approach to managing the interactions between soils, water, pests, and human interventions in agriculture including policies and markets. SSA CP's research and development agenda will focus on four objectives:

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[10] Adopted from http://www.fara-africa.org
[11] FARA 2004. Sub-Saharan Africa Challenge Programme: Building Sustainable Livelihoods through Integrated Agricultural Research for Development. Programme Proposal Vol I.

- To develop technologies for sustainably intensifying subsistence oriented farming systems;
- To develop smallholder production systems that are compatible with sound natural resource management;
- To improve the accessibility and efficiency of markets for smallholder and pastoral products; and
- To catalyze the formulation and adoption of policies that will encourage innovation to improve the livelihoods of smallholders and pastoralists.

FARA will have overall responsibility for the conduct of the programme and for accounting to investors. The Programme's governance and funding mechanisms will be organized through FARA and its SRO members, Association for Strengthening Agricultural Rssearch in Eastern and Central Africa (ASARECA), CORAF/WECARD and Southern African Development Community (SADC).

The Program Steering Committee (PSC) is chaired by FARA and meets inclusiveness standards by including the SROs and representatives of other key stakeholders, including the CGIAR centers, other IARCs, ARIs, NARSs (including universities), participating institutions from Asia, Europe, North America, NGOs, and private sectors. The PSC will provide oversight and leadership, but FARA's leadership ensures that the PSC has sufficient authority to make binding decisions on the collaborators. A Programme Coordination Unit will undertake tasks related to day-to-day coordination and management of the programme, including financial and performance audits, and reporting to investors, SROs and the PSC.

The SSA CP's grants will be implemented through the established SRO competitive grants schemes. The grants will fund Pilot Learning Site projects in SRO countries, with decentralized management by Pilot Site Teams. Participation in the SSA CP, and eligibility to apply for grants, will be open to all FARA members, i.e. all public and private stakeholders in agricultural research for Africa's development. All teams must include at least one member institution of the national agricultural research system in each country where Pilot Learning Sites are located, and two CGIAR Centres operating in the region. Any of these institutions could serve as the lead implementing agency of a Pilot Site Team.

Each Pilot Site Team will develop its own means of contacting and involving decision makers and influential persons in local authority. The direct involvement in Pilot Learning Teams of community based and farmers' organisations will give these beneficiaries an important role, not only in determining the research agenda but also in helping to disseminate results to others, including policy makers and other authorities.

This tradition of consultation will be maintained throughout the life of the Programme. It will be particularly intensive in the inception phase of the Programme, when consultative meetings will be held in each of the subregions to refine priorities and formulate work programmes. The Programme has also established core principles of inclusiveness and transparency in decision making and financial management, which are necessary to maintain stakeholder commitment.

The SSA CP is still at the inception phase, and is considering concept notes for its competitive grants. It is a regional partnership aimed at small holders that has a systems approach unique in combining objectives of market and policy improvement, as well as technology development and production system improvement. These are objectives that demand the inclusion and participation of a broad range of stakeholders and decision makers; in other words, that justify regional and global partnerships.

4.1.6 Foro Regional de Investigación y Desarrollo Tecnologico Agropecuario

Foro Regional de Investigación y Desarrollo Tecnologico Agropecuario (FORAGRO) is GFAR's RF in Latin America and the Caribbean (LAC) region. Its mandate is to facilitate and foster dialogue and cooperation among the countries of the Region, and to promote integration in the field of ARD. FORAGRO work is aimed at achieving a type of agricultural development that will be competitive and sustainable, in keeping with the scientific and technological challenges of the new century, and with the growing demands of an expanded and changing agricultural sector. Its key role will be to exert influence in the formulation of policies that will promote agricultural development from a technological perspective. This view of the Forum considers the fact that its constituents, and the Forum itself, operate in a context of political and economic integration in the Americas and of globalization, in which it is increasingly necessary to share knowledge through networks.

The Forum is an open and participatory mechanism; and inclusive, in terms of stakeholder participation. ARD stakeholders, including farmers, NGOs, the Private Sector, agri-food foundations, academia, and NARIs are represented in the governing body, i.e. the Executive Committee, of the RF. The RF convenes a biennial General Conference during which the progress is reviews and future plans are developed.

4.2 International Agencies in ARD

4.2.1 Consultative Group for International Agricultural Research [12]

The Consultative Group on International Agricultural Research (CGIAR) consists of fifteen international agricultural research centers. In 2001 the CGIAR decided to initiate the formulation and implementation of CPs, and in 2003, three pilot CPs were launched.

A CP is defined as: "A time-bound, independently-governed program of high impact research, that targets the CGIAR goals in relation to complex issues of overwhelming global and/or regional significance, and requires partnerships between a wide range of institutions in order to deliver its products (CGIAR 2004)."

The criteria for an effective CP partnership include providing more than one of the following services:
- improve the relevance of the research;
- deliver added value to the component parts;
- provide new research of high quality; and
- improve the delivery of the research for outcomes.

CP partnerships have importance only in terms of the service they provide for its goals. The CPs develop partnerships so they can be more effective in generating outputs towards CGIAR goals. The partnerships should be determined by the nature, scope and scale of the problem and the research needs. The CPs are meant to open up the CGIAR to partners beyond its traditional ones, including leadership outside the CGIAR. The effectiveness of the CP must therefore be judged

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[12] The information on the Challenge Programmes is drawn from several CGIAR publications, especially CGIAR 2001, and www.cgiar.org

on the added value of the partnership to engage in high quality science and deliver relevant scientific outputs, not on the intrinsic value of the partnership. The CPs are focused on producing International Public Goods of greatest impact for the CGIAR System.

Three pilot CPs are underway; the HarvestPlus, Water and Food, and Generation CPs. Each CP is unique and has different governance, partners and research targets and; also has multiple projects, most with a CGIAR Center as the lead organisation, but some projects are lead by non-CGIAR organisations. The CPs have been given longer time horizons (a minimum of 10 years) than most donor research investments, but all programmes and component projects have specific time limits.

Focus and Modus Opernadum of the CPs

The three CPs differ in their focus on scientific outputs (all are time-bound). In the HarvestPlus CP the challenge is improving the nutritional value of the most commonly eaten food crops and outputs are defined in terms of crops and nutritional compounds. The CP Generation addresses previously intractable constraints such as drought by establishing a molecular based breeding platform for the CGIAR crops. The outputs are defined in terms of genetic platforms, traits, and crops. However, in the Water and Food CP the current emphasis is on the building of new partnerships as the base to define the research question, while the research objectives and priorities remain vague.

The CGIAR launched its first regular Challenge Programme for implementation in 2005; the Sub-Saharan Africa Challenge Program (Building Sustainable Livelihoods Through Integrated Agricultural Research for Development) for a 5-year period, subject to a successful assessment of its 18-month inception phase.

In all CPs there is a need to focus on the research outputs while developing the linkages with ongoing delivery based networks. Because extension is a local, or at best regional, public good, significant investment in delivery mechanisms will typically be inappropriate for CPs. The CPs do not create new networks for ensuring impact, but identify dissemination networks that are willing to participate actively in its programs. Their participation should include both dissemination of research results and feedback from the field to the research scientists.

Governance of the CPs

Independent governance is observed in each CP to varying degrees, i.e. from one model where there is significant influence on decision-making by the CGIAR Centers involved, to another where the influence of a Center is no greater than any of the other member institution. The governance model chosen generally works well in each CP.

The Water and Food CP has created a legal non-incorporated consortium of its 19 member institutions with each member represented in a steering committee. It also has a management team and a secretariat. The Program Coordinator, Program Manager and the Secretariat of the Water and Food CP are hosted by International Water Management Institute (IWMI) at its headquarters in Sri Lanka.

The Generation CP has a formally binding consortium agreement entered into by its 16 member institutions, a Program Steering Committee with 19 members, a Program Advisory Committee with 5 members, and a multi-Stakeholder Committee with 16 members. The Program Director

and his staff are hosted by CIMMYT at its headquarters in Mexico. The multi-Stakeholder Committee consists of all GFAR stakeholder groups and advises the PSC of the CP (see Box 9)

Box 8 - A Multi-Stakeholder Participation in Generation Challenge Program

In 2004 GFAR Secretariat set-up a multi-stakeholder committee to facilitate the articulation, promotion and presentation of the views of various stakeholders to the governance and management structure of the Generation Challenge Program (GCP) of the CGIAR in order to contribute to the policies, strategies, research priorities, and program activities of the CP. Specificlly the mandate of the committee is to:
- Advice the CP Program Steering Committee (PSC) so that it could appropriately take into account the views, experience and perspectives of various stakeholders in formulating the overall policies guiding the CP;
- Recommend measures to improve multi-stakeholder involvement, especially those from the South and from the Civil Society Organizations (CSOs), in CP implementation and review, through such mechanisms as: broad-based consultative processes, workshops and information sharing; and .
- Provide feedback to various stakeholders on the CP implementation and outputs.

The Committee is composed of the following members from GFAR constituency and meets twice a year:
Farmers Organizations 3 representatives
NGOs   2 representatives
Private sector   2 representatives
Regional Forums   7 representatives (1/region, including Europe and N. America)

The HarvestPlus CP has a formal cooperation agreement between the two lead CGIAR centers and a 16-member program advisory committee with delegated authority from the two center boards. The Program Director and his staff are hosted by IFPRI at its headquarters in Washington, D.C., and three functional coordinators are hosted by CIAT at its headquarters in Colombia. convene

The CGIAR is one of the few global partnership-building organisations that use evaluation procedures to describe experiences and draw lessons and recommendations (CGIAR 2004). Some of the key lessons include:
- The CPs have been successful in raising new research funds from traditional and non-traditional CGIAR donors. Each has a competitive grants component which has also resulted in bringing in new partners and research suppliers;
- Transaction costs resulting from setting up and developing new partnerships are a major part of total cost during the inception phase of each CP;
- It has been assumed that CPs can be established and can secure a significant proportion of its funding before initiation of research activities, but this has not been a valid assumption;
- CPs are helping open the CGIAR by attracting new partners who would not otherwise be engaged, and bringing in new science. However, the level of engagement of the advanced research institutes (ARIs) and the private sector remains limited; and
- CPs should identify and remove "roadblocks", i.e major constraints to achieving relevant development goals.

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Box 9 - Rice-Wheat Consortium

The Rice-Wheat Consortium is a CGIAR initiative that brings public and private sector partners together in projects that address rice-wheat production systems. The following paragraphs summarize the nature and experiences of the Consortium project 'Accelerating adoption of reduced and zero tillage in rice-wheat systems in the Indo-Gangetic Plains'. It is reported by the CIRAD Facilitation Unit (2005 http://agroecologie.cirad.fr/dmc/).

The project goal is to increase the adoption of resource conserving practices and socially acceptable mechanization process for farmers in the Indo-Gangetic Plains. It approaches this by fostering greater participation by farmers in technology development, adaptation and dissemination; further improving the performance of conservation tillage implements when used with abundant rice crop residues; developing a system of training support for implement use, maintenance and repair; and documenting the extent of adoption.

The organisational partners are 1) Nepal and Pakistan NARIs as implementing agencies; 2) NGOs/Development Organisations as partners in research and extension of technologies; 3) CIMMYT/ RWC / Institute of Technology and Engineering at Massey University, and the CGIAR Systemwide Program on Participatory Research and Gender Analysis (PRGA)as technical advisors; and 4) New Zealand ODA as funding agency.

The project outputs are 1) action research with community user groups to access and utilize zero and conservation tillage implements, 2) farmer experimentation with new Reduced Cultivation and Tillage ideas, 3) study tours for the benefit of farmers, researchers and technicians/ extensionists working in areas where conservation tillage is not practiced, 4) human resource development, 5) an information management system on zero and conservation tillage in the Indo-Gangetic Plains that provides stakeholder access to timely information, and 6) participatory impact assessment.

The project, which has been running for three years has achieved overall success, with low tillage methods adopted over significant areas around 11 target villages in Nepal and Pakistan. Factors governing adoption of the technologies include the presence of organized farmer groups, farmer training and the provision of new tillage and crop establishment machinery on a trial basis. Some of the main constraints to adoption of project technologies are gaps in knowledge and lack of training on machinery use, repair and maintenance; and general mistrust and scepticism about mechanization of agriculture from the donors and development community.

Available information about the project did not provide an analysis of partnership problems or successes

4.2.2 International Fund for Agricultural Development

The International Fund for Agricultural Development (IFAD) (2000a and b) has recognized and used the power of partnerships for more than a decade, and leads the Donor Support Group for GFAR in generating financial support from the international donor community. IFAD funds development projects through loans to country governments, and in practice often enters into 3-way partnerships with NGOs and Government for their implementation. In spite of the importance IFAD attributes to collaboration with NGOs, there is very little operational collaboration in the field directly between IFAD and NGOs.

Although NGOs participate in IFAD grant programmes, they are consulted on selected policy issues and increasingly take part in country strategy articulation. There has been little

participation of NGOs in the conceptualization and design of poverty-reduction operations. Most projects involve NGOs as service providers on the basis of approaches and parameters set by design teams. NGOs have not been involved in actual management of IFAD projects. Instead, they have had advisory responsibilities in national or regional coordination committees with little, if any, delegation or decentralisation of authority taking place.

Recommendations to improve this tri-partate framework of interaction were developed at the 10th IFAD/NGO Consultation (IFAD 2000a), where case studies and consultations examined the pros and cons of NGO involvement in IFAD projects. The case study (IFAD 2000b) summarized below is one of many that provide lessons for IFAD and its partners.

Box 10 - Zambia: Southern Province Household Food Security Programme(SPHFSP)

Two NGOs, Care International and the African Reinsurance Corporation (AFRICARE), implemented three of the eleven components in Southern Province Household Food Security Programme (SPHFSP) between 1995 and 1999: rural roads (CARE), rural water supplies (AFRICARE) and seed multiplication (AFRICARE and Government of the Republic of Zambia). SPHFSP involved four main partners; the community, NGOs, the Government and IFAD. Each had different perceptions about the effectiveness and approach of the NGOs. Reviews by Government and IFAD were mixed; with some strong supporters and some critical. The communities were positive about the NGOs; the NGOs themselves had good impressions of their work. Some of the perceptions from these various partners, both positive and negative, were that NGOs:
- have high unit costs;
- add value to civil works through community mobilization, links with other programmes, and by supporting the small-scale private sector;
- overheads are too high, especially the portion spent outside Zambia;
- provide financial control and accountability;
- supported SPHFSP with their own resources;
- have technical capacity not present in the private sector;
- take credit for the Government initiatives; and
- add capacity to the Government.

The main criticisms of NGOs were that they are not cost-effective and have less impact than government implementation would have, and their high overhead costs were problematic for the government. Perhaps because of these negative perceptions, the government ended its NGO contracts for the water and roads components midway through the project. This move came as a surprise for the partnership, and indicates that insufficient time was given to communications, negotiations and building trust.

On the positive side, the NGOs contributed money from their own resources to initiate the project earlier than would have been possible through normal government channels. They also involved the community in the implementation process, and promoted grass roots level private sector growth. The communities indicated that all three components were successful. The overall case study assessment was that the high NGO overhead costs were balanced by improved inclusiveness, and better quality work and technical expertise.

The lessons from the project focus on aspects of communications. There is an urgent need in partnerships like these for :
- more communication before implementation, in the form of a memorandums of understanding, on subjects such as overhead rates, monitoring and impact indicators, financial reporting requirements, performance targets and post-project disposition of assets;

- more communication during implementation to resolve problems quickly and promote equal ownership of project accomplishments;
- Share experiences on NGO implementation activities; and
- Incorporate monitoring and evaluation procedures into NGO operations.

Overall, NGOs had a positive effect on SPHFSP, but there was inadequate partner attention to communications, inclusiveness and participation during the process of organizing of the partnership. These resulted in government cancellation of the NGO contracts after 3 years.

4.3 Civil Society Organisations

A number of definitions have been proposed in the literature for the term "civil society". UNDP[13] argues that the term CSO "--subsumes number of terms that describe organizations that are engaged in development but are neither part of the government nor a business". More precisely, CSOs are the multitude of non-state organizations around which society organizes itself that may or may not participate in the public policy process in accordance with their shifting interests and concerns (USAID 1999).

In recent years, the CSOs have increasingly been active in the international development arena. During the period between 1914 and 2000 international NGOs increased from 1,083 to more than 37,000 with nearly one fifth of them formed in the 1990s. While in recent years, the developing countries have seen even sharper increase in number of domestic NGOs and non-profit, mainly in India and Brazil (UNDP 2002).

This upsurge and explosion in support for CSOs was closely linked to changes in development thinking and practice during the 1990s. Wolfensohn (2004) argues that "the lessons of the adjustment programs of the 1980s and the innovations in economic, political and social theory together pushed development thinking toward a new paradigm characterised by broader and better integrated understanding of development and greater pragmatism about instruments. During that same period "the financial for public sector institutions which accounted for 95 percent of the 12 billion spent annual on agricultural research in developing countries, is stagnating. The burgeoning private sector research is centred almost exclusively on on large, highly commercialised crops and markets" (IFPRI 2004). Roseboom (2004) explains "..this drive for change has been largely on *new public management* ideas and concepts....which aims to foster a performance –oriented culture in a less-centralised public sector and has strongly influenced public sector reforms all over the world during past 15-20 years".

4.3.1 NGO initiatives

PROLINNOVA: NGO Programme

PROLINNOVA (PROmoting Local INNOVAtion) is the first major initiative from the NGO stakeholder group under GFAR to facilitate a GPP for agricultural R&D (Waters-Bayer et al 2005a). PROLINNOVA was initiated in December 1999 with the support of GFAR. Representatives from Northern and Southern NGOs and some researchers discussed ways to

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[13] http://www.undp.org/csopp/CSO Sourcebook on Building Partnerships with Civil Society Organizations

forge partnerships to scale up participatory approaches to agro-ecological R&D that build on local innovation and to integrate these into formal research, extension and education.

The initiative promotes processes of local innovation and participatory development of locally-appropriate technologies and institutions that improve the lives of resource-poor farmers. It also and primarily seeks to strengthen the links between farmers, NGOs, extension, research and other stakeholders in agricultural R&D and to increase the capacities of them all to work together to address the ever new challenges that arise in a rapidly changing world. The motivations, attitudes, behaviour and beliefs of formal scientists and policymakers are a major challenge. Individual scientists may become involved and highly stimulated to support innovation processes in farming communities, but limited attention within the institutions to processes and approaches (compared to technology development) is a major obstacle (Waters-Bayer 2005b).

Donors[14] encouraged the participatory design of PROLINNOVA programmes in nine countries in Africa and Asia (Cambodia, Ethiopia, Ghana, Nepal, Niger, South Africa, Sudan, Tanzania and Uganda). In each country, a national NGO facilitates the process of building partnership among the major groups of stakeholders in agricultural R&D (farmers, research, extension, education, NGOs, etc). This process includes the creation of a National Steering Committee composed of representatives from government and NGOs involved in agricultural R&D.

The country programs are supported by an International Support Team made up of four organisations[15]. Its roles include international coordination, administration, capacity building, advocacy, methodological support, web-based knowledge management, documentation and publishing, and encouraging mutual learning through analysis of experiences.

The strategies and action plans drawn up by the PROLINNOVA country programmes vary from country to country, depending on experience with partnership processes, and strengths and weaknesses of the lead NGO. In each country the partnerships are getting underway. The respective country programmes are autonomous, and the progress toward creating a platform for this development approach has varied. Some elements they have in common include (Waters-Bayer et al 2005a):
- making an inventory and database of initiatives and organisations involved in promoting local innovation;
- building capacity to identify and document local innovations and engage in innovation processes;
- stimulating partnerships among farmers, extensionists and – wherever possible – formal researchers, including university staff, in implementing Participatory Innovation Development (PID) on the ground;
- participatory monitoring and evaluation of joint activities, outcomes and impacts;
- facilitating multi-stakeholder platforms for learning through joint analysis of on-the-ground experience; and

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[14] In addition to IFAD and DGIS, the donor agencies that have supported PROLINNOVA include Misereor, CTA (Technical Center for Agricultural and Rural Cooperation – ACP-EU), World Bank, Rockefeller Foundation, and the French Ministry of Foreign Affairs.

[15] International Institute of Rural Reconstruction (IIRR) based in the Philippines, the Swiss Center for Agricultural Extension (LBL), the Center for International Cooperation at the Free University of Amsterdam (CIS-VUA) and ETC Ecoculture.

- raising awareness and engaging in policy dialogue to create favorable environments for participatory innovation development.

The PROLINNOVA website (www.prolinnova.net) provides access to documents and to the websites for individual country partnerships. The country portals contain brief summary reports for 2003 and 2004 and other relevant documents. As with many global partnerships, there is still much to be learned from the difficulties encountered and about evaluating partnerships. The country reports have sections summing up what has gone well and what has not.

Although each country programme has a unique history, some of the commonly encountered problems include the following:
- Limited resources and funding constraints especially affect inception of the partnership and limits the workplan activities that can be implemented;
- Overloaded programme coordinators (most have demanding NGO jobs), and lack of sufficient staff to address content issues;
- Difficulties with getting time for partner representatives from the managers of their organisations. A lack of awareness of what PROLINNOVA does is a major cause;
- The busy schedules of the partners and limited or minimal activity from core team members. This has often led to delays in responding to issues because the partners were busy attending to other organisational obligations;
- Delays in getting the steering committee started;
- Documentation and inventory of local farmer innovations incomplete; due to limited skills in writing and documentation; and
- Weak support from the International Support Team has been reported by some country programmes (e.g. PROLINNOVA Secretariat 2005).

Some of the Successes include:
- Growing awareness of PROLINNOVA;
- Increased awareness of the importance of participatory approaches;
- Identification and dissemination of good farmer innovations;
- Inclusiveness of different partner types, and ownership, including NGOs, farmers, government research, extension and education; and
- Some country programmes have reported good experiences with "Training of Trainers" (e.g. PROLINNOVA Uganda 2005; PROLINNOVA South Africa 2005).

4.3.2 Private enterprise

Collaboration between government and profit-oriented businesses and companies has grown in recent years. This was partly stimulated by the reduced funding and role of government agencies. These partnerships, sometimes referred to as Public-Private Partnerships (PPPs), constitute an international trend in development cooperation (Pray and Umali-Deininger 1998) that is encouraged by some countries, development lending banks and the United Nations System.

There are sound reasons for establishing development oriented PPPs (InfoResources 2005) including:

- Increased pressure on all countries to reduce world poverty;
- Mobilising additional resources to counter reduced and limited governmental funding;
- The state can make use of technical know-how otherwise not available by collaborating with the private sector;
- Collaboration with the private sector can lead to increased project sustainability and efficiency;
- Developing countries are interested in forging contacts that will allow them to gain access to the international market;
- Large corporations need to improve their image and restore public trust in the private sector;
- Many companies have invested in developing countries – e.g. with the aim of reducing production costs – and continue to play an important role in these countries; and
- Other companies want to open new markets and are interested in sharing the knowledge and networks of development agencies.

There are also objections to public-private partnerships, and the NGO community has criticized many initiatives. For example, in 2002 the NGO Committee of the CGIAR removed themselves from participation in setting up CGIAR Challenge Programmes over issues related to partnering with business and corporations (NGO Committee of the CGIAR 2002).

Some of the main objections included:
- Failure of companies to comply with development policy standards, due to the optional basis of participating in partnerships;
- Difficulties in reconciling the profit and income maximisation motives of the private sector with the governmental objectives of poverty reduction and sustainable development in a single project;
- PPPs carry the risk that governmental funds are misused to subsidise private interests;
- PPPs enable companies to externalise social and ecological costs (to the
- public partner);
- PPPs can lead to preferential treatment of certain companies and can thus;
- cause a distortion of normal trading conditions; and
- PPPs may lead to selling off the basic public services and neglecting the interests of the poor.

Despite criticisms, PPPs are gaining ground in the realms of basic services and infrastructure, and to a lesser extent, in rural and agricultural development. They vary greatly in scope and type; but there are some conditions or criteria that should be in place. Some of these, among others, are that: 1) a PPP represents collaboration, defined by contract, between a public and a private actor; 2) the partners' contributions complement each other in a way that enables both to achieve their goals more efficiently within the given PPP than on their own; and 3) each partner formulates clear goals, communicates them to the other partner and negotiates an agreement.

Box 11 – The Tan Lam pepper Company Project

The following example of a PPP project in Vietnam involved public and private partners including the

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German Society for Cooperation (Gesellschaft für Technische Zusammenarbeit, GTZ), the Tan Lam Pepper Company (TLPC) in Quang Tri Province, Vietnam, Kraft Foods, and Sarah Lee/Dowe Egberts (InfoResources 2005). The project's objectives were the restoration of coffee production on a sustainable basis, the increase of coffee quality along the entire TLPC production line, and the improvement of infrastructure in new residential and work areas for coffee farmers.

GTZ supported the project with public funds for project management and coordination. Kraft Foods and Sara Lee/Douwe Egberts, provided technical advice. Vietnam's coffee industry worked to prevent large fluctuations in production quantities and to improve the quality of export goods. TLPC, the Vietnamese partner organisation, intended to enter into business relations with Kraft Foods and Sara Lee/Douwe Egberts. Additional private partners invested in improving basic infrastructure in the project areas. Plant Research International (PRI, Wageningen Agricultural University) concentrated on promoting cooperation among farmers in the field, on the production of information and documentation, and on its dissemination through "farmer field schools". Local NGOs introduced a "community development approach" and trained village communities in independent management of construction projects and small-scale budgets.

The project ran from 2001 to 2004 and achieved good results. These included higher coffee prices that benefited both farmers and TLPC, substantial improvements in processing procedures and the extension of training and consultancies to other coffee production areas in Vietnam.

The project allowed GTZ to pursue its objective of development policy promotion and all partners have benefited from each other through the mobilisation of institutional networks, splitting of costs, and the exchange of knowledge and experience. PRI made it possible to achieve international quality standards, and the adaptation of improved production procedures benefited the environment.

5. INCLUSIVENESS AND PARTNERSHIP IMPROVEMENT – FUTURE DIRECTIONS

Even though there are growing numbers of global and regional partnerships, there is no consensus about their effectiveness (ADB 2005; InfoFocus 2005, UNED 2001). Some think they offer great promise in providing services and infrastructure that the public sector is increasingly less able to cover, and that the convergence of different stakeholder expertise and perspectives is necessary to solve complex problems.

Others point to indications that their potential is limited. According to the Canadian Auditor General PPPs are more expensive and "-- accountability for quality of services and cost containment will be reduced and costs to taxpayers will be higher than they would have been if the hospitals were built in the traditional manner of public tender, private construction, and public ownership and operation". Spielman and von Grebmer (2004) in their research found that information on public-private partnerships (e.g., between the CGIAR and private corporations) in agricultural research "-- is difficult to access, shrouded in secrecy, or the subject of extensive controversy." They conclude that public-private partnerships are significantly constrained by insufficient accounting of the actual and hidden costs of partnership; persistent negative perceptions across sectors; undue competition over financial and intellectual resources; and a lack of working models from which to draw lessons and experiences. They also conclude that the potential justifies continuing with ARD partnership initiatives.

Despite such constraints, however, sufficient common interest, complementarity and potential for shared goals and benefits exist to create continued opportunities for global and regional partnerships in pro-poor ARD. Many have been launched in the last decade, and there are some achievements as well as problems.

To maximize the potential for successful ARD partnerships the problems and challenges must be taken into account, and sound procedures and processes used to form, manage and implement partnerships. This section presents some of the challenges, takes note of enabling conditions and makes some suggestions for partnership builders.

5.1 Challenges

The challenges or lessons learned from partnership experiences are increasingly seen in references and reports on progress. There is a surprising convergence on the following common and recurrent challenges for partnerships. They include the need for
- coordination and agreement on processes and planning methods by partner organisations,
- the cooperation and commitment of AKIS leadership and donors for planning and implementation,
- sufficient involvement and representation of legitimate partners,
- adequate follow-through for planned activities, through the assignment of responsibilities,
- sufficient funding and staffing for the formation and implementation of partnerships and linkages,
- good, transparent communications with partners and stakeholders,

- agreement on goals and objectives,
- flexibility in reaching agreements between organisations with different mandates, roles and responsibilities,
- involvement and support of policy and decision makers,
- removing policy and institutional barriers to ARD,
- regular monitoring and adjustment.

These challenges can be addressed by the sound practices for partnership presented in Section 3.3. The 'sound practice' framework provided in the section is also useful when considering the conditions for successful partnerships discussed below.

5.2 Enabling conditions and arrangements

A number of sources in the literature (Benner and Witte 2004, Eponou et al. 1999, Peterson et al. 2004, Smith 2004, World Food Program 2001 etc.) discuss the enabling conditions and elements that are needed for successful partnerships. Those indicated below are drawn primarily from Benner and Witte.

Policies and strategies for partnerships can be important in guiding individual organisations who participate in multi-stakeholder partnerships, particularly at the national level. These set out the rules, goals and guidelines for cooperation and collaboration. Clear decision making procedures are also part of such policies and strategies.

Facilitation and guidance by experienced experts from organisations (such as GFAR) saves time when organizing the processes related to partnership organisation and management. The complexity of partnership development is often underestimated, and knowledgeable facilitators can help avoid pitfalls.

Awareness, consensus, and commitment are essential if partnerships between different actors are to yield benefits for them all. The hesitancy and limited involvement of relevant actors such as universities, NGOs, and the private sector that has often characterized partnership building attempts can be countered by awareness building and information exchanges.

Transparent and continuous communication and information management is necessary to build and maintain trust and collaboration among the stakeholders. Communication among partners and at different levels is necessary to ensure commitments and follow-up, as well as provide publicity about partnership and linkage initiatives.

Support from policy and decision makers of both public and private sector organisations is necessary to guarantee allocation of resources, as well as to sanction collaboration among organisations with different mandates, priorities, or outlooks.

Commitment of adequate resources, including funding from donors to sustain both the formation and management of the partnership, and the implementation of activities to achieve its objectives is necessary. Participating partners also need to commit resources throughout the duration of the partnership, including representatives that are available on a stable basis during the formation process.

Monitoring and adjustment of implementation and action plans on a continual basis is necessary to maintain flexibility and responsiveness as processes and implementation progress. Changes are often needed to achieve the objectives of the partnership.

Smith (2004) has also identified some additional factors that promote partnerships. These include respect for complementary skills and expertise of partners, transparent sharing of resource costs and benefits, early and sustained contacts at decision and policy making levels, and consultation and consensus on important decisions.

5.3 Recommendations/Improvements

5.3.1 Suggestions for GFAR

GFAR is an organisation whose purpose is promoting and supporting partnerships. It has strong practices related to inclusiveness, information and communication management, and transparency. However, it also has serious resource constraints that limit its effectiveness, particularly in terms of staff and funds for the Secretariat, and funding for the promotion of partnerships through the GFAR platform. Since GFAR is widely recognized as a leader in promoting and supporting global, regional and national partnerships, it should address its constraints and encourage the following practices.

1. Limited funding availability for the formation and promotion of effective partnerships is a basic constraint for GFAR. It should explore with donors the possibility of establishing a partnership fund that increases funding for GFAR's partnership initiation activities, and provides resources that enhance the capacity of developing countries for initiating and managing partnerships.

2. The budget and staff numbers for GFAR Secretariat impose severe limitations on what can be accomplished. GFAR (especially the Donor Support Group) should redouble efforts to attract additional donors. This may require a formal examination of strategic issues and constraints, and an assessment of outputs and outcomes that establish GFAR's performance and needs.

3. The early identification of a lead organisation when forming a partnership is an important step toward reducing the high transaction costs of inception, management and implementation. Agreement on a lead organisation anchors the partnership, and provides a stable point for communications, meetings and follow-up.

4. The promotion of sustainable systems in addition to project delivery should be a goal. Many partnerships are temporary but all partnerships should leave the system they function in (AKIS, NARS) stronger than before the partnership.

5. Monitoring and accountability practices should be concentrated on partnership and institutional processes and procedures, as much as on technology progress. GFAR should undertake studies that draw lessons from the experiences of different types of

partnerships, and develop better practices related to institutional change and interaction processes.

6. Guidelines or formats to improve reporting and evaluation related to partnerships are needed to draw successful lessons and improve their performance. GFAR should develop appropriate guidelines or models that assure standard content for reports on performance, and uniform evaluation approaches.

7. GFAR is focused on research partnerships, but should honour its inclusiveness principle by explicit recognition and inclusion of extension partners in its governance, and in the partnerships it facilitates. Developing new technologies is one link in the chain to end-use; ensuring relevance through dissemination and feedback from end users for those technologies is equally important.

8. An inclusiveness approach to developing action plans for a partnership should be encouraged through linkage planning that brings key actors together in an organisational 'bottom-up' procedure involving partner organisations. The identification of the specific linkage mechanisms (e.g., farmer trials, technology field days etc.) that tie partners and key organisations together for a partnership or system function (e.g., feedback from end-users, technology communication) should be carried out during face-to-face interaction and negotiation of explicit responsibilities. GFAR should develop linkage planning guidelines that promote this approach.

9. Partnerships offer a poor foundation for inducing changes in ARD policies, but partnership interactions often affect policies. There should be more awareness of these interactions, and GFAR should consider studying these effects, and developing some guidelines for policy interaction with policy makers.

5.3.2 General recommendations

Minimize partner conflict by respecting partner differences in perspective and values, agreeing on criteria for selection of legitimate partners, and agreeing on a process plan for partnership formation.

Reduce high transaction costs for complex set-up and organisation requirements by selecting a lead organisation with responsibilities for arrangements, facilities and follow-through, and by using effective linkage planning that commits partner resources.

Obtain more sufficient and sustainable funding for partnerships by expending special efforts on linkage establishment with investors and public – private sector leadership. Direct, sustained contact and advocacy is necessary for adequate and continued funding, and should be the responsibility of a governing committee for the partnership. The use of 'champions' that promote the partnerships is also effective in this regard.

Minimize the undue influence of funding parties by promoting stakeholder inclusiveness in decision making, and ensuring transparency by making records and communications available to all.

Improve communication and coordination at national and global levels by developing sound linkages with leadership at NARS and AKIS levels, and with donor agencies. Partnerships are directly affected by initiatives and changes at these levels and the context factors must be carefully considered and understood during the formation stage.

Change the orientation toward projects and technology delivery by expending effort to improve or change the systems with which the partnerships work. System change may not be the primary targets of the ARD partnership, but system improvements will allow better project performance and technology flow, and may leave a legacy of better system performance.

Sustainable voluntary participation by organisations and their representatives is needed but is a common problem that can paralyze partnerships. Commitments and enthusiasm can and do wane during the lifetime of partnerships for a number of reasons, including changes in leadership, the normal duty demands of the actor organisation, and changes in partner organisation objectives. This danger can be minimized by careful deliberations and the use of good criteria for determining the legitimate stakeholders for a partnership; that is the lead organisation, the focal partner organisations and stakeholders to be consulted.

Establish effective partnership governance by organizing the procedures, committees and working groups needed to reach transparent decisions, acquire and maintain funding, and carry out linkage and implementation responsibilities. Good governance is essential but models or guidelines for shared governance are lacking. Comparative studies of partnership governance are needed to determine best practices, but maintaining the flexibility to change governance is important to the success of any partnership.

Clarify the roles, responsibilities and leadership needed for a successful partnership. Confusion over roles and leadership is a common reason for partnership failures. These need to be defined in an inclusive and transparent process of consultation and consensus at the beginning of a partnership.

Define objectives and clear action plans for the partnership. The objectives should be agreed upon by the partners, and responsibilities for implementation of the partnership processes as well as the ARD research need to be planned. The action plan should provide enough detail at operational level to guide the activities of each actor.

Understand and respect the motivations, attitudes and behaviour of different types of partners. Scientists and policy makers have a reputation for arrogant and uncooperative behaviour, and NGOs may be reluctant to cooperate with partners they regard as disreputable. Private enterprise may seem too focused on profit. These different values and motives should be understood sufficiently to build a platform for the partnership, and enough time must be allowed in stakeholder meetings to reach agreements on shared objectives, benefits and costs.

GFAR with its mission and vision has made significant contributions in facilitating and supporting inclusive partnerships. Following the suggestions and recommendations in this section will help with the building of partnerships and with their performance. Although it is still early to fully assess the value of partnerships, the examination of different experiences and types of partnerships indicates that their achievements outweigh the difficulties and problems that can

occur. In the final analysis, inclusive partnerships that bridge stakeholder boundaries and address the formerly intractable constraints from the policy and institutional environments may offer the best means forward for ARD. To realise this potential, each ARD partnerships needs funding that is adequate for its facilitation and support.

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