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CAADP - RWANDA

IMPLEMENTATION AND MANAGEMENT CASE STUDY

AUGUST 2012

DISCUSSION DRAFT

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CAADP RWANDA

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Africa Leadership Training and Capacity Building Program

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ACRONYMS

CAADP	Comprehensive Africa Agriculture Development Programme
MDG	Millennium Development Goals
EDPRS	Economic Development and Poverty Reduction Strategies
PSTA	Strategic Plan for the Transformation of Agriculture
ASWG	Agriculture Sector Working Group
DP	Donor Partner
SWAp	Sector-wide Approach
PS	Permanent Secretary
GoR	Government of Rwanda
ADB	African Development Bank
JICA	Japan International Cooperation Agency
CPAF	Common Performance Accountability Framework
MoU	Memorandum of Understanding
JSR	Joint Sector Review
IFPRI	International Food Policy Research Institute
SAKSS	Regional Strategy Knowledge Support System
ReSAKSS-EA	East Africa Node of the Regional Strategy Knowledge Support System
CPAF	Common Performance Accountability Framework
DPAF	Donor Performance Assessment Framework
MoF	Ministry of Finance
MoA	Ministry of Agriculture
RAB	Rwanda Agriculture Board
RDB	Rwanda Development Board
PHHS	Post-Harvest Handling and Storage Project
LWH	Land Husbandry, Water Harvesting and Hillside Irrigation Project

I. EXECUTIVE SUMMARY

The Comprehensive Africa Agriculture Development Programme (CAADP) was established in 2003 by the Maputo Declaration under the auspices of the Africa Union as a coordinated and Africa led effort to grow the economies of Africa to improve livelihoods and reduce hunger by focusing on improvements in agricultural development. Rwanda embodied the spirit of CAADP through strategic visioning, planning and accountability in implementation and delivery. When CAADP came into being, Rwanda's strategy and way of conducting business readily aligned with the CAADP goals and principles and positioned Rwanda to be the first country to sign a country compact in 2007; and has since been a leader in embracing its principles and implementation. The purpose of this assignment is to review and document how Rwanda manages its CAADP Programme and identify successful management practices that may be useful for other countries to consider as they implement their CAADP programs.

The success of Rwanda is due to its leadership, starting with the Presidency where a country vision combined with a performance based system of government has been operational for a number of years. The government of Rwanda (GoR) has in place their vision for where they want to be by 2020 and this vision is aligned with the Millennium Development Goals (MDG). Vision 2020 has been broken down into 4-year Economic Development and Poverty Reduction Strategies (EDPRS) that serve as the basis for program implementation. EDPRS set targets for each ministry and the targets are the basis for policy development and resource allocation. Each ministry is held accountable for the achievement of targets, which are reviewed using the "Common Performance Assessment Framework." Every fourth year, the outcomes and targets of the strategy are reviewed and analyzed against Vision 2020 goals and objectives and the necessary adjustments made to ensure the targets for Vision 2020 are met. The Ministry of Agriculture (MoA) has a Strategic Plan for the Transformation of Agriculture in Rwanda (PSTA) that is aligned with the goals, objectives and targets of the EDPRS.

The Agriculture Sector Working Group (ASWG) serves as the CAADP Committee and includes representation from each line ministry, Development Partners/Donors (DP) and key stakeholders. The ASWG is co-chaired by the Minister/Permanent Secretary (PS) of Agriculture and a representative of a lead Donor Agency, currently the World Bank. The ASWG has ten prioritized policy actions tied to five key indicators with annual targets that reach down through the MoA. The Ministry of Finance (MoF) is the hub where annual targets, resources and accountability are managed for each sector. Cabinet members have a target setting exercise with the President where they make a personal commitment to performance achievement and are held accountable.

The ASWG was established in 2004 and predates the signing of the CAADP Compact in 2007. The ASWG started organically with the MoA's PSTA I, meaning the CAADP oversight Committee was already a functioning body when CAADP came about—one of the major reasons Rwanda is a leader in the implementation of CAADP.

The DP engagement and support are also coordinated by government where they are only allowed three "approved" interventions within the sector; and held accountable through a "Donor Based Assessment Framework." The DPs themselves have a coordinated approach in engaging with the ASWG through the

Sector-wide Approach (SWAp). The Donor Partners have and are continuing to give the GoR their vote of confidence through budgetary support in the implementation of the PSTA. The World Bank, African Development Bank (ADB) and European Union (EU) provide budgetary support with the EU providing support at the District level. USAID is considering \$40 million plus in budgetary support, which will be a first for Africa due to the accountability systems and confidence that USAID has in the integrity of the system. Japan International Cooperation Agency (JICA) is also considering budgetary support.

In summary, Rwanda's achievements are based on government wide leadership, political will and commitment, internal and external dialogue with stakeholders, and a streamlined system for accountability.

II. INTRODUCTION

CAADP Background

CAADP is a combined effort to place agriculture at the center of Africa's development agenda. The main goal of CAADP is to help African countries design and implement agricultural policies and initiatives that will accelerate economic growth, eliminate hunger, reduce poverty and improve food security. CAADP embraces the philosophy of being "Africa led and owned" demonstrated by commitments made for its own development agenda in the agricultural sector. The initiative provides the first comprehensive framework to spur agricultural revitalization and growth where a substantial number of countries have committed to allocate at least 10 percent of their own national budget resources to agriculture for a 6 percent return in agricultural productivity.

This is a voluntary program where each country is encouraged to implement the CAADP framework in its own independent way. However, this initiative does require participating countries to utilize a common set of tools and follow a common implementation process. This implementation process rests on key principles that provide guidance in the development of country strategies and investment plans, such as participation and inclusive dialogue, coordination and evidence-based analysis.

In addition to country ownership, the CAADP implementation process must also ensure that each country's own existing national political and development policies and strategies are aligned with CAADP targets and that the investment plan is harmonized with CAADP priority areas. CAADP priority areas are focused along four pillars for investment and action, which are considered central to helping Africa achieve its agricultural development agenda: Land and Water Management, Market Access, Food Supply and Hunger, and Agricultural Research.

A country's success in the implementation of CAADP, from compact signing, to investment plan development, to implementation, is challenging. Achievement of each milestone calls for tremendous commitment and the necessary institutional, managerial, technical capacities as well as sufficient financial resources.

Purpose and Approach

Rwanda embraced the spirit of CAADP prior to CAADP's initiation in Rwanda through development of a clear strategic vision, detailed implementation planning and instituting performance accountability systems in its food security programs. When CAADP came into being, Rwanda's strategy and way of conducting business readily aligned with the CAADP goals and principles and positioned Rwanda to be the first country to sign a country compact in 2007; and has since been a leader in embracing its principles and implementation. The purpose of this assignment is to review and document how Rwanda manages its CAADP Programme and identify successful management practices that may be useful for other countries to consider as they implement their CAADP programs. To carry out this assignment, meetings were held with key CAADP stakeholders identified in Annex 1 and a number of implementation documents were reviewed.

III. CAADP CORNERSTONES

Development Strategies

Vision 2020

In 2000, Rwanda adopted Vision 2020, which is a national development strategy that contains goals aligned with the United Nation's MDG. This document calls for Rwanda to become a middle-income country by 2020. This achievement will require tripling annual per capita income, reducing the poverty rate by more than 50% and increasing life expectancy by more than 12%. Vision 2020 is the principal socio-economic policy document on which all national policies and strategies are drawn and serves as the basis for sector resource allocation.

EDPRS

The EDPRS is the Vision 2020 strategy for 2006-2012 that recognizes agriculture as one of Rwanda's four priority sectors. The other priority sectors are health, education and road maintenance. The goals and objectives of the EDPRS are to raise agricultural productivity and ensure food security, with success measured through the following high-level indicators:

- 7% real agricultural GDP growth;
- 4% per capita agricultural GDP growth;
- 20% decrease in the number of people dependant on agriculture as a primary source of income; and
- 50% reduction in the population that does not consume minimum food requirements.

PSTA

The PSTA is the agriculture sector strategy for achieving the EDPRS goals and objectives in the domain of agricultural development. The development of the PSTA's came about through a highly participatory stakeholder process and built upon the previous strategy. PSTA I concentrated on the commercialization of agriculture, PSTA II concentrated on the intensification of Agriculture and PSTA III will focus on

increased private sector participation and development. The current agriculture sector strategy falls in the PSTA II with the following four development pillars:

- 1) Intensification and development of sustainable production systems,
- 2) Support to the professionalisation of producers,
- 3) Promotion of commodity chains and agribusiness development, and
- 4) Institutional development

A priority of PSTA II has been to strengthen communication/dialogue, coordination and operational linkages in the development process with all stakeholders, which has been achieved to a large degree through the ASWG and SWAp platforms.

Agricultural Sector Investment Plan (ASIP) 2009-2012 - The ASIP represented the PSTA-II budget for a total cost of \$848 million USD. Available financing was approximately \$502 million USD from the GoR and DPs, with an estimated additional \$21 million USD coming from the private sector and beneficiaries. This presented a funding gap of approximately \$325 million USD.

Platforms

The CAADP process embodies the principle of inclusive stakeholder participation and dialogue that Rwanda has made an integral part of the government's way of doing business. Several key platforms are in place specific to the implementation of PSTA II and CAADP that include:

- ASWG
- SWAp Committee
- Technical Sub-Groups
- Other Related Platforms

ASWG

The ASWG, established in 2004, is the standing Committee for CAADP and includes representation from each line ministry, DPs and key stakeholders. It is co-chaired by the Minister/PS of Agriculture and a representative of a lead donor agency, which is currently the World Bank. Membership as specified by the ASWG Terms of Reference include:

- i. One key member of each of the sector line ministries which make up the ASWG
- ii. One key technical representative from each of the bi-lateral and multi-lateral donor agencies active in the sector
- iii. One key representative of a Rwandan Rural Development NGO and one senior representative from one lead International NGO
- iv. One key representative of the Rwandan Agri-business Private sector
- v. One key representative of a Farmers' Organization
- vi. One representative from MINECOFIN
- vii. Representatives from other institutions at the discretion and invitation of the co-chairs

A standing invitation is distributed to approximately 150 people prior to each meeting and generally 50 to 80 people attend based on relevance of the agenda.

Agriculture needs an 8% plus growth rate in order to achieve PSTA goals and objectives. Addressing how this is going to be achieved is the primary role of the ASWG together with the MoF's Director General for National Development and Planning.

The Common Performance Accountability Framework (CPAF) indicators and priorities set the agenda for the ASWG. The ASWG has ten prioritized policy actions tied to five key indicators with annual targets that reach down through the Ministry. The Lead Donor provides secretariat support to the ASWG that includes working jointly with the MoA lead on the development and circulation of a meeting agenda, documentation for meetings, list of participants and minutes. The ASWG meets at a minimum every two months with Technical Working groups meeting as appropriate (e.g. Monthly once established).

The ASWG "*Action Plan*" for FY 2011/2012 can be found in Annex 2. The relationship of the ASWG, SWAp Committee and Technical Subgroups and their membership and mandates are presented in the diagram below¹.

SWAp Committee

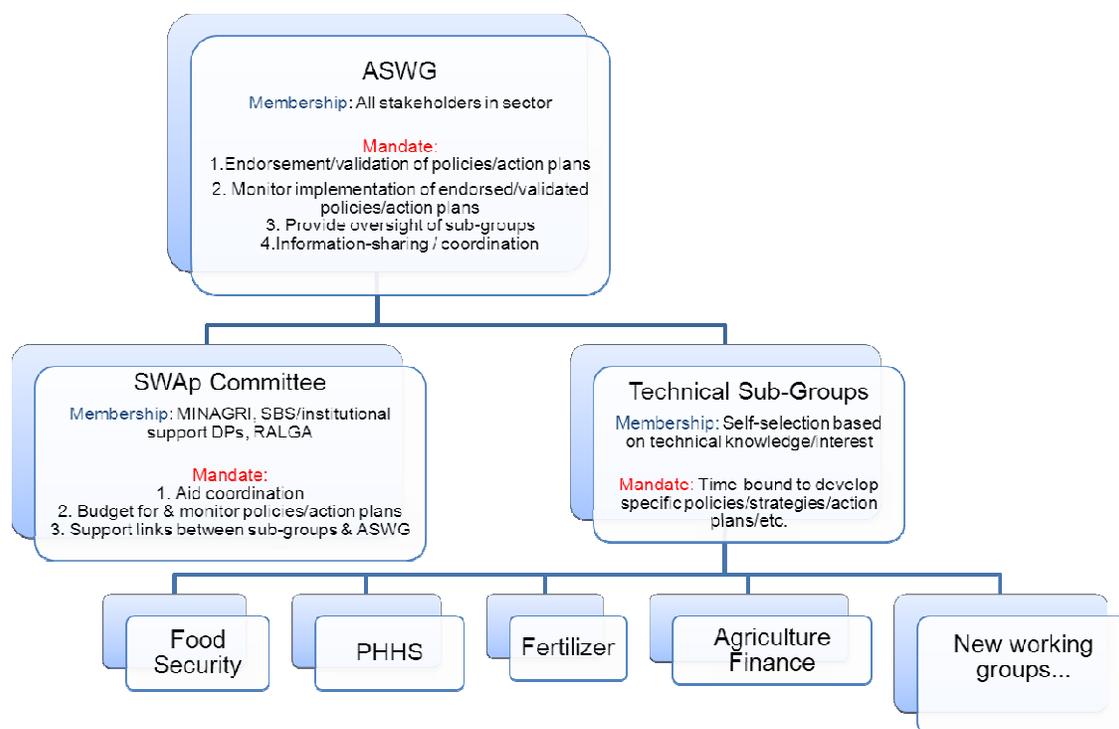
The DPs have a coordinated approach in engaging with the ASWG through the SWAp. The SWAp Memorandum of Understanding (MoU) was signed in 2008 and made operational in 2010. The SWAp serves as a platform for coordinating aid, providing financial resources in support of action plans and policies aligned with PSTA-II, harmonizing M&E and performance monitoring systems and strengthening national capacities. Membership as defined by the SWAp MOU includes representation from:

- i. The GoR is represented by 1) The Minister of Economic Planning and Finance as the Minister responsible for bilateral and multilateral assistance to Rwanda; and 2) The Minister of Agriculture as the Minister responsible for coordination of the GoR's interventions in the agricultural sector and for the PSTA.
- ii. The DPs are each represented by their authorized representatives.

Technical Sub-Groups

Formalized "task forces" are formed to address specific key issues as they arise and to implement key activities. The sub-groups are not meant to be long-term standing committees and are a way to manage issues and timeliness of response effectively. The sub-groups have clearly defined TORs, deliverables and reporting lines to the ASWG. The Technical Sub-groups are represented by a small group of people assigned to map out the issue and drive the appropriate policy. Once the policy issue is on the table, it will be officially addressed by the ASWG. Individual Sub-group work-plans may be created which feed into the ASWG work-plan. They are by design very responsive for "just in time" issues. Recently formed task forces include Dairy, Horticulture, Nutrition and Private Sector. The Dairy Task Force, for example, is working on new strategy for marketing and processing and is led by the Chairman of the National Dairy Board, who knows the issues first-hand as a dairy farmer and veterinarian.

¹ Brian Frantz. SWAp Committee: *Progress and Achievements*. Presentation to the Agriculture Sector Working Group Joint Agriculture Sector Review. USAID/Rwanda. 27 September 2011.



Other Related Platforms

There are other platforms that can directly or indirectly influence the direction and actions of the ASWG. These include the Integrated Development Program Steering Committee, Joint Sector Review and the National Annual Dialogue.

- **Integrated Development Program Steering Committee**

The Integrated Development Program Steering Committee functions in parallel to the Sector Working Groups and operates as a harmonization/coordination body. The Committee is Chaired by the Minister of Local Government and attended by the Ministries of Agriculture, Natural Resource Management, Commerce and Industry, Infrastructure (Roads), Health and Finance. The Governors of five Provinces also serve on the Committee. This provides the necessary platform for coordination and more importantly the opportunity for local authorities to take ownership of the process and ensure that they are on board with programs and targets and are responsible to implement.

- **Joint Sector Review**

The Joint Sector Review (JSR) is conducted with the ASWG, MoF and DPs. The JSR takes place twice a year. The spring meeting focuses on achievements for the coming year and the fall meeting focuses on the performance of the previous year.

- **Annual National Dialogue**

The President with his Cabinet conducts an Annual National Dialogue that serves as a platform to frame and fine-tune agendas and policies and measure how well government has performed. Policies, programs and implementation targets are reviewed in a transparent “Town Hall” public format that creates a performance-oriented atmosphere and puts forward the expectations for government performance.

CAADP Integration

In March 2007, Rwanda became the first country to sign a CAADP Compact. The PSTA II was prepared over the 2007-2008 period in close consultation with the ASWG and was adapted to take into account Rwanda’s adoption of CAADP that was approved by Cabinet in October 2008. In 2009, a CAADP lead business meeting presented the investment plan to key stakeholders. The meeting secured greater government support for the program, while donors pledged around 80% of the funding gap to support PSTA II over its 5-year period. The PSTA II is the guiding document in Rwanda which adheres to the commitments and principles of CAADP, coordinates partner activities and guides the development of the agricultural sector in Rwanda. Development partners are increasingly aligning their resources and activities in the agricultural sector with the PSTA II, aligning their actions with CAADP priorities and targets. The following guidance and diagram highlights Rwanda’s visioning and planning process in parallel with the buy-in and implementation of CAADP.

Visioning and Planning Process

- Vision 2020 – National Development Strategy with goals aligned with the MDGs.
- EDPRS— GoR strategy for achieving Vision 2020 s goals and objectives in implementing units managed by the MoF
- PSTA—Agriculture strategy for achieving the EDPRS goals and objectives managed by the MoA and ASWG.
- ASWG established in 2004 to provide PSTA oversight

CAADP Process

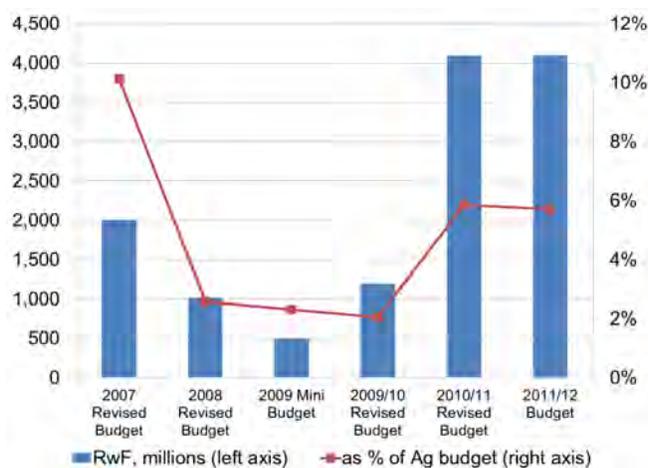
- CAADP stocktaking in 2006
- Compact signed in March, 2007
- PSTA II is Rwanda’s CAADP Compact
- ASWG is Rwanda’s CAADP Steering Committee
- SWAp MOU signed in November, 2008 and made operational in 2010
- Agriculture Sector Investment Plan was prepared in October, 2009 with FAO review in February, 2010
- In December 2009, Rwanda held a post-compact CAADP High Level Stakeholder Meeting, to share progress made and to agree with DPs on the way forward in securing additional resources to finance the ASIP (and PSTA-II)

VISION 2020

Timeline	2004 - 07	2008 - 12	2013 - 17	2018 – 20
MoF	PPSE	EDPRS I	EDPRS II	EDPRS III
MoA	PSTA I	PSTA II	PSTA III	PSTA IV
CAADP	ASWG Established 04	SWAp MOU 08	ASIP 09	Stakeholder Meeting 09
	CAADP Stocktaking 06	Stakeholder Meeting 09	SWAp Operational 10	FAO Review 10
	Compact Signed 07	SWAp Operational 10	FAO Review 10	

CAADP Targets

The two key CAADP outcomes that are deemed necessary to spur agricultural revitalization and growth are: 1) an allocation of at least 10 percent of the country’s national budget resources to agriculture; and 2) a 6 percent annual increase in agricultural productivity.



Rwanda made a financial commitment in support of the agriculture sector in fiscal year 2010/2011 that was aligned with CAADP goals. The 2010/2011 budget supporting agriculture represented 10.2 percent of the National budget; and increased from Rwf 64 to Rwf 67 billion for 2011/2012 fiscal year², \$104,382,859 USD and \$109,275,806 USD respectively (July, 2012 exchange rate). The following chart highlights Rwanda’s increased commitment /investment in agriculture³.

² Majyambere, Gertrude. 11 May 2011 Rwanda: Agriculture Budget Increased by Five Percent. The New Times. 11 May, 2011.

³ Brian Frantz. SWAp Committee: *Progress and Achievements*. Presentation to the Agriculture Sector Working Group Joint Agriculture Sector Review. USAID/Rwanda. 27 September 2011.

The GoR achieved the budget target of 10% for agriculture in 2010 and set the bar higher for growth in the agriculture sector from the CAADP target of 6% to 8%/ 9%. The International Food Policy Research Institute (IFPRI) provided the baseline data early on identifying the degree of poverty and the growth rate needed to achieve Vision 2020 goals and objectives⁴ that serve as the basis for the higher targets.

The following table identifies the annual real growth of GDP and agriculture product from 2000 to 2010. The recoveries demonstrated in 2005, 2008 and 2009 following periods of drought are a possible reflection of the adoption and implementation of a new agricultural strategy based on a combination of yield increases and bringing new land into cultivation. According to the World Bank it is clear that future growth will depend on greater investments and organizational effort to generate further increases in output. The droughts of 2003 and 2006 had major impacts where food crop output declined considerably⁵.

Annual real growth of GDP and agricultural product, 2000-2010 (%)											
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
GDP	8.4	8.5	13.2	2.2	7.4	9.4	9.2	7.7	11.5	6.1	7.5
Ag	8	9	17	-3	2	6	3	3	6	8	5

CAADP Staff

- The Director General (DG) of Planning and Programme Coordination for the MoA is the current CAADP Focal Point. Prior to this appointment, the DG served as the Permanent Secretary to the MoA.
- Within the Planning and Programme Coordination Unit lies the Regional Strategy Knowledge Support System (SAKSS) Node Coordinator.

Guidance Documents

- Terms of Reference ASWG Group.
- MoU between the GoR and DPs regarding a Sector-Wide Approach in Rwanda's Agricultural Sector.
- Rwanda Strategic Analyses and Knowledge Support Systems to Inform and Guide the CAADP Implementation Process, prepared by the East Africa Node of the Regional Strategy Knowledge Support System (ReSAKSS-EA) with assistance from IFPRI.

Mutual Accountability Framework

Rwanda's mutual accountability framework is a tool for the government and donors to hold each other accountable for development results. It is based on the Common Performance Assessment Framework (CPAF); and the Donor Performance Assessment Framework (DPAF).

⁴ Diao, Xinshen; Fan, Shenggen; Kanyarukiga, Sam and Yu, Bingxin. Agricultural Growth and Investment Options for Poverty Reduction in Rwanda. International Food Policy Research Institute. 2010.

⁵ Booth, David and Golooba-Mutebi, Frederick. Policy for Agriculture and Horticulture in Rwanda, A Different Political Economy? Future Agricultures. Working Paper 038.

- The CPAF is a matrix of selected outcome indicators used by donors to assess the government's performance.
- The DPAF is the government's framework for assessing and discussing the progress of donors relative to their commitments.

Program Implementation

The MoF is the central agency that provides planning support and financial resources coupled with the necessary accountability to the MoA in the implementation of PSTA II. The MoA in collaboration with the ASWG has the same responsibility at the sector level with the Districts being responsible for their own planning and implementation accountable directly to the MoF. The Rwanda Development Board is also highlighted. The RDB reports directly to the President and is guided by a Board that includes all the key Ministers (e.g., finance, commerce, infrastructure, agriculture). The RDB is a member of the ASWG and leads a new Technical-Sub-group focusing on the private sector.

Ministry of Finance

The MoF serves as the central hub for the GoR in the planning, budgeting and monitoring of Agency activities in achieving program goals tied to the EDPRS that is the Vision 2020 strategy for 2006-2012. There are 73 indicators across all sectors with 44 of them deemed key that serve as triggers for budget support and disbursement.

- EDPRS (MoF) provides MoA high-level targets.
- PSTA (MoA) sets the activity-level targets for achieving the higher-level targets.
- MoF has two staff people responsible for agriculture on a daily basis (budgeting and M&E).
- MoF serves on the ASWG.
- Ministers have performance contracts (locally known as *Imihigo*) with the President and have access to all of government to make it work. "A target is a promise."
- ASWG sees problem/issue first then approaches MoF with proposal for solution.
- Budget priorities are based on ASWG policy, resource needs and action needed within sector.
- MoF presents budget to Cabinet followed by budget hearings in parliament.
- The MoF and PM conduct an annual audit of all programs that includes a public expenditure analysis and technical assessment.
- If the Ministry does not perform well there is a chance of not getting what is needed/requested. As long as there is good performance, the Ministry is in a position to negotiate for extra resources that can be added based on achievement. Bottom line, poor performance is a reflection of poor planning—approach motivates agencies/programs to plan wisely and effectively.
- Quarterly reports are submitted to the MoF on what is going on; potential shortfalls are identified early on and can plan for them.

- Agriculture is the most important sector in Rwanda, and yet is the easiest to fail due to external factors of climate, market and buy-in of the population on policy and implementation initiatives.

Ministry of Agriculture

The Minister of Agriculture and Permanent Secretary have been involved in the strategic planning and CAADP process early on so the institutional knowledge, clarity of vision, messaging and accountability have been strong and made clear from the beginning. The Minister of Agriculture (or Permanent Secretary) Chairs the ASWG and is responsible for managing the delivery of the PSTA II and its goals and objectives, providing the necessary policy support/enabling environment, technical and financial resources and performance based monitoring system. The five sector priorities include:

1. Crop Intensification
2. Water and Irrigation
3. Livestock
4. Post Harvest Handling and Storage
5. Research and Extension

The MoA has four DGs at the central level that include⁶:

DG Planning and Programme Coordination— The main objective is to coordinate the formulation of policies and sector strategies and to monitor and evaluate the implementation of agricultural sector programs.

DG Livestock and DG of Crop Production— The main objective is to monitor and evaluate the implementation related to Animal or Crop production and participate in the formulation of policies and strategies related to the sub sector in collaboration with the Directorate General of Strategic Planning and Program coordination.

DG Inspection and Certification— To enhance safe trade by limiting the introduction and the spread of new pests, and to improve the quality of agricultural and livestock products for export and also resolution and management of trade issues related to animal or plant health in order to meet the IPPC and WTO-SPS agreements.

The MoA has two DGs for implementation that include⁷:

Rwanda Agriculture Board—The RAB has the mission of developing agriculture and animal husbandry through the use of modern methods in crop and animal production, research, agricultural extension, education and training of farmers in new technologies.

National Agriculture Export Development Board— The Formation of the NAEDB aimed to improve the balance of payment of Rwanda Economy through increased agricultural exports. The National

⁶ <http://www.minagri.gov.rw/> and DG Planning and Programme Coordination

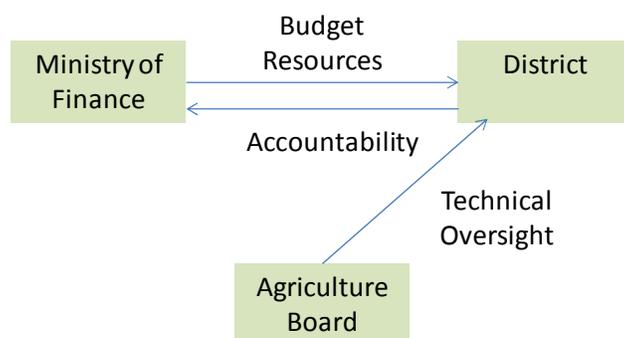
⁷ Ibid.

Agricultural Export Development Board was set up by bringing together three government agencies responsible for the entire Agriculture Export and cash crop base under one management. Rwanda tea Authority (OCIR THE), Rwanda Coffee Authority (OCIR CAFE) and Rwanda Horticulture (RHODA) was Merged to form National Agricultural Export Development Board.

Rwanda Agriculture Board (MoA Implementation and District Support)

The Rwanda Agriculture Board (RAB) is the implementing entity of the MoA and provides the technical support and oversight in livestock, research, agriculture extension and infrastructure and mechanization for the Districts who are the implementing entity at the local level. The RAB is less than a year old. The RAB is a combination of the former National Research Institute, Agriculture Extension and Livestock Extension. This institutional arrangement was made to ensure effective and efficient delivery of services to farmers through a single institution for championing research and extension-- Not business as usual but demand driven integrated research and extension delivery.

The RAB has a Division Head in each of the four agricultural zones that serve as the hub for outreach and technical assistance to the Districts where implementation is being done. The Districts receive their resources from the MoF and are accountable to them with policy and technical guidance from the Ministries of Local Government and Agriculture.



- Each Zone has its own staff and technicians. Each District is the focal point for Extension delivery. Each zone plans, sets targets and implements with District level Extension. Veterinarians are also on staff.
- Each District has its own Agronomist through earmarked funds specific to the position.
- Extension Services are provided through public and private service providers. Private sector service providers are in every District where they are contracted by the RAB to provide services. Senior scientists in areas of livestock, crop protection, biotechnology, mechanization and irrigation engineering among others are outsourced.
- The RAB is working with the University in curriculum design on animal nutrition and feeds, genetic improvements and veterinarian sciences.
- New focus is on farmer based Extension and farmer field schools and study tours. Lead farmers are paid to train other farmers through demonstration on their own farms in the areas of soil

management, pest management, water management, mulching, nutrition, spraying, intercropping, etc. Field schools and study tours will focus on crop intensification to post harvest handling and processing.

M&E

The Ministries of Agriculture and Local Government work with the Districts in setting high level targets. High level targets are currently evaluated at the District level by the District and results reported through their monthly/quarterly reports. In addition, agricultural statistics and related data are assembled at the provincial headquarters. The RAB monitors M&E targets for Extension, Research, Mechanization, Irrigation and Livestock through the District's head agronomist and provides guidelines on targets, format and planning to the Districts.

A sector-wide Monitoring and Evaluation Management Information System is being designed for all agencies and projects in the agriculture sector. The US Department of Agriculture National Agriculture Statistics Service will be in Rwanda in July 2012 to assess the existing framework and provide next steps for implementing the knowledge management system. Recommendations from a Public Financial Management and a Functional Analysis and Change Management study will be incorporated to make sure that both financial and implementation requirements are addressed in the system developed.

The MoA M&E team has recently designed an IT based M&E framework/tracking table as a single operating plan for 23 projects with outputs, indicators and targets.

SAKKS Node

The establishment of a country SAKKS in Rwanda has progressed slowly since the signing of the Compact. The Country's SAKKS node became operational in May 2010 with the appointment of a coordinator who is located in the Directorate of Planning of the MoA. The primary objective in establishing a country SAKKS node is to provide strategic knowledge products especially those related to the impact of agriculture sector policies and investments to facilitate better policy design and successful implementation of Rwanda's agriculture sector investment plan⁸.

Districts

The GoR adopted the National Decentralization Policy in May 2000, as a means to achieve the goals of: promotion of good governance; poverty reduction; and efficient, effective and accountable delivery of services. As a result of implementation challenges in decentralization, the Rwanda Decentralization Strategic Framework was developed in 2007 to guide the implementation of the decentralization policy. The Districts and Provinces are within the oversight of the Ministry of Local Government.

- Poverty is addressed at all levels of government from the National government to the Districts where the Districts take ownership and responsibility of their future.
- The Mayor's in each District have performance based contracts with the President on hard targets and deliverables that are aligned with the PSTA. The National government supports the Districts through training, planning framework and resources in meeting their targets.

⁸ Raphael Rurangwa. Rwanda's Progress, CAADP Post Compact. MoA CAADP Focal Point

- Districts are responsible for program implementation and M&E evaluation, facilitated by the District’s Development Plan.
- In the development of their Action Development Framework, the Mayor consults with the local farmers, churches, businesses, civil society, NGOs and others in establishing targets. This accomplishes two things: 1) local stakeholder buy-in and ownership in the process; and 2) they can indicate where they can contribute towards the performance of the District.
- The District conducts household survey on production and service. Each project has its own results framework.
- Accountability—there is a lot of follow-up with local leadership to achieve targets.

Rwanda Development Board

The Rwanda Development Board (RDB) was created in 2008 and made operational in 2009 by combining the Investment Export Agency, Technology Authority, Tourism Board, Privatization Office SME Support Center/Development, and Human Capital Development (identifies skill gaps in agriculture sector and builds capacity program) —creating a one stop shop for investment.

The mandate of the RDB is to work with the private sector and attract investments and their efforts are aligned with Grow Africa platform. The investment strategy is tied to business planning services, information on investment opportunities and enabling environment. A Public-Private Partnership framework will be in place by the end of the year to bring together the private sector on a routine basis. The President conducts a Presidential Roundtable with the private sector on an annual basis.

In 2005, there was approximately \$500,000 in private sector investments. Currently, \$18 million in investments have been made this year towards a target of \$95 million. Other targets include job creation and exports. The RDB is a member of the ASWG and leads a recently created task force on private sector.

Food Security Policy Drivers

Eliminating hunger and improving food security for the people of Rwanda are goals that are front and center of Rwanda’s development agenda as presented in the GoR’s Economic Development and Poverty Reduction Strategy and Plan for the Transformation of Agriculture in Rwanda. The EDPRS and PSTA have targets that are captured in the CPAF that sets the agenda for the ASWG. The ASWG has ten prioritized policy actions tied to five key indicators with annual targets that reach down through the Ministry.

As programs are being implemented and lessons learned combined with external factors such as weather, among others, the more immediate policy needs are addressed in the Technical Sub-groups “task forces” that are pulled together to address them-- “just in time” responsiveness. The Technical Sub-groups are represented by a small group of people assigned to map out the issue and drive the appropriate policy. Once the policy issue is on the table, the appropriate policy action, resources and implementation will take place. Examples include:

- One of the big challenges with increased efficiencies and commercialization of the agriculture sector is the fragmentation of the land holdings. In 2011, Rwanda set a goal to register and adjudicate 10.5 million ha's of land where the average land owner owns 0.5 ha's broken up in two to three parcels. A technical committee was established, the issues/task at hand were identified, a center was created to implement the activity (under the umbrella of the appropriate government agency) and within one year's time, mission accomplished.
- The drought of 2006 resulted in a food crisis, which spurred a focus on the expanded agricultural production and greater emphasis on productivity, post harvest and storage, and significantly influenced the development of the 2020 Vision document. As a result, the appropriate technical sub-groups were put into place (Food Security, Post-Harvest Handling and Storage (PHHS) and Fertilizer Subsidies) that resulted in GoR's response of a fertilizer subsidy (\$10 million USD). The GoR imports the fertilizer and auctions to input suppliers for greater access to inputs and distribution. Input providers are not large enough nor do they have the capacity/resources to access the necessary inputs. Farmers receive 50% subsidy through voucher system when working in groups on specific food crops.
- PSTA II initially focused on production/intensification of agriculture initiated in 2007 with the World Food Program. In 2009 malnutrition was found to be still high, so programs were put into place to increase the production of nutritious vegetables and provide 1 cow per family.
- All Districts (Mayors) have performance based contracts, hard targets, with the MoF where Districts take ownership and responsibility in their destiny. Through experience, the best performers in meeting targets had the highest levels of poverty so now District level pledges are moving from production based targets towards productivity based targets.
- The MoA went to the World Bank with a proposal in hand -- Rwandan Land Husbandry, Water Harvesting and Hillside Irrigation (LWH) Project – that provides for a comprehensive, fully integrated program addressing: terracing of hillsides, crops, irrigation, post harvest and markets on abandoned hillsides, focusing on 4 pilots on 110 sites. (The LWH project builds upon the Marshland Development Program concept.) The MoA received \$50 million USD from the Global Agriculture and Food Security Program for the LWH Project. This investment from the World Bank is a positive reflection of the GoR's overarching development strategy, goals and objectives and accountability framework.
- The establishment of agricultural irrigation and mechanization task forces to have better access to irrigation and mechanization technology for improving productivity.

The essential policy analysis to guide policy decisions and formulation is provided through the appropriate MoA DGs— Planning and Programme Coordination, Livestock Production and Crop Production. The necessary monitoring and evaluation support is also provided by the DGs on the implementation of agricultural programs to determine the effectiveness and impact of agricultural policy.

The Institute for Policy Analysis and Research (IPAR), a non-profit, independent think-tank in Rwanda, provides in-depth analysis/impact evaluations for specific policy/programs and considerations for the agricultural sector. One of IPAR's ongoing research projects is the GoR's program to improve the incomes of those living in rural areas, One-Cow-A-Poor-Family programme. Through this program, poor households with the necessary capacity are given a cow. They are then expected to give the first calf to someone else in the village. IPAR, a member of the ASWG, has provided decentralization implementation guidelines for reducing poverty and is conducting the following research on *Economic Transformation: A Case Study on Rwanda*.

IV. IMPLEMENTATION BEST PRACTICES

No government program goes without its challenges and set-backs; however, Rwanda has developed a visionary, highly participatory, performance-based system of government for the implementation of CAADP. Rwanda's achievements in the implementation of CAADP are based on broad government leadership, political will and commitment, internal and external dialogue with stakeholders, and a streamlined system for accountability. Success has been very dependent upon:

1. Leadership and Commitment

- The President is in his 2nd 7-year term representing 12 years of continuous leadership where his vision and commitment have not wavered in maintaining and striving for the country's Vision 2020 goals.
- The Minister of Agriculture and Permanent Secretary have been involved in the strategic planning and CAADP process early on so the institutional knowledge, clarity of vision, messaging and accountability are strong and well understood from the beginning.

2. Long-term Vision

- Rwanda's development agenda in achieving Vision 2020 goals is clearly defined in the GoR's Economic Development and Poverty Reduction Strategy and Plan for the Transformation of Agriculture in Rwanda. The EDPRS and PSTA are adjusted every 4 to 5 years based on achievements, lessons learned and what remains to be accomplished based on targets that are captured in the CPAF.
- All stakeholders across all sectors have taken ownership in the EDPRS. Each sector is individually assessed on the achievement of their EDPRS targets through Sector Self-Assessments coordinated by the Ministry of Finance.
- The PSTA II is Rwanda's CAADP Compact and its objectives are fully consistent with CAADP's. Rwanda would have gone this route anyway even if CAADP had not come about. *Rwanda embraced the CAADP Agenda as its own*⁹.
- The ASWG is a multi-sector oversight committee with wide representation that develops and sticks to an annual *action plan* tied to specific targets (aligned with the PSTA II) that has proven to be a successful mechanism for getting things done.
- The ASWG has the necessary flexibility to respond to specific issues that surface over time through the Technical Sub-groups. The ASWG appoints the Sub-group with a defined TOR and deliverables for addressing the issue at hand to include appropriate policy, resources and implementation plan.

3. Culture of Making it Happen/Commitment

⁹ Brian Frantz, Development Officer, USAID

- The GoR fully believes in and has established a culture of social accountability, commitment to making it happen, and performance verification. The GoR has a very sophisticated and robust system for dialogue and accountability (CPAF) that serves as the basis for public and donor support.
- Home grown initiatives like the performance contract locally known as Imihigo. This is driving the performance of individuals and institutions towards achieving their goals.
- Key frameworks/platforms are in place and operate under a streamlined and transparent structure and multi-sector approach.
- The GoR has allocated over 10% of the National budget in the agriculture sector this fiscal year and the previous fiscal year.
- The GoR has improved its way of conducting business through investments in Information and Communications Technology (ICT). ICT is at the forefront of the economic transformation and has allowed for successes in service delivery; and investment climate reforms have centered around ICT solutions.

V. CHALLENGES

Rwanda has developed a number of effective plans and management structures that have enabled it to achieve early success in the implementation of its CAADP Programme. However, it is important to note that the following challenges are consistently recognized by key stakeholders and Donor Partners as issues that still require attention.

Performance Monitoring System

The current performance monitoring system focuses on the high level indicators, with little attention on the sub indicators that are just as important and the Districts are responsible for conducting their own M&E evaluations which increases the risks of low quality evaluations. The Districts are under such pressure to perform that if a District is responsible for 12 irrigation schemes and 10 are completed very well and two were rushed to complete in order to meet the target, 12 would be documented as completed.

The M&E results are reported through their monthly/quarterly reports. The Districts are overburdened with reporting and lack sufficient staff resources and capacity. The current performance monitoring process justifies the need for an M&E MIS framework, survey data process and 3rd party evaluators.

The GoR with support from DPs is designing a sector-wide Monitoring and Evaluation Management Information System for all agencies and projects in the agriculture sector.

The knowledge products needed for the SAKKS node should drive the design of the new Monitoring and Evaluation Management Information System.

The M&E team has recently designed an IT based M&E framework/tracking table as a single operating plan for 23 projects with outputs, indicators and targets.

Multi-sector Issues

The Integrated Development Program Steering Committee is in place and operates as a harmonization / coordination body. The Committee is Chaired by the Minister of Local Government and attended by the Ministries of Agriculture, Local Government, Natural Resource Management, Commerce and Industry, Infrastructure (Roads), Health and Finance. In addition, a number of Ministers from inter-related Ministries also serve on the ASWG. However, challenges remain on how to deal with emerging issues that cuts across ministries. Examples include nutrition, trade, market information and roads among others. Agency coordination is a challenge but key to meeting Vision 2020 goals.

Capacity

The RAB provides Extension Service support through public and private service providers due to limited capacity issues. Senior scientists in areas of livestock, crop protection, biotechnology, mechanization and irrigation engineering among others are outsourced. The RAB is working with the University in curriculum design on animal nutrition and feeds, genetic improvements and veterinarian sciences and looking at incentive mechanisms for attracting young professionals to the agriculture industry.

The RDB by design embraces international best practices in its integrated service delivery model and has tremendous potential. A number of program senior managers are young professionals not long out of college. They have the technical skills and background but lack the experience in “making the deal.” A mentorship program for the young professional senior managers might serve the program well.

Private Sector

There is restricted space for the private sector to participate due partly to their limited capacity. PSTA II has limited focus on privatization and private sector investment. Appropriate engaging private sector platforms are also challenging. The Rwanda Development Board, a promotion agency, is working hard on private dialogue and promoting private sector investment.

Public private dialogue—the private sector is invited to the ASWG meetings, but due to the perceived value (business people with limited time and profit driven) participation from the private sector is low. The private sector that is involved is not strong enough to influence policy. There is a need to create the platforms where it is attractive for the private sector to come and participate and give voice in policy dialogue.

How to better integrate the private sector in the development dialogue will be a focus of PSTA III (2013 – 2017) clearly defining goals on what the private sector should look like and how to contribute in achieving those goals.

It is important to capture the momentum that Grow Africa has generated. Through the Grow Africa¹⁰ partnership platform, governments are asking the private sector for guidance/what to do in attracting private sector participation and investments. It is a systemized way to have public private dialogue.

The private sector does not have the capacity to do their part in driving growth. The GoR needs to look into the appropriate mechanisms for reducing risks to attract greater investment in the private sector. PSTA III should focus on the private sector and the necessary enabling environment, energy and transportation to attract investment.

¹⁰ <http://growafrica.com>

Annex 2: Agriculture Sector Working Group (ASWG) Action Plan 2011/2012

Date	Topic 1	Topic 2	Topic 3	Topic 4	Signed Minutes
1. July 28th	Land Tenure Study (WB)	Food Security Crisis in Horn Africa & Rwanda (MINAGRI)	Rice Strategy (MINAGRI & Consultant)		No
2. September 8th	Feeder Roads (USAID)	Strategic Environmental Assessment	PiCROPP (JICA)	JSR Brief (MINAGRI)	No
September 27th	JSR	JSR	JSR	JSR	Yes
October 27th	Did not happen	Did not happen	Did not happen	Did not happen	N/A
3. November 24th	EDPRS Self-Assessment TORs	NISR Presentation	Sub-working group Private Investment	Nutrition (REACH & FAO)	No
December 22nd	Did not happen	Did not happen	Did not happen	Did not happen	
4. February 2nd	Policy Action: MINAGRI (Taskforce Chairman) explains the setting up of the PHHS secretariat (CPAF)	Policy Action: PHHS Losses Analysis (Rick Hodges) (CPAF)	Policy Action: Fertilizer (9 Bi-Laws and Practices) and Recommendations (CPAF)	Gender Strategy (CIDA)	No
5. March 8th	Policy Action: Water Users Association Presentation (TF)	Policy Action: Decentralization of One-Cow (DG Livestock)	UN Women Presentation on Gender Sensitive Survey	JiCropp (JICA)	No
6. March 27th	Policy Action: Soil Erosion Control Methodology (CPAF)	Policy Action: Finalization & Notification of the Fertilizer Regulatory Framework (CPAF)			
April 3rd	JSR	JSR	JSR	JSR	
7. April 26th	Policy Action: Malnutrition MINAGRI NSEM (CPAF)	Policy Action: Soil Erosion Control Methodology (CPAF)			
8. May 31st	Policy Action: Extension Analysis	Policy Action: Irrigation Policy Presentation (WILL NOT BE DONE)			
9. June 28th	Policy Action Land Consolidation (CPAF) with comments already incorporated.	Policy Action: Poultry Strategy Presentation (RAB)	Policy Action: Malnutrition MINAGRI NSEM (CPAF)	Oxfam presentation	