



INSTITUTIONAL ARCHITECTURE FOR FOOD SECURITY POLICY CHANGE: RWANDA

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ACRONYMS

ADB: African Development Bank

AGSWG: Agriculture Sector Working Group

ASIP: Agriculture Sector Investment Plan

CAADP: Comprehensive Africa Agriculture Development Programme

CICA: center for communication and information on agriculture

CIP: Crop Intensification Programme

CPAF: Common Performance Assessment Framework

CSOs: Civil Society Organizations

DPAF: Donor Performance Assessment Framework

EAT: Enabling Agricultural Trade

EDPRS: Economic Development and Poverty Reduction Strategy

EICV: Integrated Household Living Conditions Survey

EU: European Union

FDIs: Foreign Direct Investment

GAFSP: Global Agriculture and Food Security Fund

GDP: Gross Domestic Product

GoR: Government of Rwanda

GSR: Government Social Research

IDPSC: Integrated Development Plans Steering Committee

IFPRI: International Food Policy Research Institute

IMCC: Inter-Ministerial Coordination Committee

IPAR: Institute of Policy Analysis of Research - Rwanda

JADF: Joint Action Development Forum

JICA: Japan International Co-operation Agency

M&E: Monitoring and Evaluation

MDGs: Millennium Development Goals

MIDMAR: Ministry of Disaster Management and Refugee Affairs

MINAGRI: Ministry of Agriculture and Animal Resources
MINALOC: Ministry of Local Government
MINICOFIN: Ministry of Finance and Economic Planning
MINICOM: Ministry of Trade and Industry
MININFRA: Ministry of infrastructure
MINIRENA: Ministry of Natural Resources
MINISANTE: Ministry of Health
MoU: Memorandum of Understanding
NAEB: National Agricultural Export Board
NGOs: Non-governmental Organizations
NISR: National Institute of Statistics Rwanda
OPM: Office of the Prime Minister
PPSD: public private sector dialogue
PSF: Private Sector Federation
RAB: Rwanda Agriculture Board
RCA: Rwanda Cooperative Agency
SAKSS: Strategic Analysis and Knowledge Support Systems
SPAT: Strategic Plan for Agriculture Transformation
SWAP: Sector Wide Approach
USAID: United States Agency for International Development
USDA: United States Department of Agriculture

EXECUTIVE SUMMARY

The aim of this study is to conduct a country-level analysis of existing capacities to undertake food policy change. Results from this analysis are expected to inform policy makers, the USAID Bureau of Food Security, USAID/Rwanda, and other development stakeholders. The approach used to gather information to validate the objective of this study was a two stage process. The first step was a review of the existing policy documents to understand the development policy initiatives and frameworks as well as the policy implementation. The second step was the assessment of the existing capacity for Rwanda to undertake transparent, inclusive, and predictable and evidence based policy change.

The review of the existing policy documents shows that Rwanda has committed to the formulation of a food security strategy in line with the country's national, regional and international development frameworks. These include the Vision 2020, Economic Development and Poverty Reduction Strategy (EDPRS), Strategic Plan for Agriculture Transformation (SPAT), Comprehensive Africa Agriculture Development Program (CAADP) Compact, and Millennium Development Goals (MDGs). A number of policies, strategies and programmes are in place to address goals to eliminate hunger, improve food security and reduce poverty among Rwandans. In addition, these national, regional and international development frameworks guide the agriculture and food security policy process. There are coordination mechanisms governing the identification and prioritization of the policy change. Some of the management and coordination mechanisms include the Agriculture Sector Working Group (ASWG), Sector Wide Approach (SWAP), technical sub-group committees, and other platforms at decentralized line units. Cross-cutting aspects between MINAGRI and other Ministries are coordinated through other platforms namely the Integrated Development Plans Steering Committee (IDPSC) and the Inter-Ministerial Coordination Committee (IMCC). In addition, coordination takes place at the Executive Branch through the Government Action Coordination Unit (GACU) under the Prime Minister's Office (PMO) and the Strategy and Policy Unit (SPU) under the President's office, in terms of development planning, policy analysis and coordination skills. The Ministry of Agriculture and Animal Resources (MINAGRI) takes the lead in the policy design, implementation and monitoring and evaluation for food security initiatives. The assessment of the existing capacity for Rwanda to undertake transparent, inclusive, predictable, and evidence based policy shows tremendous achievements and areas that need further consideration to sustain the agriculture policy initiatives on food security. Findings from the analysis show that Rwanda has clearly defined and consistent policy, legal, and institutional frameworks. These provide clear guidance in a participatory and inclusive way in addressing food security and poverty reduction in general. However, there is room to clearly define and improve the roles of the private sector and Civil Society Organizations in the policy process in the development of the agriculture industry.

Findings also reveal that the policy planning cycle is based more on financial analysis and less on economic impact analysis. This makes the process of evaluating policy options a difficult task without the necessary analytical tools. In addition, quality data is available for policy making, but most of the data collected is driven by the requirement for monitoring and evaluation frameworks and less for economic analysis. The study suggests that greater emphasis should be placed on the use of economic analysis and the required data sets in evaluating policy options, design and implementation. Furthermore, policy implementation is done according to implementation plans that are time bound and driven by targets where analysis of implementation is done on an as needed basis, if at all.

There is consistency between food policy priorities and development work plans between the ministries. Rwanda continues to maintain or sometimes exceeds the CAADP budgetary commitments of 10 percent and secures supplementary funds from development partners. However, aligning effective dialogue and evaluation platforms for the public sector, private sector and civil society and ensuring consistency remains a challenge to address. It is suggested that more capacity building is needed beyond staff training that is inclusive of institutional arrangements that are more conducive to policy and implementation effectiveness. More collaboration between MINAGRI and research institutions will address the capacity gaps, especially in sustaining an evidence-based policy design and implementation process.

INTRODUCTION AND METHODOLOGY

PURPOSE OF THE ASSESSMENT

Even before the Maputo Declaration of 2003, Rwanda had already embraced the spirit of the Comprehensive Africa Agriculture Development Program (CAADP) through the development of a clear strategic vision, and complementary detailed implementation plans and performance accountability systems for achieving food security. CAADP ties its principles with each country's specific needs and strategies for agriculture development. Eliminating hunger, reducing poverty and improving food security are core objectives of different national and regional development programs. These objectives call for establishing an enabling policy environment towards the implementation of agricultural development strategies. Rwanda has demonstrated greater political will to improve existing agricultural policies and strategies towards the achievement of specific development objectives making the country the leader in the first generation of CAADP.

This study was undertaken by Africa Lead at the request of USAID in order to analyze the institutional architecture and existing capacities by which food security policy change is achieved in Rwanda. Results from the analysis are expected to inform the USAID Bureau of Food Security, USAID missions, local policymakers, and other key stakeholders on possible constraints that could stymie effective policy change. The analysis will also identify technical assistance and other support needed to address constraints, and to improve the policy capacity process – including areas of transparency, predictability, inclusiveness and evidence-based analysis.

METHODOLOGY

The approach used to carry out this assignment is a two-stage process. The first step is to identify and map out key systems, processes and relationships that influence the food security policy development process. Specifically, the study documents the existing guiding policy and institutional framework for policy design and implementation including coordination mechanisms, involvement of the private sector, civil society, think tanks, research and universities in the process. The second step is to assess Rwanda's capacity to undertake transparent, inclusive, predictable, and evidence-based policy change. Specifically, the following components of the policy formation process will be examined to determine the readiness for the policy change: predictability of the guiding policy framework, policy development and coordination, inclusivity and stakeholder consultation, evidence-based analysis policy, policy implementation and mutual accountability.

Information used for this analysis is drawn from existing policy, implementation and program documents and materials from interviews previously carried out in line with previous reviews of food and agriculture policy in Rwanda. These include the CAADP-Rwanda Implementation Case Study of 2012; Rwanda's progress post-compact by the Ministry of Agriculture; the MOU between the GoR and the Development Partners regarding a Sector Wide Approach in Rwanda's agricultural sector; the draft report on the capacity strengthening strategy through capacity needs assessment for country level strategic analysis and knowledge support systems (2012); and the assessment report of the capacity for agricultural data collection and analysis in support of feed the future y the USDA missions to Rwanda (2012). Major GoR

leading policy and strategy documents such as the Vision 2020, EDPRS, the Country Mid-Term Investment Plan, the country investment plan, and the agriculture development strategies were consulted. The study team also carried out interviews with some key informants among the agriculture's stakeholders. Information obtained allowed to validate this study's research questions and objectives.

OVERVIEW OF THE COUNTRY FOOD SECURITY STRATEGY

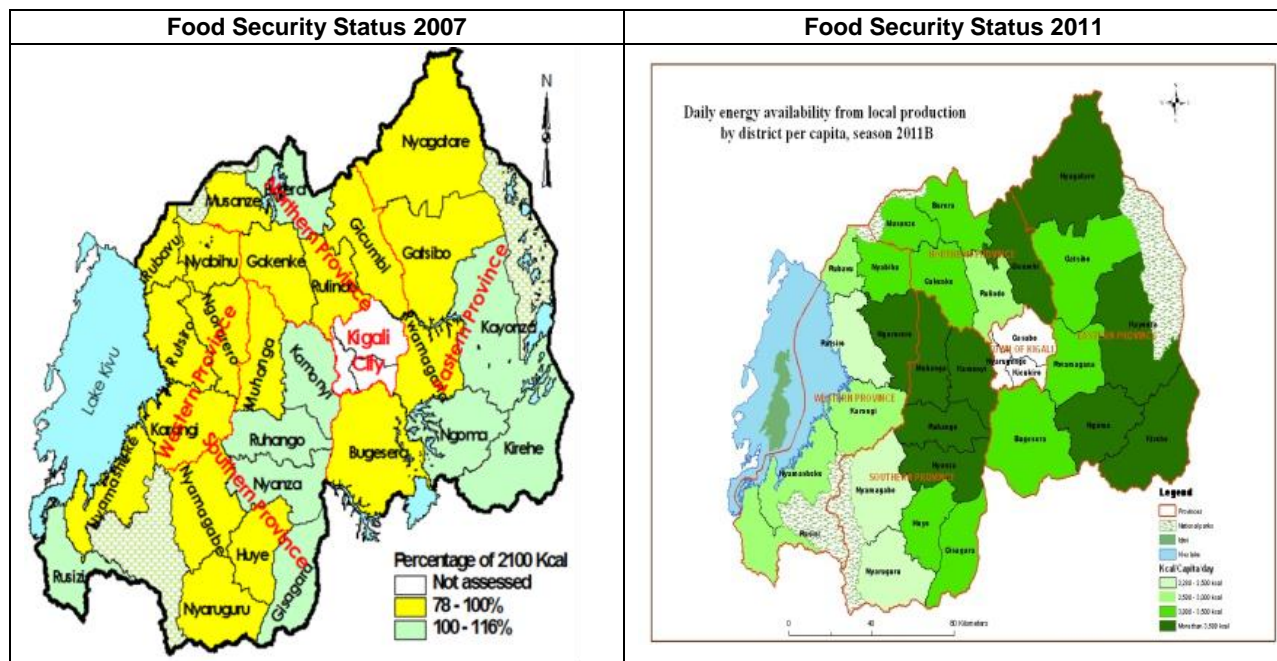
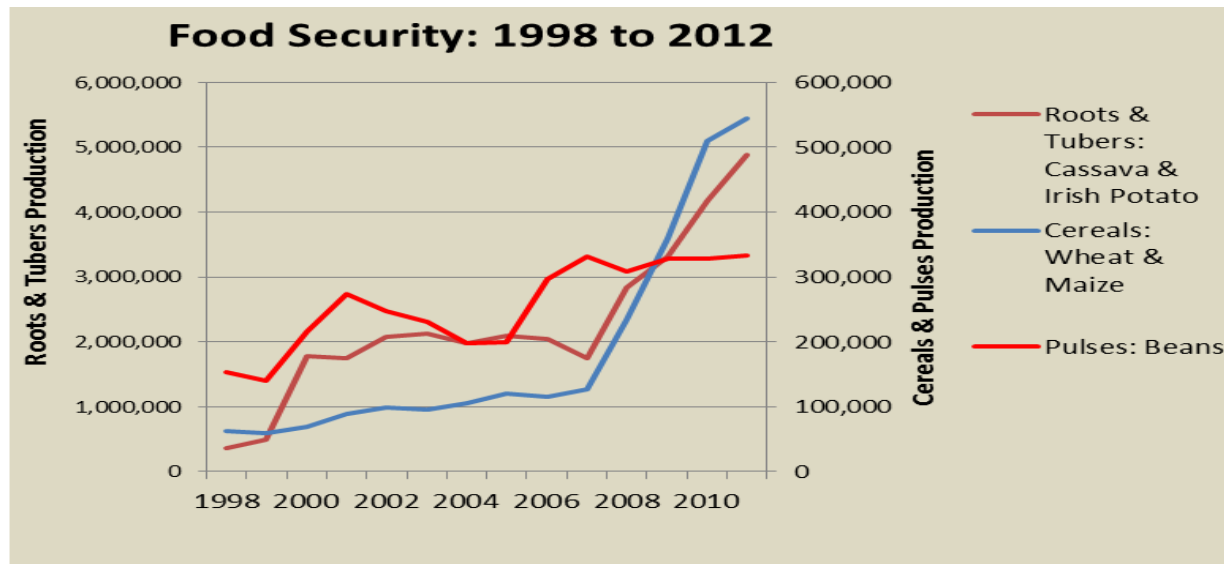
Rwanda's food security strategy is rooted in the country's development framework, Vision 2020, EDPRS, and SPAT. Vision 2020 is a national development strategy that contains goals aligned with the United Nations' MDGs. EDPRS translates Vision 2020 into a series of five year priority sector development strategies. EDPRS recognizes agriculture as one of the four priority sectors in addition to health, education, and road maintenance. Raising agricultural productivity and ensuring food security are agriculture objectives of the EDPRS. The SPAT is the sector strategy for achieving the EDPRS agriculture objectives.

Through the SPAT, the GOR has developed 5-year strategic frameworks with specific policies and strategies for achieving food security. The 2004 National Agricultural Policy (NAP-- also referred to as SPAT I) guided food security policy implementation through 2009. In 2009, the second phase of SPAT was developed and guided the development of the sector, focusing on crop production intensification for the period 2009-2012. Since SPAT I, poverty reduction in rural households and food security remain the major and intertwined development goals driving the agriculture and rural development strategies and policies in Rwanda. SPAT III currently in the final design phase concentrates more on sustainability through greater private sector participation and investment and initiatives in research, technology transfer, professionalization of farmers, value chain development, institutional development and agricultural cross-cutting issues (MINAGRI, 2013)¹.

The objectives of SPAT III build upon the achievements of SPAT II, which led to strong improvements in food security (See Figure 1). Rwanda's strong results in food security in 2010 were achieved through significant increases in the production of staple crops driven by the Crop Intensification Program (CIP) and stronger regional market integration. SPAT III focuses on post-harvest, market development and private sector investment and participation in the agriculture sector to drive poverty reduction and generate food security. It seeks sustainable commercial economic growth and the transformation of agriculture from a subsistence sector to a knowledge-based, value creating commercial sector. In view of this strategy both goals of food security and poverty reduction are addressed.

¹ MINAGRI (2013). Strategic Plan for the Agricultural Transformation in Rwanda Phase III. (Draft1). Ministry of Agriculture and Animal Resources, Kigali, Rwanda.

FIGURE 1: FOOD SECURITY TRENDS, ADAPTED FROM KALIBATA (2011)



PART I: INSTITUTIONAL MAPPING

The agriculture and food security policy process is guided by international, regional, and national policy and development frameworks. The United Nations' MDG 1 – Eradicating hunger and reducing poverty goals – has greatly influenced Rwanda's food security and poverty reduction agenda and policy processes. Through its CAADP compact, the country has committed to the peer review and accountability process that allows transparency, stakeholder participation, accountability and sharing of lessons and experiences with all stakeholders and other member states. Rwanda's food security policy initiatives are consistent with the commitment to achieve CAADP budgetary thresholds (10% share) and growth objectives (6%). Supporting the national development framework documents (such as Vision 2020, 7-Years Government Mid-term Program, EDPRS, and SPAT), there are other laws, policies and strategic frameworks that guide food security policy in Rwanda. These include the National Agricultural Policy, Irrigation Policy, Agriculture Mechanization Strategy, Land-husbandry Policy, Postharvest and Storage Strategy, National Dairy Strategy, National Seed Policy, Rice Policy and Development Strategy, Rwanda Horticulture Policy, National Forestry Policy, Environment Policy, and the Agriculture Sector Investment Plan (ASIP) that translates the SPAT into costs and actions. A major component of the Rwanda CIP was land reform, which resulted in land use consolidation policy as well as land registration and titling initiatives. The Organic Land Law no 08/2005 of 14 July 2005 also provides guiding principles on appropriate land use.

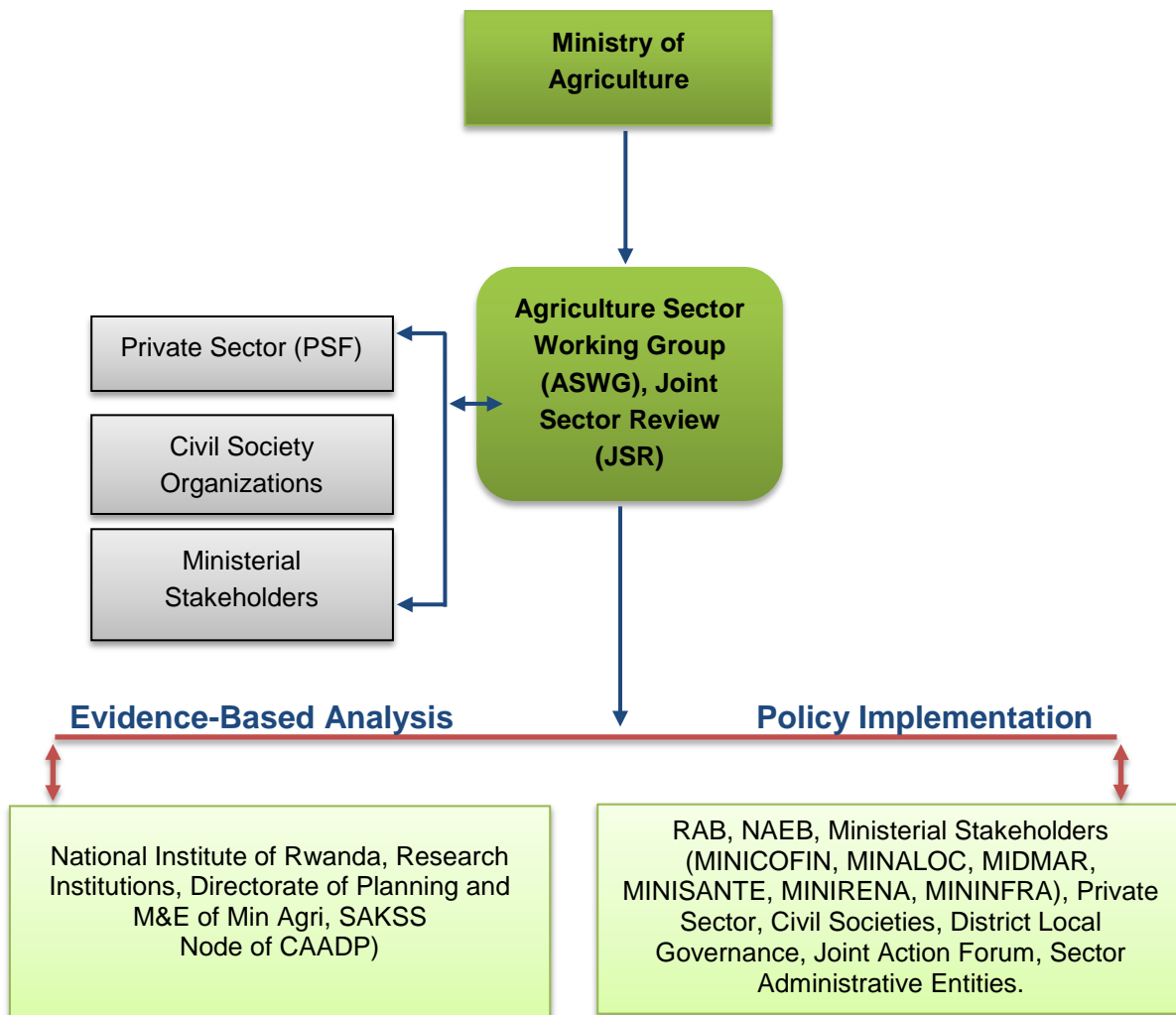
In addition to the national food security-related policies mentioned, there are regional frameworks that influence policy initiatives, including the Eastern Africa Food Security Action Plan (2010-2015), which Rwanda has committed to in the context of the EAC integration. Globally, Rwanda has embraced the Grow Africa initiative to foster greater private sector investment in agriculture.

With respect to coordination mechanisms governing the identification and prioritization of policy change; there exist a number of mechanisms that deal with policy and program implementation. MINAGRI takes the lead in policy design, implementation and monitoring and evaluation for the agriculture sector. MINAGRI by its mandate leads the design and implementation of sector policy and outsources skills from any line agent or institution with related competencies as necessary. The Ministry has two major implementing agencies, the Rwanda Agriculture Board (RAB) and the National Agricultural Development Export Board (NAEB) that translate agricultural policies into actions relative to crop and livestock extension, research and technology transfer, and agricultural and livestock export promotion. MINAGRI works with other policy actors such as the Ministry of Finance and Economic Planning (MINICOFIN), Ministry of Local Government (MINALOC), Central Bank, National Institute of Statistics (NISR), think tanks such as Institute of Policy Analysis of Research (IPAR), research and university institutions, decentralized government entities, Rwanda Cooperative Agency (RCA), development partners, private sector, civil society and community based organizations.

MINAGRI has put in place a number of management and coordination mechanisms to support policy and strategy design, implementation and accountability. These include the Agriculture Sector Working Group (ASWG), Sector Wide Approach Committee (SWAP), Technical working sub-groups, and other related platforms. These platforms accommodate the policy agenda and interests of different public, private, civil,

and community based groups at various levels as well as the donor community. Other coordination mechanisms that influence directly or indirectly the direction of food security policy include the IDPSC; the IMCC, which address some of the cross-cutting aspects (such as agriculture, commerce and industry, infrastructure and health); the Parliamentarian Committees, which oversee the agricultural and environment sectors; the Joint Sector Review; the GACU at the Prime Minister’s Office, which works in consultation with ministerial departments for policy analysis and guidance; the Annual National Dialogue; and finally, the National Senior Government Retreat, chaired by the President. Details on their roles and functions are drawn from the CAADP- Rwanda implementation and management case study (Burruss and Bizoza, 2012). A more descriptive map of the actors and their roles in the policy development and coordination process can be found in Annex 1: Rwanda Policy Architecture.

GRAPH 1: RWANDA FOOD SECURITY GUIDING POLICY PROCESS AND COORDINATION FRAMEWORK PROCESS



PART II: ANALYSIS - CAPACITY OF FOOD SECURITY POLICY CHANGE

POLICY ELEMENT 1: PREDICTABILITY OF THE GUIDING POLICY FRAMEWORK

OVERVIEW

Rwanda has well elaborated policies, strategies, and development frameworks on agriculture and rural development which focuses on food security, nutrition security, and poverty reduction. Since 2000, the food security policy has been guided by international, regional, and national commitments towards ensuring food security and poverty reduction among the rural population. The SPAT, EDPRS, and Vision 2020 are consistently aligned with the prospects of the MDGs (2015), and budgetary and growth principles of the CAADP Compact.

POLICY CHANGE INDICATORS

Policy Change Indicator	Comment	Status
Clearly defined and Consistent policy framework	The policy framework of Rwanda vis-à-vis food security is clearly defined. There are various plans, laws, regulations and strategies that give clear guidance on how to eliminate hunger, ensure food security and reduce poverty among the rural population. As indicated, SPAT, EDPRS and Vision 2020 are the major strategic documents that provide guidance towards food security and poverty reduction in a consistent manner.	Green
Rules Based Policy Making process	The process of policy development in Rwanda is participatory, transparent, inclusive, and consultative. The policy development process is consistent with laws contained in the 2003 Rwanda constitution, follows basic laws, and other formal well established legal frameworks. The consultation process is done at different stages and scale depending on the magnitude of the predicted direct impact and stakeholders.	Green
Clear Legislative Requirements and Functional Legislative system	In Rwanda, the legal framework for the legislative system is well developed with defined roles of the two chambers of parliament (MPs and Senators). In practice, it is more the Government Executive System under coordination by the Office of the Prime Minister that has more influence on the policy making process than the legislature, as far as food security is concerned.	Yellow
Appropriate Dispute Resolution/ Judicial Framework	The judicial system is fair and effective with an appropriate system for dispute resolution where conflicts arise relating to food security policy. In addition to the traditional Judicial system, Rwanda has an office of ombudsman that helps handle all cases of injustice which in turn complements existing dispute resolution mechanisms.	Green

Policy Change Indicator	Comment	Status
Clearly Defined Institutional Responsibility	Institutional responsibilities are clearly defined and consistently applied. But there is room to improve the guidance on how to address areas of responsibility that intersect with a number of institutions. A good example is farmer cooperatives that are influenced by the local government, central government (e.g. Ministry of Agriculture, Ministry of Commerce and Trade), the Private Sector, and Civil Society. Secondly, the roles of the public and the private sector in the development of the value chain(s) are not clearly defined.	Yellow

RECOMMENDATIONS

- Regarding the policy indicator on clear legislative requirements and functional legislative system, the challenge is related to the capacity of actors in Parliament. It's recommended to develop and put into place a specific capacity building program designed for MPs and Senators involved in related committees (agriculture, trade and commerce, infrastructure and health) in terms of policy design, analysis and M&E framework for implementation follow-up.
- For the institutional responsibility indicator, it's strongly recommended to build upon and support good initiatives that have already started but are underperforming such as the Public-Private Sector Dialogue mechanisms (PPSDs) around policy and program implementation initiatives, agri-business opportunities, and value chain development. PPSDs are currently organized by the Rwanda Development Board (RDB) and Private Sector Federation (PSF) around key value chains (e.g. dairy industry, horticulture, etc.) and sector ministries are closely involved. Private sector participation in the PPSD continues to be nascent, following the CAADP assessment of 2012. The PSF, which is the representative voice at the PPSD, is not reflective of the private sector and is removed from the cooperatives they represent as an apex organization of agricultural cooperative federations and unions.
- The RDB and PSF need to proactively think about approaches to embrace and engage the private sector such as roundtables with the larger enterprises and moving the PPSD to the regions of the targeted value chains under discussion. Government must be open to hear and consider different viewpoints.
- It is also recommended that a well-structured and functional central-local government (C&LG) forum be put into place with clear roles and responsibilities.

POLICY ELEMENT 2: POLICY DEVELOPMENT AND COORDINATION

OVERVIEW

Rwanda adopted a decentralization policy in 2000 “to ensure equitable political, economic, and social development throughout the country, and to fight against poverty by increasing people’s participation in the planning and management of the development processes²”. Administratively, the country is divided in four provinces plus the capital city and seventeen Ministries in addition to the Minister in the President's Office, Minister in the Prime Minister's Office in charge of Cabinet Affairs and the Minister in the Prime Minister's Office in charge of Gender and Family Promotion. The Prime Minister’s Office coordinates the national policies and development programs through orientation and oversight of government institutions, and coordinates the policy analysis, planning and program implementation of central government

² MINALOC (2011). Decentralization Implementation Plan 2011-2015. Ministry of Local Government, Kigali, Rwanda.

institutions, among other functions. Ensuring food security is a big part of the mission for the MINAGRI and shares the overall responsibility towards economic growth and poverty reduction. MINAGRI leads policy development in this domain in collaboration with its partners through existing coordination mechanisms as indicated earlier. Once MINAGRI presents a draft policy it is forwarded for Cabinet approval through Prime Minister's Office and Parliament before it is officially gazetted.

In terms of coordination mechanisms, agriculture and livestock policies are mainly coordinated by MINAGRI and development partners through the ASWG, and also through joint mechanisms such as the IDPSC, Joint Delivery Committee (JDC) under the PMO, and Joint Action Development Forum (JADF) at the District level. The IDPSC for example 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 the programs and targets and they are responsible to implement.

In addition, Rwanda has introduced performance contracts through '*Imihigo*' which in turn serve for coordination and accountability mechanism at all instances of governance.

Other organizations involved in the process include regional organizations, donors (e.g. the World Bank, USAID, EU, JICA, etc.), private sector (primarily the Private Sector Federation - Agriculture Chamber), professional organizations (e.g. Rwanda Dairy Board, Association of Seed Producers, etc.), cooperative apex organizations (Imbaraga, Ingabo, Rwanda Farmers Federation, etc.), civil society including research organizations (e.g. IFPRI), women groups and NGOs (e.g. Action Aid). These organizations are engaged through participating in the ASWG and SJR mechanisms.

The policy process is influenced by social, political, economic, financial, technological, and gender related drivers. For instance, the government of Rwanda has made strong political commitment towards gender equality and this has to be reflected in government policies at all levels (MINAGRI, 2010)³. Particular to the agriculture sector, the MINAGRI has developed a gender strategy that will influence the programming and interventions in the agriculture sector. The Agriculture gender strategy describes gender issues in detail (e.g. lack of gender related knowledge and skills among extension personnel, limited research on gender sensitive technologies such as appropriately sized machinery, difficulty accessing financial instruments due to lower levels of education among women, gender disparities in value addition and marketing of agricultural commodities, etc.) and sets out an agenda to address them through the SPAT. In the short term, the strategy aims to mainstream gender within MINAGRI's institutional and operational framework. In the long term, it's envisaged that challenges will be tackled through a robust legal framework and an active civil society which promotes and integrates gender equality along with economic development and growth.

Policy development in agriculture is influenced by the spirit of achieving the continental and global socio-economic development goals as articulated in the CAADP and the MDGs.

³ MINAGRI (2010). Agriculture Gender Strategy. Ministry of Agriculture and Animal Resources, Kigali, Rwanda.

POLICY CHANGE INDICATORS

Policy Change Indicators	Comment	Status
Food Security Strategy/Investment Plan	Rwanda has an approved SPAT – a five year sector strategic plan that translates both goals of EDPRS and Vision 2020 with the development goal of food and nutrition security as the center piece for the agriculture sector. From the SPAT implementation plan, a country agriculture investment plan is in place to guide investments in core sector development programs in the agriculture sector, highlighting roles of various contributors (government, private sector and civil society). It is within this framework that Rwanda was able to access the Global Agriculture and Food Security Fund (GAFSP). Rwanda has therefore a clear vision, strategy and investment plan to improve food security.	Green
Policy Agenda and Priorities Developed	Rwanda has developed a series of sub-sector strategies to operationalize the SPAT to ensure food security for the country. These mainly include the crop intensification program, irrigation and mechanization for sustainable production systems, land-husbandry and soil conservation, animal resources development and post-harvest handling and storage. Each priority program has clear objectives and targets that are contained in the SPAT and EDPRS frameworks.	Green
Coordination Entity / Coordination Process	There is an ASWG at the sector level that monitors policy actions and implementation of SPAT with stakeholders. There is also an IDPSC that ensures cross-sector coordination and reports to the prime Minister's Office. Yet, this coordination can be enhanced by improving the capacity of the central strategic planning development units of the Executive Branch supporting all agencies.	Yellow
Secretariat/Administrative Support Function	At agriculture sector level, MINAGRI has a Directorate General in charge of planning, institutional development and coordination of sector actions. However, there is a need for capacity development in areas of evidenced based policy processes (economic and policy analysts and systems to support the planning process), monitoring and evaluation, coordination, communications, meeting and document management.	Yellow
Technical Capacity	Rwanda as a country implementing the CAADP Sector Wide Approach, has established thematic sub-sector working groups and technical committees that have the authority and capacity to identify policy and technical challenges/issues, develop sector- or project-specific policies/strategies, consult within the sector through ASWG and draft funding proposals. However, participation by the private sector and CSOs is still limited.	Yellow
Political Support and Approval	Actions by sector ministries are coordinated by the Office of the Prime Minister (OPM) which provides political support and cross-cutting sector coordination through different active committees, namely the Joint Delivery Committee, the IMCC and the IDPSC.	Green
Engagement of Parliament / Legislative Body	Under the parliament, there are specific commissions that monitor policy implementation in the agriculture sector through field appraisal missions, open debates, media and advocacy, and engagement on food security issues in particular and agriculture development in general.	Green

RECOMMENDATIONS

- Capacity building needs to be provided to the existing Government Action Coordination Unit under the Prime Minister’s Office PMO and Strategy and Policy Unit under the President's office, in the areas of development planning, policy analysis and coordination skills. Emphasis is placed on the coordination that needs to take place between these two groups in the development and prioritization of policy initiatives.
- The existing MINAGRI Directorate General in charge of planning, institutional development and coordination of sector policies does not have sufficient staff in place with the necessary skills and required competencies. This deficiency in capacity in such an important unit is readily known and partially addressed. For example, the USAID/Rwanda Human and Institutional Capacity Development (HICD) program recently funded highly skilled staff (an economist and policy analyst) to complement the understaffed planning directorate of MINAGRI. Furthermore, the Government recently nominated Tony Nsanganira, formerly the Agriculture COO of the Rwanda Development Board, as the new Permanent Secretary of MINAGRI. This appointment highlights the significance the government is placing on greater private sector participation and investment in the agriculture sector along the value chain.
- As recommended in Policy element number 1, it's recommended to support the already established Public-Private Sector Dialogues (PPSDs) as a mechanism to build an atmosphere of mutual trust and understanding between government and the private sector towards improving participation of the private sector and CSOs in policy development and coordination. The PPSD needs to be challenged to proactively think about approaches that support greater private sector participation.
- Currently, the ASWG is largely constituted of government officials and development partners and less participants from the PS and CSOs. The ASWG needs to proactively challenge and think about ways that support greater private sector and civil society participation.

POLICY ELEMENT 3: INCLUSIVITY AND STAKEHOLDER CONSULTATION

OVERVIEW

The biggest challenge in the institutional architecture is achieving significant involvement of the private sector and civil society in the policy development and implementation process, which is not unique to Rwanda. In the first EDPRS, Rwanda recognized the insufficient involvement of the private sector that might have affected the quality of the policy dialogue and policy implementation (GoR, 2013)⁴; and the importance of the private sector in achieving development goals and objectives. From lessons learned in EDPRS I; EDPRS II calls for each sector to identify private sector players in order to engage them in developing respective development strategies. The private sector in EDPRS II is expected to take the lead in economic growth and poverty reduction. Furthermore, the EDPRS II acknowledges the need for enabling operating space for civil society and citizen participation as prerequisite for accountable governance to happen.

Global initiatives targeting improved participation of the private sector in the development agenda are evolving. The most recent is the *Grow Africa Initiative* that Rwanda has embraced. *Grow Africa*'s aim is

⁴ GoR (2013). EDPRS II (Draft 9).

to bring together investors and governments in order to promote greater private sector investment in African agriculture through public private partnerships and more favorable environments that encourage greater private sector investment and participation.

The role of the private sector in the policy and implementation process in Rwandan agriculture has not been significant in the past due partly to its limited capacity and limited forums and opportunities for engagement. Institutional mechanisms to involve the private sector and civil society are in place and are inclusive as well as transparent, but participation has been weak from the start. The private sector and civil society are invited to the public private sector dialogue (PPSD) platforms where the private sector is represented primarily by the PSF, an apex organization of agricultural cooperative federations and unions. In these PPSD platforms, members of the media, civil society, local NGOs, Ministries, Academics and Researchers and community based organizations are all invited. But participation of the private sector is nascent because the private sector that is involved has limited capacity to influence policy and it's not the appropriate venue for the more commercial entities.

The EDPRS II, SPAT III and development partners are looking at ways to better integrate the private sector in the policy dialogue and implementation process to achieve the development goals and agenda. The current SPAT III acknowledges the importance of the private sector in achieving its development goals through greater investment and participation. In Program 3 of the SPAT-III; *the need to create an attractive environment to generate local private sector investment and FDI, encourage entrepreneurship, and facilitate market access across the value chain are key objectives.*

POLICY CHANGE INDICATORS

Policy Change Indicators	Comment	Status
Inclusive participation within the policy coordination management entity	Apart from Government coordination mechanisms (IDPSC and JDC) that include several government entities and have clear mandates; there is the ASWG at sector level that involves non-government partners including Donors, NGOs and CSOs. Although participation of donors in the ASWG is active (e.g. the EU is currently the Co-Chair of the ASWG), involvement of NGOs, CSOs and the private sector in policy coordination and management is limited. Those that do participate feel that the conversation is very much "one-way" more directional than having a genuine dialogue. No gains have been made in participation since the CAADP assessment in 2012.	Yellow
Outreach and Communication	Rwanda has put in place mechanisms to enhance interaction among stakeholders in order to share information specific to the sector. A good example is the PPSD mechanism where stakeholders around particular sub-sector themes are invited to participate. In this forum, targeted interventions, investment and challenges are communicated. Furthermore, the MINAGRI has a set of communication channels including the center for communication and information on agriculture (CICA) that regularly publishes weekly flash-news and a monthly magazine shared by all stakeholders, an active website, e-Soko- an ICT based application that facilitates easy and timely access by farmers to the latest market information for particular commodities and policy updates through sub-sector working groups. In addition, there is a culture of media-based communication and feedback, such as town hall meetings, press conferences and releases, talk-radio and TV. The ministry along with its affiliated agencies organizes conferences, symposiums, conventions, farmer shows and open field days for more outreach.	Green

Policy Change Indicators	Comment	Status
Private Sector Participation– Opportunity / Space	<p>The private sector is provided an opportunity to participate in policy formulation and strategy discussions aimed at promoting PPPs through mechanisms like the PPSDs and sub-sector working groups as mentioned. Also within the PSF, there are specialized chambers that provide space to members of the private sector to articulate their policy change needs. The PSF is represented in most of Board of Directors of various government line institutions, Steering committees, Technical Work Groups and Provincial Economic Development Clusters, among others. On the down side, the PSF is an apex organization of Federations and Unions of agricultural cooperatives that is far removed from farmer members. In addition, the PSF does not embrace agribusinesses outside of the cooperatives.</p> <p>There is a real need to conduct private sector roundtables by subsector with the commercial agribusinesses in the regions to facilitate their participation in the policy design and implementation process.</p>	Green
Private Sector – Participation – Capacity to participate	Some organizations representing the private sector do have the capacity to participate in government-led discussions on food policy and agriculture policy in general. This implies that they represent their members in these forums. However, there are fewer evidences that they are able to articulate and communicate policy positions given that the majority of members are not capable to conduct policy analysis to support their opinions. Their contributions are mainly based on their experience. The commercial agribusinesses that have the greatest capacity to participate are not at the table.	Yellow
Participation of CSOs- Opportunity / Space	CSOs are provided opportunity/space to participate in policy formulation and strategy discussions through government led participation platforms such as the sub-sector working groups. These include women’s and farmers organizations and umbrella organizations (Gender Monitoring Office, Farmer federations, etc.). The institutional arrangements and environment are pro women and small holder farmers in the economic development of the country with focus on agriculture and rural development (e.g. Agriculture Gender Strategy, constituted proportion of women’s representation in different government and private institutions). In some cases, CSOs are represented in some Board of Directors of government line institutions, Steering Committees, Technical Work Groups and Provincial Economic Development Clusters, among others.	Yellow
Participation of CSOs- capacity to Participate	Some organizations representing the civil society do have the capacity and space to participate in government-led discussions on food policy and agriculture policy in general. This implies that they represent their members in these forums. Similar to private sector, there are fewer evidences that they are able to articulate and communicate policy positions given that the majority of members are not capable to conduct policy analysis to support their opinions. Their representation is centered on inclusivity rather than active participation towards influencing policy change.	Yellow

RECOMMENDATIONS

- Support to the PPSD platform is recommended for greater inclusive participation within the policy coordination management entity as stated in the previous policy elements. The PPSD mechanism is in place; however, capacity building support is needed to proactively embrace the private sector in policy development and implementation. Furthermore, similar support is needed for other platforms that link the government to CSOs, NGOs and CBOs to increase their participation with the policy design and implementation processes through active contribution in the ASWG.
- With reference to the capacity of the private sector and CSOs to their participation in policy discussions as well as opportunity space, it's recommended to support capacity building of the Agriculture

Chamber of the PSF, and the forum of Agriculture-based NGOs, among others in communication and advocacy skills that will help their representatives to articulate and communicate their policy viewpoints. There is an increasing number of large private companies currently registering investments in agri-business in Rwanda (e.g. seed companies, agro-processors, agri-insurance, agri-input dealers, etc.) that need to be encouraged to join the ASWG and other policy discussion forums as they have more competent and experienced personnel.

POLICY ELEMENT 4: EVIDENCE-BASED ANALYSIS

OVERVIEW

Evidence-based analysis calls for relevant and timely agricultural statistics needed to support government policies related to rural development and to food security in particular (Holland and Mertz, 2012)⁵. This allows policy makers and the general public to understand the issue, identify the most appropriate policy direction and influence policy thinking; and giving policy makers the necessary tools to communicate and defend their policy decisions (GSR, 2007)⁶. Types of information needed for this purpose include raw data, trends, evaluation evidence with qualitative and quantitative outcomes and academic research.

In Rwanda, several development frameworks and strategies require use of statistical information or evidence (in its broad sense) to inform on the progress towards agriculture and food security, economic and rural development goals. These include Vision 2020, the 7-Year government plan and EDPRS and SPAT for the agriculture sector. To measure the progress of their respective goals; some institutional innovations were put in place. The NISR was established in 2005 and plays a coordinating role for the national statistical system. Their primary mission is to produce data and mandatory statistics used to track some of the macro-economic indicators such as the GDP, CPI, and population statistics. The NISR oversees the data collection that informs the agriculture sector in one way or another. For instance the NISR conducts the comprehensive national agriculture survey (e.g. in 2008), EICVs to evaluate poverty and living conditions, General Population and Housing Census, and the like. Particular to agriculture, in direct collaboration with the NISR, MINAGRI collects seasonal data relevant for various reports on Rwandan agriculture. These comprise the national agriculture survey, seasonal crop assessment, e-Survey-twice a year, data reporting system, and the weekly e-Soko market information system. The details of each data type are provided in Holland and Mertz (2012). Yet, there is a general consensus seeking how to improve the methodology that provides timely and accurate agricultural data on a regular basis.

In addition, policy research efforts are supported by the IFPRI, the Institute of Policy Analysis of Rwanda (IPAR), International Growth Center/Policy Research Center, and Bank of Rwanda Research Group, among others.

In support of evidence based policy, there is also the need to have a robust monitoring and evaluation framework in place (technical staff and infrastructure) to be able to monitor the performance of program activities, their impact and results.

⁵ USDA Assessment Missions to Rwanda: Assessing Capacity for Agricultural Data Collection and Analysis in Support of Feed the Future.

⁶ GSR (2007). Analysis for policy: evidence-based policy in practice. Government Social Research Unit, UK.

The linkages between reliable data, research outputs and the policy change process are not easy to appreciate. There is no better mechanism that enables tracking how research outputs influence policy change; hence an area that needs ample consideration.

POLICY CHANGE INDICATORS

Policy Change Indicators	Comment	Status
Economic and Financial Analysis Completed as a Component of Planning	Short and long term policy planning cycles are based more on financial analysis than economic impact analysis. As a result, policy targeting and decision making processes are a difficult task. Linkages between independent policy analysis institutions (e.g. academic and research institutions) and policy makers are weak, and most of policy research done is more reactive than proactive. However, products from the analysis are made available for public review via different channels.	Yellow
Performance Monitoring Measures and Targets Developed	Generally, national food security policies/plans are well developed and comprise specific objectives, including performance indicators and targets. The performance monitoring and evaluation framework is not as robust as the planning side. A sector-wide indicator tracking table has been established however investments are needed to expand the technical staff and provide adequate infrastructure systems to support a monitoring and evaluation framework to monitor the accomplishment of the objectives, performance, impact and results.	Yellow (M&E) and Green (Target setting)
Quality Data is Available for Policy Making	Consistent with the USDA's report (2012), "the Rwandan government uses various data collection and analysis mechanisms for obtaining information to inform agriculture and food security policy and planning decisions". The data that is available overall is of good quality. However data to support financial and economic analysis is lacking. Whatever data generated is made available and shared with the public.	Green
Inclusion of Analysis in the Policy Development Process	The policy development process is somewhat evidence-based; most of the data collected are more driven by the requirement of the monitoring and evaluation frameworks and less on data needed for financial and economic analysis, which in turn would better inform the policy process. In addition, the targets are very aggressive and time bound which leaves little time for the appropriate planning and analysis.	Yellow
Capacity to Monitor Policy Implementation and Results	The institutional framework to monitor policy implementation exists - each Ministry has an administrative entity responsible for policy coordination and monitoring. But, these administrative entities are short of skilled personnel and adequate infrastructure systems where the agencies rely on outsourced staff to support the monitoring and evaluation process. In addition, there is a home grown initiative in Rwanda on institutional performance contract and evaluation which complements traditional M&E frameworks.	Yellow
Annual Performance Measurement Report Produced and Reviewed	As indicated, Rwanda adhered to the CAADP Sector-wide Approach and has in place a joint sector review mechanism that brings together key development partners, CSOs, and the private sector to review policy implementation and draw recommendations for subsequent plans.	Green

Policy Change Indicators	Comment	Status
Independent Analysis Capacity Exists	Although there are some emerging institutions with such mandates, yet these have limitations in terms of capacity needed to analyze food security data and engage in the policy debate and advocacy. This is partly explained by weak linkages between policy makers and researchers or independent policy analysis institutions (e.g. IPAR). More linkages are observed rather with the international policy research institutions (e.g. IFPRI) due to their competitive expertise.	Yellow

RECOMMENDATIONS

- Support MINAGRI's Directorate General in charge of planning, institutional development and policy coordination with competent technical staff and resources (economists) to be able to ensure effective evidence based policy processes, implementation and coordination in the agriculture sector.
 - The knowledge management systems, infrastructure, and staff necessary to support the evidence and results-based policy analysis framework and assessment methodology need to be prioritized and established. A Senior Economist is currently being recruited to lead this initiative with technical guidance and support from USDA (which they have offered).
 - Provide adequate statistical resources which will improve and expand the crop assessment methodology, data collection and analysis. For instance, unlike agriculture, there is no seasonal survey on livestock performance. Investments are needed to expand the technical staff and provide adequate infrastructure systems to support a monitoring and evaluation framework in MINAGRI, RAB and NAEB, to monitor the accomplishment of the objectives, performance, impact and results.
- Support NISR to perform more frequent comprehensive national agriculture survey (annual or season basis).
- Linkages between local independent policy analysis institutions (e.g. academic and research institutions) and policy makers should be strengthened through establishment of specific forums and think tanks to encourage more proactive policy research.
- Some degree of coordination in policy research efforts should take place between IFPRI, IPAR, International Growth Center/Policy Research Center, university and research centers, and Bank of Rwanda Research Group, among others.

POLICY ELEMENT 5: POLICY IMPLEMENTATION

OVERVIEW

Policy implementation in the agriculture sector is led by MINAGRI and follows strategic and investment plans elaborated by Vision 2020, EDPRS and sector strategic plan (e.g. SPAT). MINAGRI has two implementing agencies namely the RAB and NAEB that also participate in policy design and complementary investment plans in the agriculture sector given that additional expertise is found in these line institutions. Overall monitoring and evaluation remains the responsibility of MINAGRI in its Directorate General in charge of strategic planning and program coordination. The remaining challenge is to fully use information generated through the M&E framework as well as from commissioned research.

As indicated earlier in the policy analysis discussion, the targets are very aggressive and time bound which leaves little time for the appropriate planning which negatively impacts implementation at times. Case in point, SPAT II and the Crop Intensification Program focused heavily on achieving food production/security targets without the complementary resources and support in post harvest and market linkage activities. When production exceeded targets, there was surplus production without the necessary logistic and market channels to move the surplus, which led to the government getting into the business through the Buffer Stock Company.

POLICY CHANGE INDICATORS

Policy Change Indicators	Comment	Status
Implementation Plans Developed	The food security strategy in Rwanda is very clear and specific through different programs and priority projects. Each priority program has clear objectives and targets that are contained in the overall agriculture transformation strategy (SPAT) and translates both Vision 2020 and EDPRS into concrete actions. Funding proposals are also made available according to priority programs to inform partners on potential funding gaps.	Green
System in Place to Analyze Implementation Capacity Constraints	The analysis of institutional, workforce, system and financial constraints is conducted when needed. Critical implementation constraints are also identified through different platforms and forums such as the JSR, sub-sector working groups and technical committees. Furthermore, as already indicated, each Ministry has an administrative entity responsible for policy coordination and monitoring. But, these administrative entities are short on qualified personnel where the reliance is placed on outsourced expertise. In addition, due to the time pressure of meeting the targets, sufficient time is not allocated to synthesizing stakeholders and beneficiaries in the implementation process, goals and objectives; and the government plays the role of the private sector.	Yellow
Food Security Policy Priorities Aligned with Work Plans of Line Ministries	Rwanda has put in place policy coordination and management systems that ensure inter-ministerial coordination through the Prime Minister's Office and through other sub-committees such as the Joint Delivery Committee, the IMCC and the IDPSC. Secondly, by the process under which the EDPRS is developed (more inclusive), this adds value to the consistency between food policy priorities and the work plans of line ministries.	Green
Policy Implementation Budget Committed by Host Country	Rwanda is among few countries that have frameworks that ensure policy implementation as well as resource allocations. The country maintains and sometimes goes beyond its CAADP budgetary commitment (at least 10 %) and growth objectives (at least 6%). In addition, the Common Performance Assessment Framework (CPAF) and the Donor Performance Assessment Framework (DPAF) provide basis for mutual accountability between government and development partners including citizens with respect to the use of available resources including donor assistance. If any budget adjustment is done this is communicated. Annual government budget is presented to the chamber of parliaments and are made available at the right time for users.	Green
Supplemental Implementation Funds Secured	Rwanda is capable of securing supplemental implementation funds from various development and financial institutions such as World Bank, African Development Bank (ADB), and other regional development frameworks such as CAADP. The country is one of the few that have accessed the GAFSP within the CAADP framework.	Green

Policy Change Indicators	Comment	Status
Monitoring and Evaluation	M&E systems are institutionalized in each government entity as well as those from the private sector and CSOs. Sector reviews are performed through the JSR and evaluation research. However, aligning all evaluation platforms from the public, private, and civil society and ensuring consistency is still a challenge to address. Again, there is adequate system to share and make available the evaluation findings as supported by the government that all information should be made available to users. With the help of ICT, the task is easy. But there is conflict with inadequate staffing skills sets and infrastructure systems.	Yellow

RECOMMENDATIONS

- The planning departments of MINAGRI and its implementing Agencies (RAB and NAEB) need experienced monitoring and evaluation coaches that will help to establish a strong M&E system; and organizational development coaches to analyze and identify actions needed to address program implementation capacity constraints. These coaches would also assist in mentoring the existing young staff in areas of policy analysis, program implementation and monitoring and evaluation.
- RAB and NAEB being the two main implementing agencies of MINAGRI lack the technical skills needed to guide the development along the agriculture value chain, especially in the areas of post-harvest handling, storage and processing. In the past, the focus has been to train researchers at the PhD and Masters Level (where they are understaffed as well) and to recruit graduates from the Universities. However, mid-level skills are lacking because very few trainings are given to the technicians along the value chain. More support should focus in this area to address the gap in the crop yield (increase the crop yields at its current level), in the post-harvest handling (storage and processing), and in diversified crop exports.
- The establishment of an adequate ICT-based M&E system with appropriate software and MIS is needed as described in policy element number 4.
- Support or strengthen collaboration between agricultural academic and research institutions and MINAGRI as a means to address capacity gaps in evidence based policy analysis, design and implementation.
- Findings were also recognized by the recent DFID *Capacity Needs Assessment for MINAGRI*, July 2013, by Coffey International. In summary, the assessment found the present system of agricultural education is not able to supply sufficient graduates with the skills required to contribute to the emerging needs of the agriculture sector. Interventions are needed to enhance the provision of technical and vocational education and training and to launch new university programs to cover a wider range of agricultural subject areas, including extension methodologies. There are weaknesses in the planning and M&E of activities which are magnified by the weak functional linkages between the Directorates in RAB and between the Directorates and the zonal programmes. Planning and M&E at the district level is not well integrated into the overall planning system and this presents a major challenge for effective coordination of activities. Recommendations are made for short term technical assistance to assist MINAGRI and RAB to strengthen their planning and M&E systems through the Technical Assistance and Capacity Building Fund (TACBF) financed by DFID. The TACBF is designed to assist MINAGRI to strengthen its monitoring and evaluation capacity and to address capacity gaps in implementation through the provision of technical assistance.

POLICY ELEMENT 6: MUTUAL ACCOUNTABILITY

OVERVIEW

Rwanda has put in place a strong mutual accountability framework. This serves as a tool for the government and donors to hold each other accountable for development results (Burruss and Bizoza, 2012). The Country provides a strong and robust example of accountability mechanisms within the development architecture making available assessment frameworks for the government and for development partners (Oruko *et al.* 2011)⁷. Results are publicly reviewed by a wide spectrum of stakeholders including farmers, private sector and civil society organizations.

The Joint Sector Review (JSR) is conducted with the Agriculture Sector Working Group, Ministry of Finance and Economic Planning and development partners. 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.

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. This meeting reviews progress and puts forward expectations for government performance. There exist a number of monitoring and evaluations frameworks to enhance the political accountability of the government to the citizens and mutual accountability between the government and donors. With respect to government accountability to the citizens, there is the performance contract and evaluation mechanism known as “*Imihigo*” that streamlines mutual accountability between the government and the citizens, the Annual National Dialogue, the National Senior Government Retreat and the Government Open Days, among others.

The mutual accountability between government and donors is done through CPAF and the DPAF. Consistent with Oruko *et al.* (2011), the ‘CPAF is derived from the EDPRS monitoring system of linked indicator matrices. The CPAF therefore contains the key performance indicators to be used by the government and all donors in assessing the government’s performance. The CPAF indicators are selected jointly by development partners in consultation with the Government of Rwanda as a subset of the National Results and Policy Matrix. The CPAF provides the basis for development partners to hold the GoR accountable for the use of development assistance’.

⁷ Oruko et al (2011). Mutual Accountability Framework for the Comprehensive Africa Agriculture Development Programme. African Union.

POLICY CHANGE INDICATORS

Policy Change Indicators	Comment	Status
A Forum Exists for Regularly Scheduled Donor-Government Meetings	There are regular meetings to discuss policy and programs and set priorities. These include, Joint Sector Reviews, sector working groups, and sub-sector working groups. At the government level, there is the Integrated Development Plans Steering Committee, Government Joint Delivery Committee, and Joint Action Development Forum (at District level); all these constitute space for donor-government and DPs. meetings.	Green
Joint Policy Priorities Developed	The CPAF and DPAF articulate the shared policy targets between the government and the donor community. Also, through the sector working groups, both government and donors find space to share and agree on the commons.	Green
Monitoring System Exists	The CPAF indicators are selected jointly by development partners in consultation with the Government of Rwanda as a subset of the National Results and Policy Matrix.	Green
Donor Coordination – Alignment and Harmonization	Donor coordination and alignment and harmonization are accomplished well through the Agriculture Sector Working Group, sub-sector working groups as well as through special technical committees and task forces.	Green
Private Sector Accountability	<p>The private sector is largely comprised of agricultural cooperatives and a small number of small to midsize agribusinesses with cooperatives and agro dealers being substantially weak. Only a handful of the cooperatives are considered sustainable. Government agencies and allied institutions, such as PSF, seem to narrowly define the private sector as agricultural cooperatives.</p> <p>Members of the private sector have the opportunity to participate in the ASWG as well as in most of the Board of Director meetings of various government line institutions, Steering Committees, Technical Work Groups and Provincial Economic Development Clusters. Through the Public Private Sector Dialogue, the PS is provided the opportunity to participate as well. However, private sector participation is still very nascent as found in the CAADP assessment of 2012. (Burruss and Bizoza, 2012).</p> <p>The PPSD platform established in 2012 through the RDB and the PSF provides two PPSD sessions per year. They decide who should participate based on the agenda, and it's up to the private sector to use that platform. The PSF—an apex organization of Federations of Unions and of Cooperatives-- is the primary (if not only) private sector participant.</p>	Yellow

Policy Change Indicators	Comment	Status
	<p>The greatest exchange is happening at the District level where District Authorities take feedback from the private sector where a multitude of key issues are addressed and resolved—dealing directly with the private sector.</p> <p>The public sector, donor community and stakeholders know that the private sector is poorly represented. It comes across as if the public sector can check the box because the platform is provided regardless of the degree of participation. However, the public sector is realizing more and more as presented in SPAT III that greater private sector investment and participation are needed to achieve development goals sustainably.</p>	
CSO Sector Accountability	<p>Similar to the private sector, members of the CSOs are provided the opportunity for feedback on program design and performance of the food security program (including the role of CSOs). CSO's by definition have a greater opportunity for participation because they are not perceived as a threat or even as being self serving. By definition, the PSF is a CSO and they are invited to the table although not on a regular basis. For example they are invited in the sector working group meetings and they can be called to participate for any other meeting involving the private sector. The biggest challenge is in their limited capacity of understanding the role that they serve and how to articulate and communicate their group's interest in the development, implementation and accountability of policy.</p>	Yellow

RECOMMENDATIONS

- Mutual accountability systems between the government, the private sector and the CSOs needs improvement to ensure sufficient and sustained participation and dialogue; and the two way relationships necessary to ensure a strong and commercially viable agriculture economy.
- Government institutions must have the confidence and trust of the private sector in order for the goals and objectives of EDPRS II and SPAT III to be realized. The definition of the private sector must be broad and must encompass all actors in the value chain. Each actor plays a critical role and must be profitable in order for the value chain to be competitive and to grow. The added value of locally driven businesses such as loyalty to the community and multiplier and spillover effects needs to be understood.
- Continuous dialogue with private sector companies is imperative, and companies need to be supported to ensure the continued success of their business, which in turn benefits their respective value chain(s) and adds jobs to the community.
- The PPSD needs to move to, and be held in, the regions of the targeted value chains under discussion and be given advance notice. Government must be open to hear and consider different viewpoints.
- Round tables need to be routinely conducted with the private sector participants by subsector, such as millers, juice processors, dairy processors, coffee exporters, and tea exporters to establish the critical relationships and to build trust. These events are critical to understanding the challenges and opportunities of the subsector to provide the institutional support needed. The roundtables designed specifically for the private sector positions the GOR to partner with the private sector.

- The MINAGRI leadership team and staff have technical backgrounds in production agriculture. The MINAGRI needs the complementary staffing in place (an agribusiness team with a seasoned manager) to support MINAGRI's value chain and private sector strategy in policy development and implementation; and to coordinate the roles and activities of the different agencies.
- A capacity building program for CSO's needs to be designed and implemented for them to be able to appropriately identify their policy needs/agenda/impact and be able to design an advocacy communications strategy and put it into play.

ANNEX 1: RWANDA POLICY ARCHITECTURE

Policy Development and Coordination		
		Role/relationship/process
Global, regional & National commitments	MDGs	Millennium development goals- global development framework of which Rwanda is committed
	CAADP Compact	Rwanda is championing the implementation of CAADP principles, now finalizing the second compact and related investment plan
	Vision 2020	Guiding Government Development Program launched in 2000 with main objective of transforming Rwanda into a middle-income country.
	EDPRS	Economic Development and Poverty Reduction Strategy- second generation (2013-2018)
	SPAT	Strategic Plan for Agriculture Transformation- a sector development strategy (third generation 2013-2018). SPAT is aligned to EDPRS & V2020.
	NAIP	National Agriculture Investment Plan- developed from SPAT under CAADP process
President Office	SPU	Strategy and Policy Unit Under the President's office- has a role of policy design and analysis at the Presidency of the Republic
	Office of the President Cabinet	Has a role to coordinate President Office Activities
	Ministry of Presidency Affairs	This ministry reviews all legislation before promulgation by the President of the Republic. The Ministry also serves as liaison between Cabinet and Parliament by briefing both bureaus of the Senate and Chamber of Deputies on Cabinet resolutions or any other issues from the two Chambers concerning government.
Prime Minister Office	ICC	Inter-ministerial Coordination Committee under the office of the Prime Minister and chaired by the Prime Minister himself. All Cabinet Ministers are Members, especially those under the economic cluster. ICC reports directly to the Prime Minister.
	GACU	Government Action Coordination Unit- this unit under the PMO is responsible of policy analysis on behalf of the prime minister
	JDC	The Joint Delivery Committee operates under the PMO and chaired by the Minister of Cabinet Affairs
	Ministry of Cabinet Affairs	Under the PMO, this ministry is responsible of ensuring that the Cabinet process is run effectively and efficiently and that proper consultations take place before policy decisions are taken. It also works to achieve coordination of policy across State institutions in collaboration with the Strategy and Policy Unit in the Office of the President.
National Assembly	Agriculture & Environment Committee	This a committee in charge of agriculture and environment under the chamber of deputies/national assembly
	Economic Affairs Committee-Senate	The chamber of senate has a commission on economic development responsible of agriculture among other economic development sub-sectors.
















Policy Development and Coordination		
Ministry of Agriculture and Animal Resources (MINAGRI)	PS	The office of the Permanent Secretary
	Senior Management Committee	The SMM including senior managers of the implementing agencies being RAB (Rwanda Agriculture Board) and NAEB (National Agriculture Development Board)
	General Directorates under MINAGRI	There are four Directorates Under the Ministry of Agriculture responsible of policy development: Planning and Coordination, Crop Production, Livestock Development, Agriculture and Livestock inspection and certification
	NAEB & RAB	MINAGRI has two implementing agencies: (1) Rwanda Agriculture Board (RAB responsible of research, extension and technology transfer, and (2) National Agriculture Export Board (NAEB) responsible promotion of export crops (coffee, tea, horticulture, pyrethrum, etc.)
	ASWAp, SWG, S-SWGs	Agriculture Sector Working Approach, Sector Working Groups and Sub-sector working groups. These are some of policy consultation mechanisms under the CAADP process.
	JSR- Agriculture	The joint sector review is a platform gathering the Ministry, development partners and other stakeholders (SCOs, PS and FBOs) to assess the implementation of policy actions in the agriculture sector.
	Inputs Subsidy Management Unit	This unit is responsible of fertilizers and seeds subsidy management under the ministry of agriculture
ASWAp stakeholder Ministries	Stakeholder ministries	Ministry of Finance and Economic Planning (MINECOFIN). This ministry also coordinates the donor strategy alignment policy
	MINICOM & RCA	Ministry of Commerce and Industry. The relationship is more on policies related to trade, markets, value addition and cooperatives governance. Rwanda Cooperative Development Agency (RCA) is an agency under MINCOM responsible for cooperatives development and governance. The agency works closely with MINAGRI as far as policies regarding cooperatives are concerned.
	MINALOC & IDPSC	Ministry of Local Government. This ministry is responsible for local government coordination. Rwanda is administratively organized in five provinces and 30 districts operating as local governments with budget management independence. The Integrated Development Program -Steering Committee (IDPSC) is coordinated by MINALOC and involves all ministries of the economic development cluster. IDP main role is to coordinate and integrate sector development programs at local government level (Districts) and avoid unnecessary duplication and overlaps.
	MININFRA	Ministry of Infrastructure (including feeder road development program)
	MINISANTE	Ministry of Health (especially for nutrition aspects)
	RDB	Rwanda Development Board is an apex government agency responsible for investment promotion. RDB has a directorate responsible for agribusiness development that works closely with the ministry of agriculture on policy design and implementation.

Policy Development and Coordination		
Evidence-based Analysis		
Public institutions, think-tanks, research organizations, etc.		Role/relationship/process
	NISR	National Institute of Statistics of Rwanda
	IPAR	Institute of Policy Analysis and Research
	IFPRI/CGE	
	SAKSS Node	Strategic Analysis and Knowledge Support Systems- Rwanda office
	CFSVA	Comprehensive Food Security & Vulnerability Analysis, in partnership with the WFP
	FEWS NET	Famine Early Warning Systems Network
	AMIS	Agriculture Management Information System- an Information Gateway of the Agricultural and Livestock Sector of Rwanda
	RAB-Research	Research department of the Rwanda Agriculture Board (RAB)
	UR	University of Rwanda- College of Agriculture and Veterinary Studies & College of Management and Economics
	UNECA	United Nations Economic Commission for Africa
	CG-Centers	CGIAR Research Programs (CRPs) operating in Rwanda in partnership with local agriculture research organizations
Planning and M&E Directorate	Directorate responsible of planning and coordination under MINAGRI	
Consultancy firms	Local and international consulting firms	
Inclusivity and Stakeholder's Consultation		
Private Sector		Role/relationship/process
	PSF-Ag. Chamber	Chamber of Agriculture in the Private Sector Federation of Rwanda
	RGCC	Rwanda Grain and Cereal Corporation
	EAX	Easter African Commodities Exchange
	Private extension service providers	e.g. One Acre Fund (Tubura), Rwanda Development organization, etc.
	Agro-inputs dealers	Fertilizers, Seeds, Agro-chemicals, etc.- involved on chemicals trade and management policies
	Agriculture insurance	Kilimo-trust, etc.- involved in crop insurance policies
	Seed multiplication companies	Seed.Co, Kenya Seed Company, PANNAR, Rwanda Seed Company, etc.- involved in seed sector policies
Agro-processing companies	e.g. KCP, Sina Gerard, Rice millers, etc.- involved in policy process and implementation with regards to food processing	
Civil Society organizations	GIZ	German Society for International Cooperation- Gesellschaft für Internationale Zusammenarbeit
	WV	World Vision
	CRS	Catholic Relief Services
	RDO	Rwanda Development Organization
	FtBOs	Faith Based Organisations in Rwanda (Inter-confessional Forum, etc.)
Farmer Based Organizations (FBOs)	RFF	Rwanda Farmers Federation
	Imbaraga & Ingabo	Federation of farmers cooperatives
	Poultry association of Rwanda	A organization of poultry farmers in Rwanda
	Rwanda Dairy Board	A federation of dairy farmers cooperatives
Local Government Organizations	District local government	Under the decentralization framework of Rwanda Government, District are considered as local government with specific budget
















Policy Development and Coordination

	Sector Administrative Entities	Sectors are administrative entities under districts with powers to implement government policies, especially in Agriculture sector
	JADF	Joint Action Development Forum- a multi-actor forum for participatory governance and development at District level

ANNEX 2: CAPACITY FOR POLICY CHANGE INDICATORS

Capacity of Policy Change Indicators	Status		
			
Policy Element 1: Predictability of the Guiding Policy Framework			
Clearly Defined and Consistent Policy Framework: The policy framework impacting food security policy-making is clearly defined, and consistently applied and enforced from year to year.			
Predictability and Transparency of the Policy Making process: The policy development process is transparent in accordance with the rules contained within the country's constitution, basic law, and elsewhere in the formal legal framework.			
Clear and Functional Legislative System: There is a legislative capacity to deal with food security policy change, and the legislative requirements are clearly defined and predictable.			
Appropriate Dispute Resolution Process/Judicial Framework: The judicial system is perceived as fair and effective, and there is an appropriate system for dispute resolution where conflicts arise relating to food security policy.			
Clearly defined Institutional Responsibilities: Institutional responsibilities are clearly defined, consistently applied, and predictable from year to year.			
Policy Element 2: Policy Development & Coordination			
Approved Food Security Strategy/Investment Plan: There is an approved/official multi-sectoral, multi-year food security plan developed, which specifies priorities and objectives, and addresses the roles of various contributors, including across government, the private sector, and CSOs. The vision and strategy to improve food security is clear.			
Policy Agenda and Priorities Developed: Rwanda has developed a series of sub-sector strategies to operationalize the SPAT to ensure food security for the country. These mainly include the crop intensification program, irrigation and mechanization for sustainable production systems, land-husbandry and soil conservation, animal resources development and post-harvest handling and storage. Each priority program has clear objectives and targets that are contained in the SPAT and EDPRS frameworks.			
Workplan: The food security strategy in Rwanda is very clear and specific through different programs and priority projects. Each priority program has clear objectives and targets that are contained in the overall agriculture transformation strategy (SPAT) and translates both Vision 2020 and EDPRS into concrete actions. The process under which the EDPRS is developed (more inclusive) adds value to the consistency between food policy priorities and the work plans of line ministries. 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."			
Coordination Process: There is an entity, such as a coordination unit or task force, that has defined membership and meets regularly to discuss, develop and coordinate food security policy development (and oversee cross-sector coordination).			
Secretariat/Administrative Support Function: There is an adequate staff capability to perform required support processes, including coordination, meeting management, communication, and document management. This may be a stand-alone secretariat, or a responsibility within an existing entity.			
Technical Capacity: There are work groups, or technical committees, that have the authority and capacity to perform the following functions: identify policy and technical challenges/issues, develop sector- or project-specific policies/strategies, consult within the sector and draft funding proposals. There should be active participation by the private sector and CSOs on the technical work groups (as appropriate).			
Political Support and Approval: There is a line of authority/participation by high-level decision-makers above the ministerial level so as to enable efficient political support for the passage and development of new policies, e.g. involvement of prime minister's office (especially for policies that cut across sectors, e.g. trade and agriculture).			

Capacity of Policy Change Indicators	Status		
			
Engagement of Parliament/Legislative Body: There is engagement from the country's legislative entity to consider, debate and engage on food security issues, and to sponsor and advocate for the required legal/policy changes.			
Policy Element 3: Inclusivity and Stakeholder Consultation			
Inclusive Participation within the Policy Coordination Management Entity: The main coordination entity has: a) clear goals and participation from key government ministries (beyond just Ministry of Agriculture) and; b) some representation from non-government entities, particularly from donors.			
Outreach and Communications: There is a process for interacting with stakeholders and sharing information. This could include regular public "forums", a website of key information and other mechanisms.			
Private Sector Participation – Opportunity/Space: The private sector is provided meaningful opportunity to participate in policy formulation and strategy discussions. This could be through participation in the management/steering committee, in technical work groups and/or through other forums. Communications and interactions should be two-way, and access to key information should be readily available.			
Private Sector Participation – Capacity to Participate: Some organizations representing the private sector have the capacity to participate in government-led discussions on food policy. This is to say they are able to represent their members, they are able to articulate and communicate policy positions, and they are able to provide some level of evidence-based analysis to support their viewpoints.			
Participation of CSOs – Opportunity/Space: The CSO sector, including representation from women's associations and farmers associations, is provided meaningful opportunity to participate in policy formulation and strategy discussions. This could be through participation in the management/steering committee, in technical work groups and/or through other forums. Communications and interactions should be two-way, and access to key information should be readily available.			
Participation of CSOs – Capacity to Participate: Some organizations representing civil society, including representation from women's associations and farmers associations, have the capacity to participate in government-led discussions on food policy. This is to say they are able to represent their members, they are able to articulate and communicate policy positions, and they are able to provide some level of evidence-based analysis to support their viewpoints.			
Policy Element 4: Evidence-based Analysis			
Economic and Financial Analysis Completed as a Component of Planning: National food security priority policy initiatives/investment plans are based on economic and financial analysis, including independent policy analysis. The analysis is available for public review.			
Performance Monitoring Measures and Targets Developed: The national food security policies/plans include specific objectives, performance indicators, and targets exist to monitor the accomplishment of the objectives.			
Inclusion of Analysis in the Policy Development Process: Evidence-based analysis is considered and used to develop policy priorities/policy proposals.			
Capacity to Monitor Policy Implementation and Results: The government has the ability to review data on policy performance and produce an analysis of the policy's effectiveness. A policy analysis function/unit exists and has adequate and skilled staff, and is sufficiently funded. If required, specific analysis can be outsourced to specialized firms or consultants as needed (case-by-case).			
Annual Performance Measurement Report Produced and Reviewed: Evidence-based analysis is produced to review policy effectiveness (for implemented policies). A formal review session is held, and includes key development partners (including principal donors and multilateral partners, such as FAO and IFPRI). Recommendations are developed as a result of the review and incorporated into subsequent plans.			
Independent Analysis Capacity Exists: There exists an independent capacity to analyze food security data and use the analysis to make policy recommendations and engage in policy discussion and advocacy. Such an analysis could be conducted by a research institute, university or similar non-governmental/objective organization. This capacity should be engaged in the government's policy development and review process as, for example, through papers, forums or participation introduced in official policy review and discussion meetings.			

Capacity of Policy Change Indicators	Status		
			
Policy Element 5: Policy Implementation			
Implementation Plans Developed: The overall food security strategy has been broken down into programs and projects that have: a) a sufficient level of detail to permit implementation; b) have been “packaged” into priority projects that can be managed by ministerial units; and 3) “packaged” priorities can be translated into funding proposals to gain support for projects/programs from development partners (to address financing gaps).			
System in Place to Analyze Implementation Capacity Constraints: An analysis of institutional, workforce, system and financial constraints is conducted. Critical implementation constraints are identified; a work plan is developed to address constraints; and implementation actions are moved forward (and periodically reviewed).			
Food Security Policy Priorities Aligned with Work Plans of Line Ministries: The priority policy and associated objectives of the national food security strategy are broken down into specific programs and projects (with a sufficient level of detail) so that policy actions can be implemented by line ministries. The plans of individual ministries, and units within ministries, align with overall national strategy and its policy objectives.			
Policy Implementation Budget Committed by Host Country: Resources are committed by the host country to implement the identified policy agenda. Over time, the country’s budget is adjusted to provide adequate financing for the implementation of actions required to implement policy priorities. Budget documents, including budget proposals, are released fully and in a timely manner.			
Supplemental Implementation Funds Secured: Proposals can be submitted, and funds secured, to address financing gaps. Funds may come from multilateral funds (such as GAFSP), regional organizations, bilateral donors and the private sector.			
Monitoring and Evaluation: Capacity exists within the public sector, private sector, or civil society to review the effectiveness and impact of policy changes. Sector reviews are performed and other research evidence is collected. There is a system to share, store, and access the findings from these reviews.			
Policy Element 6: Mutual Accountability			
A Forum Exists for Regularly Scheduled Donor-Government Meetings: These meetings discuss policy and programs and set priorities. Meetings may include, for example, Joint Sector Reviews, sector working groups or other similar arrangements.			
Joint Policy Priorities Developed: A document exists that articulates the shared policy objectives between the government and the donor community.			
Monitoring System Exists: Performance measures exist (for the performance commitments of the government and for the performance commitments of the donors). There is a schedule for reviewing and documenting progress – at least on an annual basis.			
Donor Coordination – Alignment and Harmonization: There is a process for donor participation in the food security policy process and for aligning government and donor objectives and priorities. Donor programs should contribute directly to host country strategies, plans, and objectives. This may include the signing of cooperation frameworks that indicate a joint commitment to specific policy change goals.			
Private Sector Accountability: The government provides feedback to the private sector on the performance of the food security program (including the private sector’s role) and provides an opportunity for dialogue on the program and its performance.			
CSO Sector Accountability: The government provides feedback to the CSO sector on the performance of the food security program (including the role of CSOs) and provides an opportunity for dialogue on the program and its performance.			

ANNEX 3: INTERVIEW PARTICIPANT LIST

- Benjamin Manzi, Director of Investments, Development Bank of Rwanda
- Emmanuel Hategeka, Permanent Secretary, Ministry of Trade And Industry
- Fina Kayisanabo, Agribusiness Specialist, USAID
- Gilbert Habyarimana, Deputy Director General, Rwanda Cooperative Agency
- Innocent Kabagambe, Country Manager and Belise Mugwaneza Project Assistant, Kilimo Salama (Syngenta Foundation)
- Innocent Mutabaruka, Head of Programme and Policy, ActionAid
- Dr. Jean Jacques Mbonigaba, Director General, Rwanda Agricultural Board
- Jean Paul Munyakazi, CEO Imbaraga (Federation of Cooperatives)
- John Rwirahira, Senior Policy Analyst, Institute of Policy Analysis of Rwanda
- Leonard Rugwabiza, Director General Planning Ministry Economic and Finance
- Linda Calabrese, Economist International Growth Centre Rwanda
- Modest Nkikabahizi, Senior Agribusiness Officer Rwanda Development Board
- Ndagijimana Narcisse, Capacity Building Specialist, Private Sector Federation
- Raphael Rurangwa, Director General of Planning, Ministry Agriculture
- Valent Mwumvaneza, Rural Development Specialist, World Bank/Rwanda