



Agricultural and Food Security Policies and Small Scale Farmers in the East African Community

4 - Rwanda

Contribution to ESAFF regional advocacy strategy

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Gret
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INTRODUCTION

The present report was produced as part of INVOLVE project (*Involving small scale farmers in policy dialogue and monitoring for improved food security in the East African Region*) implemented by ESAFF (*Eastern and Southern Africa Small Scale Farmers' Forum*) in the five countries of the East African Community (EAC), namely Burundi, Kenya, Rwanda, Tanzania and Uganda, in partnership with the Tanzanian small-scale farmers organisation MVIWATA and the French NGO Gret, with the participation of the other ESAFF members in Burundi, Kenya, Rwanda and Uganda, and with the financial support of the European Union. INVOLVE project aims at strengthening the capacities of ESAFF and its members in the five countries of the East African Community (EAC):

- to contribute to the formulation and monitoring of the policies that have an impact on food security at local, national and regional levels;
- to foster agricultural commodities' trade within the region, building on MVIWATA-managed district based bulk markets as pilot experience. MVIWATA has been supporting these bulk markets in various regions for more than ten years, in order to enhance market access for small scale farmers and improve trade conditions to their benefit.

This report presents the findings of the study on agricultural and food security policies in Uganda. It is part of a study on agricultural and Food security policies in the EAC regions that also includes specific studies on Kenya, Rwanda, and Tanzania, as well as a study on the regional level.

The study aims at reviewing:

- the main policy commitments on agriculture and food security in East Africa, at national and regional levels, as well as the state of implementation and the main strengths, weaknesses and constraints for this implementation;
- the degree of involvement the civil society organisations, and specifically small scale farmers organisations, in the policy process their positions on these policies.

The study is part of INVOLVE project (*Involving small scale farmers in policy dialogue and monitoring for improved food security in the East African Region*) implemented by ESAFF (*Eastern and Southern Africa Farmers Forum*) in the five countries of the East African Community (EAC), namely Burundi, Kenya, Rwanda, Tanzania and Uganda, in partnership with Tanzanian small-scale farmers organisation MVIWATA and the French NGO Gret, with the participation of the other ESAFF members in Burundi, Kenya, Rwanda and Uganda, and with the financial support of the European Union.

Objectives and scope of the study

The objective of the study *Agricultural and Food Security policies and small-scale farmers in the East African Community* is to enable each ESAFF organisation to influence the situation in the countries of the EAC, as well at regional level. Specifically, the study is aimed at helping ESAFF organisations to build their national advocacy strategy and a regional strategy at EAC level.

The study does not intend to bring ready-made solutions or advocacy positions to be taken directly by ESAFF members. It intends to create a common understanding of food and agricultural policies of the five countries among ESAFF members.

An essential step of this study will be to put in debate the observations and the findings. Such debates will hopefully bring new questions on the table, new perspectives from other countries' experiences and fresh ideas to advance small scale farmers' interests.

This debate should help each ESAFF member organisation to make its own choices in terms of policy they want and advocacy they need to conduct.

The geographical coverage of the study is the same as the East African Community. This is due to the coverage of INVOLVE project and it makes sense in terms of regional agricultural policies. However, linkages among ESAFF members could be done at a large scale, involving other neighbouring countries.

The study focused on the following questions:

- What are the main policy commitments on food security in East Africa, at national and regional levels?
- What are the positions of civil society organisations on these policies?
- How is the civil society involved in the policy process and how does it monitor such commitments?

Methodological approach

As explained above, the purpose of the work is not to conduct an exhaustive research on agricultural and food security policies. It is more to mobilise knowledge of each country's situation to create exchange and debate among ESAFF members, in order to build the best possible advocacy strategies.

The methodological approach remained pragmatic and tried to use the best the limited resources available:

- Desk research on the context for food and nutrition security in the region and in the countries: situation, trends and key policies; and
- Interviews in country of key stakeholders: farmers' organisations, NGOs, civil society networks, ministries, academics, etc.

Study work was conducted by Laurent Levard and Louis Pautrizel, Gret experts in agricultural policies, with the participation of Cécile Laval for literature review activities, as part of a traineeship, in close relationship with ESAFF member organisations in the countries. Due to the constraints in time and resources, interviews and meetings had to be conducted in one week per country, leading to some gaps in the collection of data and interviews with stakeholders. However, as explained above, the study doesn't aim at being exhaustive in all policies and actors involved, but at creating debate and exchange among ESAFF members.

The findings were presented to and discussed with ESAFF members during a regional workshop, held in Dar es Salaam in September 2014.

The support provided by ESAFF members was extremely useful in identifying stakeholders, getting contacts, analysing primary raw information, etc. The result of the study is obviously influenced by what ESAFF members in the countries consider as key issues.

The authors thank all of the people they have interviewed for their cooperation in making this study possible.

The report on *Rwanda*

This report presents the findings of the specific study conducted on *agricultural and food security policies in Rwanda*, in complement of specific studies conducted *in the other countries* and at *regional level*. A *summary report* of all the specific studies is also available.

The study for Rwanda was conducted by Louis Pautrizel (pautrizel@gret.org), Gret expert on agricultural policies. The report successively presents:

- a brief outlook on agriculture and food and nutrition security in Rwanda,
- the main commitments, achievements and gaps regarding agricultural and food security policies,
- the main civil society actors and their participation in agricultural policy processes,
- conclusions and recommendations.

I. BRIEF OUTLOOK ON AGRICULTURE AND FOOD AND NUTRITION SECURITY IN RWANDA

This outlook is essential to understand the rationale of the agricultural and food security policies (section 2) and the structuration of civil society in the agricultural sector (section 3).

This section presents the main patterns of the agricultural production, with a specific focus on small scale farmers. Cross-border trade of agricultural products is also discussed as it is a major topic in EAC policy framework. A second part is briefly describing the situation of food and nutrition security and see how they reflect, or not, with the evolution of agricultural production. Finally, some constraints faced by small scale farmers are developed.

1. Agriculture

Agriculture weights 30% in National GDP. The average agriculture growth for the last ten years (2000-2010) was of 5,8% per year.

60% of Rwanda's land is classified as arable lands; 11% of total land is permanent cropland, of which only 0.6% is irrigated. 6% of the land is marshland, and about 20% of total land is classified as forest. 8% of total land area is in protected areas¹.

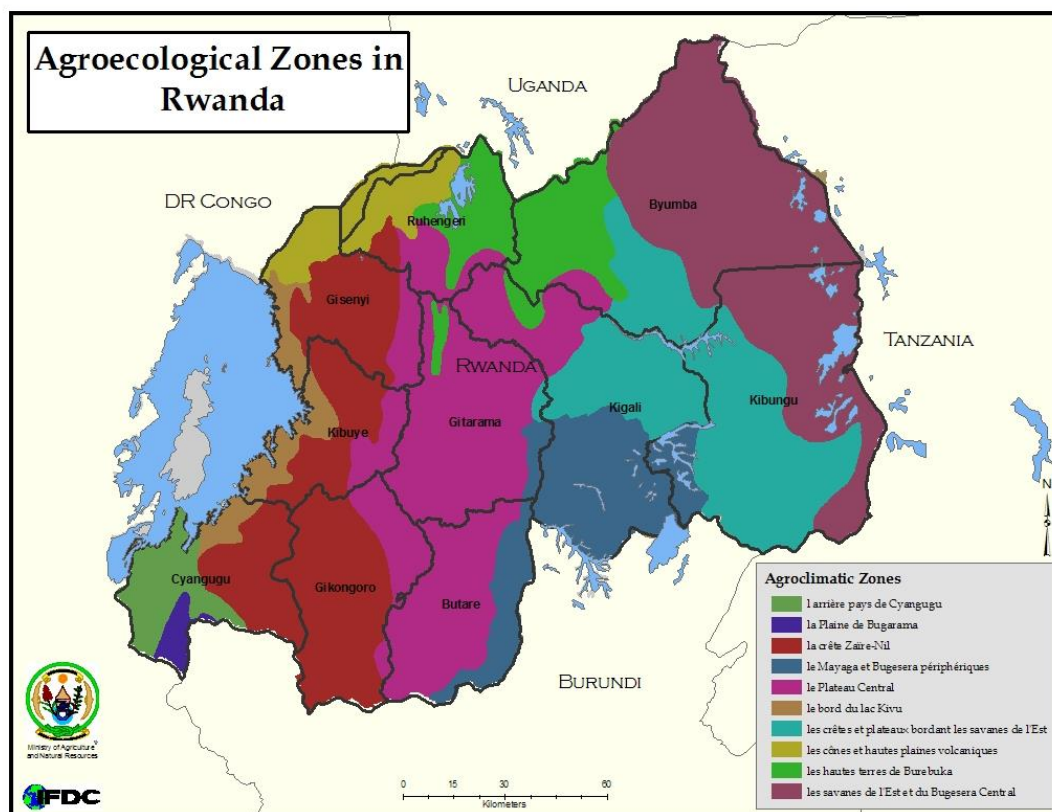
The country can be divided into several agroecological zones. By altitude, we can identify three different zones:

- **Low altitude** (less than 1 500 m): rainfall between 800 et 1200 mm. It is essentially the east of Rwanda (East Plateau and savannahs, Imbo and Impara regions). Main crops are rice, soybean, sorghum, maize, and also beans, sugar cane, legumes
- **Plateaus and hills** : the average annual rainfall is 1000-1200 mm Nord. It represents the center, the central plateau, the Kivu lake region and Mayagaya and Bugesara peripheries. It characterized a mixed-farming agriculture, but essentially grazing. Main productions are tea, soybeans, sorghum, maize, sweet potatoes, sugarcane, legumes.
- **High altitude** (+ 2000 m) average rainfall is 1 400-1 600 mm. Zaire-Nile Highlands, Volcanic lands in the North, Bugesara. Main crops are Irish and sweet potatoes, tea, legumes, and grazing.

Cotton is cultivated in the north-east. In the south and south east, several cash crops as fruits, vegetables and vineyards are cultivated.

The map below gives more details on agroecological zones.

¹ USAID, Country profile, Property rights and resource governance Rwanda, 2010.



Source: MINAGRI

Rural population represents 80% of Rwanda's total population.

Rwanda has one of the highest population densities in the world (averaging 397 inhabitants/km²). 80% of the rural population consists of subsistence farm families with an average land size of 0.59 ha². The table below shows the evolution of the labour force in agriculture over the past 15 years.

Evolution of population and labour force size							
	Size [Millions]				Annual growth rate [%]		
	1998	2003	2008	2013	1998-2003	2003-2008	2008-2013
Total population	7.17	9.13	10.22	11.78	4.95	2.28	2.88
Total labour force	3.12	4.10	4.68	5.42	5.62	2.68	2.98
Labour force in agriculture	2.84	3.71	4.20	4.82	5.49	2.51	2.79
Agricultural population	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.

Source: FAOSTAT, 2014.

Even though the country does not acknowledge very large scale industrial farming as Tanzania or Kenya, there is a differentiation among farming households:

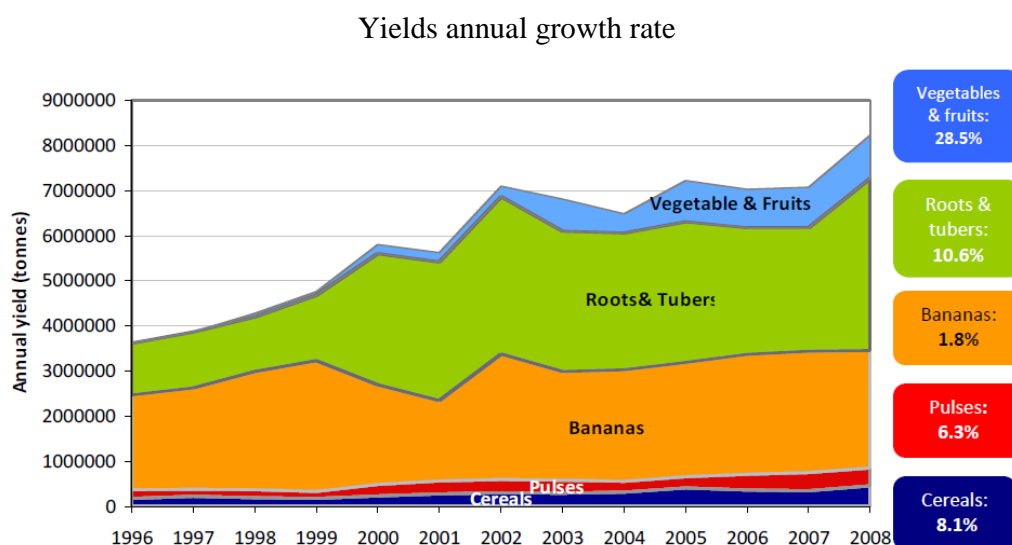
² Ministry of Agriculture, Strategic Plan for the transformation of agriculture in Rwanda, Phase III, July 2013.

- The smallest group of farming population (about 24% of all households, urban elites) hold 70% of the country's agricultural land, with average landholding of about 2 ha.
- The second-smallest group (30% of households) controls 25% of agricultural land and has average landholdings of 0.6 hectares.
- The largest group (36% of households) controls only 6% of the country's agricultural land, with an average land of 0,11 ha³.

Many people from marginalized groups are landless (case of the Twa: an estimated of 90% are landless)⁴.

Furthermore, the average household's landholding is divided among 4–5 small plots of land, often in different locations.

Main productions are plantains (3 219 465 t), cassava, potatoes (Irish) and sweet potatoes. The traditional export crops are tea and coffee.

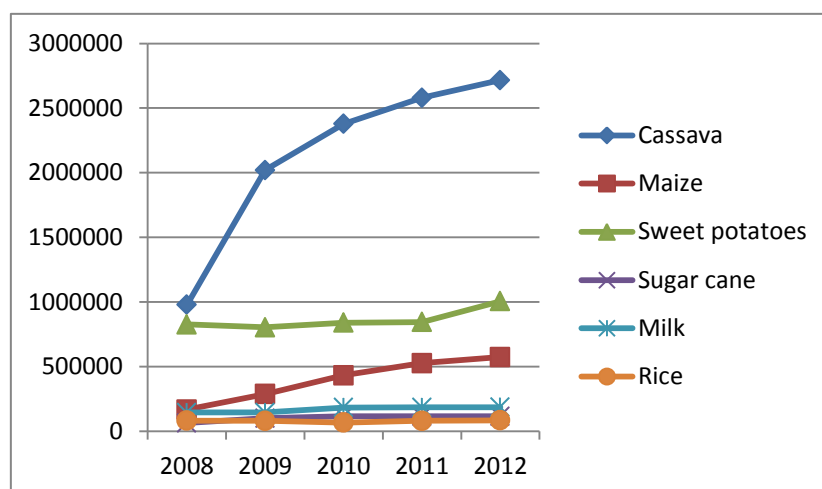


Source: Ministry of Agriculture, 2008.

³ USAID.

⁴ GOR, 2005.

Production of the main crops (except plantains), in tons



Source: FAOSTAT, 2012

The general cereals yield was of 2 169 kg/ha in 2012⁵, which is the highest in EAC. Combination of livestock and crops in the same farms allows high levels of fertilisation with manure and compost, creating the conditions for sustainable intensification. Some programmes have intended to promote chemical fertiliser but they are not of common usage among small scale farmers.

Maize yields increased almost 4 time and wheat yields 2.5 times between 2000 and 2010. Potatoes increased 6 times on hillside terraces and total legume production raised by 73% between 2005-2010⁶.

Rwanda's major export commodities are tea, coffee, potatoes, especially to Switzerland, the EU, China, South Africa and Kenya. Main imports are vehicles, petroleum oils, pharmaceutical products and iron. Regarding agriculture products, it imports wheat, palm oil and sugar mainly. Import partners are Kenya, Tanzania, the US and France. In relation to global merchandise exports and imports, it represents less than 0,01 %.

“Being landlocked constitutes a major impediment for Rwanda's trade development. Costs for trading are higher because of long land transport routes and the high import and export freight service costs in the region”⁷.

Staple food crops do not represent much of Rwanda's exports. The government tries to diversify its agricultural exports, especially through the promotion of horticultural crops, essential oils, macadamia nuts, vanilla and silk.

Regional-export oriented crops are mainly characterized by Irish potatoes, rice, wheat, maize and soybean, bananas but few figures are available regarding Rwanda's exports towards EAC partners.

⁵ World Bank, 2012.

⁶ Ministry of Agriculture, PSTA III, 2013.

⁷ UN Conference on Trade and development, Rwanda's development driven trade policy framework, 2010.

The cereal balance sheet as calculated by the Food and Agricultural Organisation (FAO) in September 2012 also indicates that Rwanda is a formal importer of cereals⁸.

The cereals' imports main provenances are Uganda and Tanzania, with more than 6 million tons of maize exported respectively. Also, Rwanda informally imports rice. *“Overall Rwanda has a negative food trading balance with Tanzania and a positive trading balance with Burundi and Uganda”*⁹.

The three major border posts (open 24/7) are Kigali Airport, Gatuna and DRC and a 5 other border posts operate 16h a day¹⁰.

2. Food security and nutrition

Roots and tubers are the largest crops sector in the country. But cereals and also plantains bananas, pulses and oilseed are important staples in food consumption.

According to the Global Hunger Index, a comprehensive measure of food security, including hunger and malnutrition¹¹, food insecurity in Uganda is serious with an index of 15.3 in 2013. The country has made impressive progress from an index of 37 in 1995 and 30 in 2000. Currently, the country holds the best index among the five countries of East Africa.

Following the WFP analysis from 2012, Rwanda has made impressive accomplishment since the 1994's genocide: *“Food production is increasing, markets are functioning relatively well and food is flowing easily within and outside the country, thanks to the well-connected road network and market infrastructure”*¹².

90% of agricultural production is food crops and 66% is consumed by producers¹³. There is a big challenge with the growth of population, which is around 3,3% per year (7,9 to 10,7 million inhabitants between 2000 and 2011).

- Food consumption score (FCS)¹⁴

Unacceptable: 21% (Poor: 4% and borderline: 17%)

Acceptable: 79%.

⁸ WFP, CFSVA, 2012.

⁹ NBR, 2012.

¹⁰ WTO, 2012.

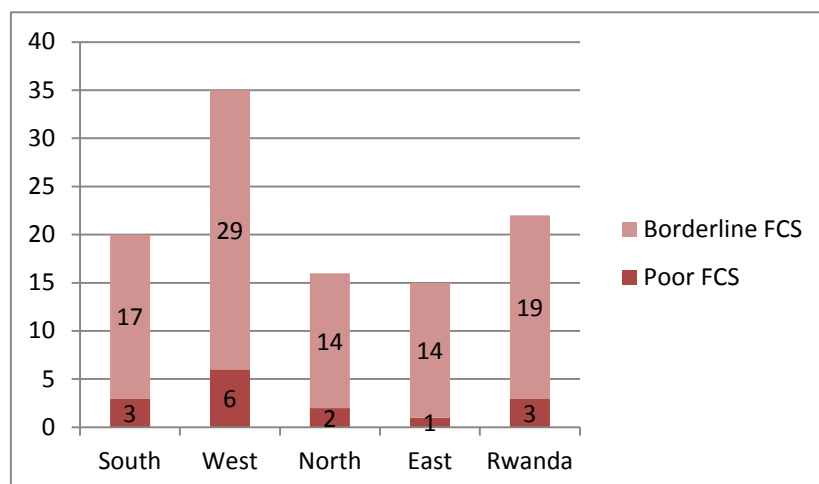
¹¹ Following three main indicators: proportion of people with calorie deficiency, child malnutrition prevalence and child mortality. <http://www.ifpri.org/sites/default/files/publications/ghi13.pdf>

¹² WFP, Comprehensive food security and vulnerability analysis and nutrition survey, December 2012.

¹³ IPAR.

¹⁴ This measurement combines food diversity, food frequency (the number of days each food group is consumed) and the relative nutritional importance of different food groups.

Percentage of household with poor and borderline consumption



Source: WFP, 2013¹⁵

- Difficulty in accessing food: 51% of households.

- Distribution and profile

The CFSVA report indicates that one out of five Rwandan households have unacceptable food consumption and “could be considered food-insecure”.

“Unacceptable” food consumption’s householders are high in the rural areas:

- Around the Lake Kivu (42%)
- West and East of the Congo Nile Crest (43 and 29%)
- Western provinces (37%)

The capital Kigali has the highest proportion of households with acceptable food consumption.

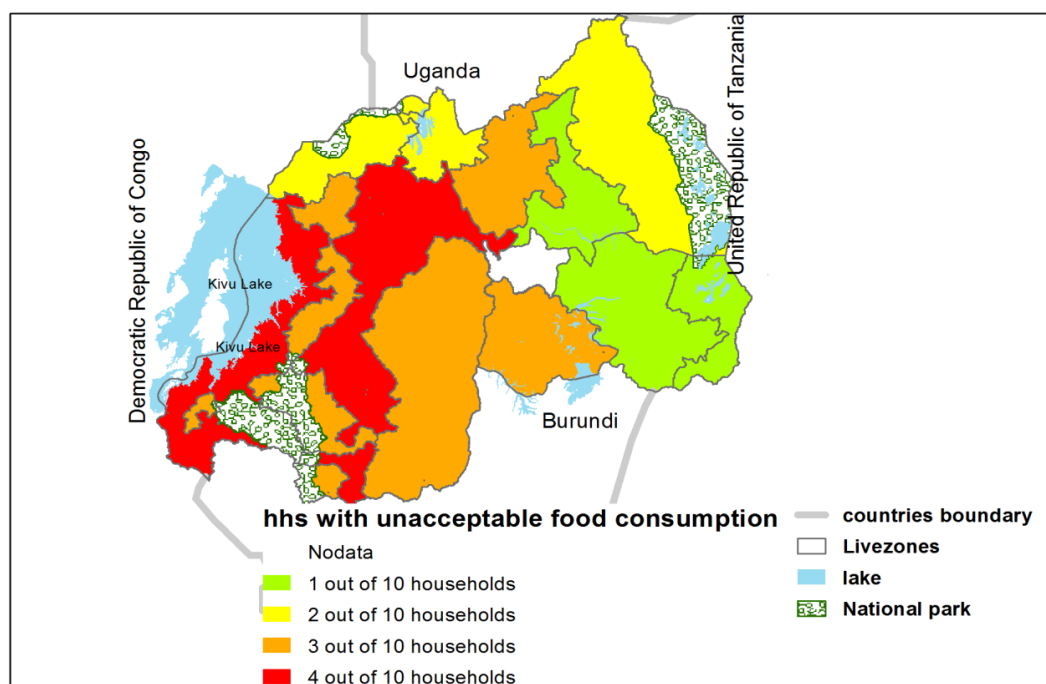
Food insecure households are typically poor, rural households, living in small crowded homes, depending on low income agriculture or casual labour. The remoteness from the roads and market is the main reason of the food insecurity. In general, food insecure hold the **small lands** (less than 0,5 ha).

Furthermore, many insecure households are from households headed by women, by people over 60 years, by people who did not attend school.

Food security in Rwanda is affected by seasonal patterns. There is a higher percentage of households having better food consumption from March to September. Fewer people have food from their own production from September to March, and they are likely to face higher food prices when purchasing food in the market.

¹⁵ The data for the analysis is from the Uganda National Panel Survey (UNPS) 2009/2010.

Prevalence of food insecurity by livelihood zone, March 2013



Source: WFP, 2013.

• Nutrition

The average intake per capita is above the international standard requirement of 2 100 kilocalories per adult, but the energy production is centered in the western province.

• Children and women

There are 44% of stunting children in the country in 2011 and 12% of children are underweight. Also, in 2010 there were more than 1/3 of anaemic children under 5 (and 70% under 1 year).

Levels of **chronic malnutrition** among children under 5 has remained high over the last 20 years: 49% in 1992, 51% in 2005 and **43% in 2012** (it is one of the highest in the region).

Reproductive women: 4% are stunted, 17% underweight and 7% wasted.

3. Constraints faced by small scale farmers

One of the main constraints and also the source of this high land productivity is the household's average area. A report from the World Bank has shown the correlation between the surface and poverty.

Following the Rwanda agriculture sector situation analysis¹⁶, there is an important lack of road network and meteorological services.

There is a need of lands to be irrigated, the area still remain the same since 50 years with less than 1% of irrigated lands. So the agriculture is very rain-fed dependant.

¹⁶ Institute of Policy Analysis and research, Rwandan agriculture sector situation analysis, August 2009.

II. AGRICULTURE AND FOOD SECURITY POLICIES: COMMITMENTS, ACHIEVEMENTS AND GAPS

1. General policy framework

Long term	Rwanda vision 2020
	Long term framework for the implementation of CAADP 2007
Medium term	Economic development and poverty reduction strategy (EDPRS II) 2013-2018
	National Agricultural Extension Strategy (NAES)
	UN Development Assistance Framework for Rwanda (UNDAF) 2013-2017
Sector level	Strategic Plan for the Transformation of Agriculture (PSTA III) 2013-2017
	National Rice Development Strategy NDRS (2010-2018)
	Agricultural Mechanization Strategy (AMS) 2010-2015
	The National Post-Harvest Staple Crop Strategy 2011-2016
CAADP financing Mechanism and Framework	Agriculture Sector Investment Plan (ASIP) 2009-2012

Rwanda's Vision 2020 is the general framework drawn by the government in 2000. It details the country's challenges and prioritization and sequencing "to fundamentally transform Rwanda into a middle-income country by the year 2020". The content of the document comes from a broad consultative process, initiated in 1998 where all Rwandans had the chance to answer questions about where they wanted to be in 20 years.

One of the main objectives was to "transform agriculture into a productive, high value, market oriented sector, with forward linkages to other sectors"¹⁷.

In May 2012, Cabinet adopted revised Vision 2020. "The new economic growth targets in line with the revised Vision 2020 targets require an average GDP growth of 11.5 % and GDP per capita from US\$900 to US\$1240. This will be driven by an industrial growth of 14 %, services growth of 13.5 % and agricultural growth above 8.5 % »¹⁸.

The long term development goals of Vision 2020 were defined into medium term development strategy in the Poverty Reduction Strategy Paper (PRSP) that was completed in 2002. This was followed by

under implementation until 2007. The second PRSP, coined "Economic Development and Poverty Reduction Strategy (EDPRS)" had covered the period 2008 – 2012, similarly setting medium term national development strategy where agriculture appeared as one the pillars.

After further consultation of the development partners, the government prepared the **EDPRS II** to cover the period 2013-2018. The goals are to achieve at least 11.5% average GDP growth per annum and also to reduce poverty below 30%¹⁹. There are four thematic areas: i) economic transformation, ii) rural development, iii) productivity and youth employment, and iv) accountable governance. The first three are relevant to the agricultural sector.

2. Agriculture and food security policies and initiatives

Before going into the details of the main policies on agriculture, we can mention an important feature of the policy framework: farmers are at the centre. While in most countries, farmers are considered either as beneficiaries or as implementers of agricultural policies, in Rwanda, it is stated that the policies have to serve farmers.

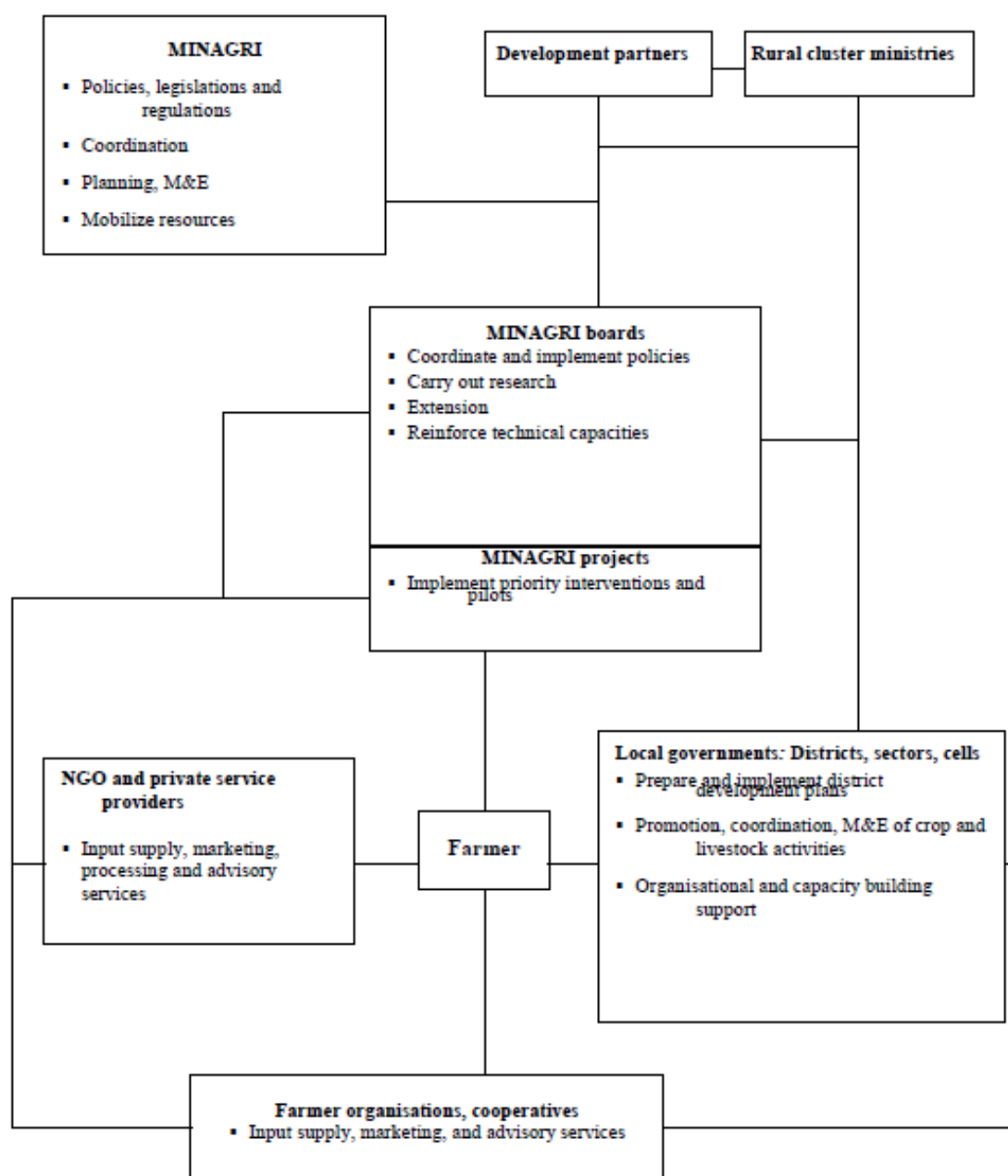
The diagram below, extracted from a report of the Ministry of Agriculture published in 2012 shows clearly that farmers are at the centre of the framework, supported by the ministry, by local governments, but also part of groups and cooperatives and receiving services from NGOs and private sector. This vision of farmers as central stakeholders is rather unique in East Africa and might be one of the explanations of their good performance.

¹⁷ Republic of Rwanda, Rwanda Vision 2020, 2002.

¹⁸ WTO, Trade Policy review, Reports by the EAC members, October 2012.

¹⁹ Republic of Rwanda, Economic Development and Poverty Reduction Strategy, 2013-2018, 2012.

Extract from Minagri 2012: “Agriculture sector institutional framework”



2.1 Strategic Plan for the Transformation of Agriculture

Percentage of farmers in cooperatives and organisations increased from 23 % to 70 %

CAADP implementation in Rwanda was characterized by 3 phases. The last one is the strategic vision for the transformation of agriculture; it will cover the period of 2013-2017²⁰. The three documents were made following the national Agricultural Policy (NAP) of 2004, that was developed as a framework for the strategies implementation in line with the Vision 2020 and the PRSP objectives in the agricultural sector.

²⁰ Ministry of Agriculture, Strategic Plan for the transformation of agriculture in Rwanda, Phase III, July 2013.

The PSTA III interventions and objectives are meant to meet the ERDP's goals: "to transform Rwandan agriculture from a subsistence sector to a market-oriented, value creating sector and to grow as rapidly as possible, both in relation production and commercialization, in order to increase rural incomes and reduce poverty".

Following the plan, the results of an ideal succeeding implementation would be the shift:

- From *guaranteeing food availability* to *generating food security through economic growth*
- From farmers as *passive recipients* to farmers as *active market players with new skills*
- From government as a *direct provider* to government as *facilitator of the private sector*
- From supplying mostly the *domestic market* to *exporter to the region*.

The general road map follows 4 strategic pillars, namely 1) Land, irrigation, inputs and infrastructures, 2) Soft skills and farmer capacity, 3) Value chains and markets, 4) Private sector investment.

To accomplish its plan, the government has established four programmes that set several operational purposes and lines of action.

Programme 1: Agriculture and animal resource intensification

Programme 2: Research, technology transfer and professionalization of farmers

Programme 3: Value chain development and private sector investment

Programme 4: Institutional development and agricultural cross-cutting issues

In this plan, the government stipulates the need of the private sector to play an "expanded role". It wants to strengthen entrepreneurship and business and to promote private investment in the sector as an "important strategic orientation"

To support these pillars, PSTA III highlights different areas compared to PSTA II. The new focus is on:

- Increased scale: Bulking up production of small farmers and linking them to markets
- Increased exports: Export support programme including certifications
- Investment: Strengthening value chains, accessing new markets, and active support for private operators in irrigations, inputs and agricultural finance
- Quality: PHHS and improved production technologies
- Professionalization of farmers: Reorientation incentives in agricultural extension, privatization and extension to cover business advisory services and marketing assistance
- Modernization: Promote mechanisation appropriate for small farmers;
- New research orientations: Meeting market demands and diversifying livestock
- New sub-sectors: Exploring emerging value chains including fisheries and sericulture
- Access to finance: Restructure rural finance to make it more resistant to shocks
- Agro-processing: Creating off-farm employment and value addition

2.2 CAADP

“The Comprehensive Africa Agriculture Development Programme (CAADP) is the agricultural programme of the New partnership for Africa’s Development (NEPAD), a programme of the African Union (AU), supported in particular by FAO. Established by the African Union Assembly in 2003, CAADP’s goal is to eliminate hunger and reduce poverty through agriculture. To do this, African governments have agreed to increase public investment in agriculture by a minimum of 10 percent of their national budgets and raise agricultural productivity by at least six percent per annum. CAADP identifies four key pillars for food security improvement and agricultural investments. The CAADP is centred around the definition of national and regional plans (“Compacts”), an agreement between all stakeholders (public, private as well as donors) serving as a framework for partnerships, alliances, and dialogue to design and implement the required policy interventions and investment programs”²¹. The investments required for the implementation of the Compacts are included in an investment plan that also defines the roles of stakeholders, estimates the costs of executing certain actions and identifies sources of funding²².

The long term framework for the implementation of the CAADP²³

This document starts with a review of ongoing development effort and their alignment with CAADP targets and principles, and the different strategies, programs and stakeholders that already play a role in agriculture and rural sector development.

It analyses the statement of agriculture, rural and food security situation and observes the trends for agriculture growth and prices trends.

However, the aim of this framework is to figure out how to implement CAADP principles at the country’s scale.

Agriculture Sector Investment plan (ASIP) 2009-2012²⁴

This is the medium term investment following the running of CAADP Compact. The revised framework for the period 2013-2018 has not begun yet.

The Investment Plan is structured according to the PSTA II four programs.

²¹ Rosengren Anna, *The CAADP and Emerging countries – The case of Tanzania*, ecdpm, July 2013.

²² Gabagambi Damian, *Assessing Implementation of CAADP in Tanzania and Engagement of Smallholder Farmers*, Mviwata, 2013

²³ Government of Rwanda, Long-term Framework for the implementation of the CAADP, Guiding the economic development and poverty reduction strategy and supporting the strategic plan for agricultural transformation, March 2007.

²⁴ Ministry of Agriculture and animal resources, Agriculture sector development plan 2009-2012.

Intensification and Development of Sustainable Production Systems	Support to the Professionalization of Producers	Promotion of Commodity Chains and Agribusiness Development	Institutional Development
Relieve the physical and economic constraints to food and nutrition security, erosion control, water capture and management and input use. This program is the absolute priority.	Make Rwanda's farmers the knowledge-intensive sector it needs to be in order to see the private sector flourish and for farmers' to begin to see this sector as a business.	Create the environment, infrastructure and knowledge necessary for a strong inputs and processing sector.	Strengthen the institutional environment, particularly at MINAGRI, to improve its capacity to implement the sector's strategy.

Program	Cost (US\$)	GoR & DP Gap	PS Gap
Program 1	624,821,658	273,062,818	0
Program 2	41,960,157	14,683,189	0
Program 3	127,822,126	23,018,152	55,000,000
Program 4	20,831,000	13,568,838	0
Total	815,434,941	324,332,997	55,000,000

Source: ASIP, 2009.

2.3 Crop intensification programme (CIP)

Largest programme in the country. For 2009/2010, two-third (RWF 22billion) of the MINAGRI budget was allocated to this programme (IFAD, 2011).

Land use consolidation

Attempts to impose its views to the farmers. This was the contrary to the developments in agricultural policies since the end of 1990s. The population complained at local from this idea of imposing the crop choices to the farmer and after 2 years of implementation, the policy is now revised by letting more choices to the farmer.

2.4 The National Agricultural Extension Strategy

It aims to fit the objectives and “to contribute in achieving National and international development goals, such as: (i) Vision 2020 which considers agricultural sector as the main source of economic growth of the country, (ii) Poverty Reduction Strategy Paper which currently entered its second phase called “Economic Development and Poverty Reduction Strategy, 2008-2012”, (iii) National agricultural policy, and (iv) the Strategic Plan for the Transformation of Agriculture (PSTA), Millennium development goals and NEPAD perspectives”²⁵.

It is based on several guiding principles as participatory extension, multi approach and method, demand driven and oriented market oriented extension.

The idea was to support the different strategies (coordination?). The strategy frames a few principles and the methods to be employed to implement and reach the objectives.

²⁵ Ministry of Agriculture and animal resources, National agricultural extension strategy, April 2009.

2.5 Other stakeholders and strategies

RAB: Rwanda agriculture board²⁶

RAB groups the Rwanda Animal Resources Development Authority (RARDA), the Rwanda Agricultural Development Authority and the Rwanda Agriculture Research Institute.

It has the general mission of developing agriculture and livestock, through research, agricultural extension, education and training for farmers in new technologies.

RAB is ensuring a strong follow-up and monitoring of internal and external interventions in agriculture. For example, its website gives the list of all internally and externally funded actions for each fiscal year (up to date), their budget, duration, donor and the name of the coordinator. We can see that 54 projects are externally funded in the FY 2013-2014.

Strategic Analyses and Knowledge Support Systems (SAKSS)²⁷

Its aim is to inform and guide CAADP implementation process in Rwanda, and to improve the quality of policy and strategy design implementation, especially through dialogue processes. “The establishment of a Rwanda SAKSS node will provide a framework within which targeted knowledge products emanating from policy-relevant research, objective analysis, and high-quality local data can be made available and used during the policy making processes related to the design and implementation of these programmes”²⁸.

The National Rice Policy

It is the national implementation of an initiative launched by the Coalition for African Rice Development in 2008²⁹.

In Rwanda, the National rice development strategy (NRDS) was launched in 2010. The aim of the policy is to attain self-sufficiency and competitiveness in rice production. . The strategies aspire to increase the area under rice cultivation to 28 500 ha (12 400 ha in 2010) and produce surplus for exports by 2018.

The Agricultural Mechanization Strategy, 2010-2015

This is the road map to “creating conditions that are conducive to the adoption of appropriate tools, implement machinery in the most effective and efficient way”.

The strategy focuses on mechanization in the value chain to improve product quality, value and “farm profitability”. The idea is to increase the share of motor and animal power.

The aim is to modernize 50% of Rwanda’s agriculture by 2020³⁰.

²⁶ <http://www.rab.gov.rw/> , <http://www.rdb.rw/departments/agriculture.html>

²⁷ <http://www.resakss.org/>

²⁸ Government of Rwanda, Long-term Framework for the implementation of the CAADP, Guiding the economic development and poverty reduction strategy and supporting the strategic plan for agricultural transformation, March 2007.

²⁹ <http://www.riceforafrica.org/> “Enabling implementation of Rwanda’s National Rice Development Strategies”

³⁰ ALINDA, F., ABBOTT, P., Agricultural Policy and Institutional framework for Transformation of Agriculture, Economic Development and Poverty Reduction in Rwanda, Institute of Policy analysis and research-Rwanda, April 2012.

The National Post-Harvest Staple Crop Strategy, 2011-2016

The strategy is a Ministry of Agriculture's initiative.

The 5 years framework focuses on the harvest quality, especially through trade, storage and marketing, but it also aims to reduce the post-harvest losses.

UN Development Assistance framework for Rwanda (UNDAF), 2013-2018³¹

This framework is part of a common business plan for the UN agencies and national partners. The five result areas are: i) good governance, ii) health, population, HIV and nutrition, iii) education, iv) environment, v) sustainable growth and social protection.

2.6 Livestock support programmes

Since ancient history, livestock, and cattle and dairy cows in particular, have been an integral part of the national culture and per capita consumption of milk used to be among the highest in the world³². The genocide dramatically reduced the livestock population but during the last decade, the numbers of most types of livestock have increased and animal production has more than tripled.

Under the Girinka programme, nearly 200,000 mainly improved/exotic dairy cows have been distributed to poor households (which in turn distribute the calves to poor neighbours). In addition, an artificial insemination programme is producing improved crosses with better productive capacity than indigenous races. Other services (technical support, vet, access to fodder) are also made available to help farmers to take care of the cows. As a result, milk production has increased about seven times³³ from a low base in 2000, enabling Rwanda to start a school milk feeding programme. And the animals are providing manure to fertilise the small plots of lands cultivated by the farmer³⁴.

3. Food security and nutrition policy

Nutrition is a sub-sector of the Ministry of Health.

In Rwanda, food security and nutrition questions are mainly included in agriculture and poverty eradication documents. For example, nutrition issues are components of the Vision 2020 and the EDRPS.

3.1 The National Nutrition Policy³⁵

The policy was made in 2005, the context of the realization of the critical nutritional situation (that had worsened for children under five and women), especially following the events of the 1990s. It follows the Millennium Development Goals. "Concerned with this situation, the Government of Rwanda has decided to focus on nutrition interventions in various sectoral development programs, by developing this multisectoral nutrition policy".

³¹ UN Rwanda, Development assistance plan 2013-2018, July 2013.

³² IFAD, 2011

³³ MINAGRI, September 2010: Agricultural Sector Performance Report (figure 1.2i)

³⁴ See website <http://rwandapedia.rw/explore/girinka>

³⁵ Ministry of health, The National Nutrition policy, October 2005.

The guiding principles of this strategy were: decentralization, empowerment of grassroots communities, integration in other development plans and intersectoral collaboration and coordination.

There is no budget or deadline indicated.

3.2 Action plans to eliminate malnutrition

The Multisectoral Strategy and action plan to Eliminate Malnutrition (NSEM)³⁶

This action plan has the impact objective to reduce by 30% all forms of malnutrition in Rwanda by 2013. It is implemented by the Ministry of health.

The general objective is “to improve the nutrition status of the vulnerable populations in Rwanda in order to reduce morbidity and mortality related to malnutrition through a multi-sectoral approach”³⁷.

District Action Plans to Eliminate Malnutrition (DPEMs)

As an integration of decentralization objectives, the plan is implemented by the districts (and mainly with their budget). The expected results are the development of the plan in all the districts, with multi-sectoral and a community-based approaches.

Joint Action Plan to Fight Malnutrition (JAPEM)

This plan is characterized by the number of stakeholders involved: Prime minister office, Ministry of Health, Ministry of Gender and Promotions of Family Affairs, Ministry of Agriculture, Ministry of local government, Ministry of Education.

This is the coordination framework of the NSEM. The four strategic interventions are: i) district plans to eliminate malnutrition (DPEMs), ii) behaviour change communication, iii) Coordination of all implementation plans and iv) monitoring and evaluation.

Sector levels plans:

Health sector strategic plan II (2009-2012)

National Strategy for infant and Young Child Feeding, 2011.

National policy on child health, 2009.

Strategic Plan for acceleration of Child Survival (2008-2012)

Early Childhood strategy and plan (2011-2016)

School health policy, 2012³⁸.

³⁶ Ministry of Health, Multisectoral strategy and action plan to eliminate malnutrition 2010-2013.

³⁷ CAADP, Nutrition country paper – Rwanda, East and Central Africa Regional CAADP Nutrition Program Development Workshop, February 2013.

³⁸ For details : CAADP, Nutrition country paper – Rwanda, East and Central Africa Regional CAADP Nutrition Program Development Workshop, February 2013.

4. Trade policy framework

The integration of trade in the various national development policies and strategies remained weak in the 2000s. In 2006, the Government launched the Trade policy and strategies³⁹ that framed the general orientations. The Minister of Trade and Industry requested a report from UNCTAD to assist Rwanda in the elaboration of a trade policy⁴⁰, especially to find measures to attract more foreign direct investments.

“Rwanda intends to vigorously reposition its trade policy and strategy, focusing on international trade to stimulate pro-poor development, especially promoting economic development, reducing poverty and improving the living standards of its people, particularly those in rural areas who remain marginalized from mainstream development”⁴¹.

4.1 Rwanda Trade Policy⁴²

This policy arrived in the context of political, economic and social developments that brought changes and challenges in the business environment: “in light of the changes such as Rwanda’s membership of the East African Community as well as recent strategic initiatives of the government of Rwanda, there is a need to review and rearticulate the Rwanda trade policy”.

The idea is that trade can provide a sustainable growth. It contributes directly to achievement of Vision 2020. The vision is “Growing sustainable and diversified quality products and services for trading locally, regionally and internationally with the aim of creating jobs, increasing incomes and improving the living standards of Rwandans”.

The policy document analyses the constraints to trade development and the institutional framework needed. One of the objectives is to promote exportations and to enhance participation

Furthermore, the **National Policy and Strategy on EAC integration**⁴³ first area of cooperation is trade liberalization and development: “to seek the most open internal market arrangements beneficial to Rwanda. For regional integration this implies aiming for the most liberal form of regional integration and at the same time ensuring that other partner States meet their obligations”.

4.2 Agricultural products trade policies

The agricultural products policies essentially focus on cash crops. For example, the National Agricultural Export Development Board (NAEB) emphasis on tea, coffee and horticulture staples action plans for exports⁴⁴.

Import and tariff regime

There are officially no restrictions on the importation of goods. “Importers are required to register their business with the RDB in order to obtain a certificate of incorporation, tax identification number and for social security registration”.

Rwanda is a member of EAC and has applied the Common External tariff since 2009.

³⁹ Ministry of Commerce, Industry, Investment promotion, Tourism and Cooperatives, “*Rwanda trade policy and strategy*”, February 2006.

⁴⁰ UN Conference on Trade and development, Rwanda’s development driven trade policy framework, 2010.

⁴¹ UNCTAD

⁴² Ministry of Trade and Industry, Rwanda trade policy, June 2010.

⁴³ Ministry of EAC, The national policy and strategy on EAC integration, February 2012.

⁴⁴ <http://www.naeb.gov.rw/>

As other EAC partners, there are 12 Sensitive Items but Rwanda has a “stay of application” on 4 products (wheat grain and flour, rice and sugar).

Item	Current official Sensitive Items rate	Actual applied rate in Rwanda (stay of application)
Milk and Milk Products	60%	60%
Wheat grain	35%	0%
Wheat flour	60%	35%
Maize	50%	50%
Rice	75%	30%
Sugar	100%	0%

Source: EAC Secretariat.

Export policy

Increasing exports is one of the main strategic goal of Rwanda to accelerate economic growth.

Rwanda’s five year National Export Strategy (NES) is the “mechanism through which Rwanda will be transforming into a globally competitive export let economy”⁴⁵. It focuses on traditional export sectors (tea, coffee, mining).

Furthermore, to enhance trade within the region, the Government wants to develop the countries transport infrastructures, especially through the Distribution and Logistic Services Strategy⁴⁶.

In 2012, Rwanda has finalized the National Cross-border Trade Strategy.⁴⁷ This strategy focuses on the promotion of formal and informal exports of Rwanda made produce to neighboring countries. “The vision of the Cross-Border Trade Strategy is dynamic and diversified trade with neighbouring countries, creating jobs and income in both the formal and informal sectors and improving the trade balance”.

Rwanda does not weight much in regional trade, and even less in staple food crops flows. Although trade is not prioritized in official documents, the government clearly position for exports promotion. It should be driven by the production diversification, wide market openness and small and medium enterprises initiatives –what should enhance the country’s growth.

An interesting point is that the cross border trade strategy that does not stipulates a control of informal trade. It gives space for small scale initiative that represent the largest share of current export from Rwanda.

However, the government tries to maintain a protection on several sensitive importations in the idea to preserve internal producers, as food prices are usually higher in Rwanda than in other countries of the EAC.

⁴⁵ GoR.

⁴⁶ WTO, Trade Policy review, Reports by the EAC members, October 2012.

⁴⁷ Ministry of Trade and Industry, The National Cross-border Trade strategy, draft for validation, August 2012.

III. CIVIL SOCIETY ACTORS AND THEIR PARTICIPATION IN AGRICULTURAL POLICY PROCESSES

Since the end of the genocide, many initiatives have emerged, especially for peace, rights and less for agriculture (except for land tenures). Civil society today involves many international NGOs and different charities affiliated to different religious organizations.

There is officially a dialogue between state and civil society, but it remains moderate following a survey made by CCOAIB in 2011. The government mainly focuses on private sector led economy to achieve financial self-reliance. “It’s in that sense that the chamber of Agriculture and livestock aim to promote, defend and sensitize its members, training and educating farmers, building an organisational frame work and increasing capacity of the Rwanda Agro –industry interests both locally and internationally” (PSF).

Civil society seems to have an insignificant role in influencing national -and even less regional- policies. Thus, there is no available document relating to civil society’s advocacy in agriculture and food policy policies, we do not know ESAFF Rwanda’s visibility.

Officially, the NEAS strategy “recognizes the complementarities and potential synergy of different actors in agricultural development (farmers’ organizations, research, extension, agricultural education institutions, input supply, micro credit and other public and private partners intervening in the sector”.⁴⁸

1. APPE-ESAFF

APPE-ESAFF was formalised in 2010. It gathers farmers’ groups (cooperative-like) in every providence of the country, but not in every district.

APPE-ESAFF provides different services depending on the groups and opportunities:

- Technical support, including on livestock.
- Linkages with research centres and good quality seeds providers
- Facilitation of village credit scheme to access inputs

However, these services are still developed at a very small scale since APPE has limited resources, coming mostly from farmers’ contribution and sub-contracting to government services.

In terms of advocacy, APPE-ESAFF is mostly working at local government level where several decisions regarding farmers are taken. For example, the members have been mobilised to claim for more flexibility in the land use consolidation programme (see above). APPE-ESAFF is also becoming more active at the national level in policy discussions with MINAGRI.

2. Other farmers’ organisations

IMBARAGA (Fédération des Agriculteurs et Eleveurs du Rwanda)

It is a trade union created by the Rwanda livestock farmers in 1992. It regroups several union organisations in agriculture and animal husbandry. Its mission is to defend and protect the social and economic interests of its members.

INGABO

It is a Farmer Trade Union created in 1992. They have a multi-year action plan regarding economic competitiveness at the regional, national and international markets. The main issues are increased agricultural production, marketing at remunerative prices and providing services.

⁴⁸ National Agricultural Extension Strategy, 2009.

National Cooperatives Confederation of Rwanda (NNCR)

This is the national umbrella that works to promote cooperatives rise and rights.

3. Other civil society organisations

Plateforme de la Société Civile Rwandaise (PSCR)

This platform works on the Rwandan civil society's efforts to accompany the development aid efforts to be more effective.

The aim is to contribute to the country's development while giving services to society, especially to vulnerable groups (following the lack of investment and will from the government). It also works on budget transparency and advocates (from public opinion) to a positive change.

The platform is the national chapter for EAC Civil Society Forum (EACSOF).

Chamber of the Rwanda Farmers

It is made up of 16 associations, 68 unions, 63 companies and 497 cooperatives. "With a vision to encourage a prosperous and cohesive market oriented agricultural sector that is both efficient and competitive, the Private Sector Federation (PSF) and the Chamber of Rwanda farmers (CRF) in partnership with Embassy of Netherlands have jointly launched a project, linking farmers to markets (LIFAM)"⁴⁹.

CCOAIB Conseil de Concertation des Organisations d'Appui aux Initiatives de Base

Created in 1987 by 12 OAIB, it is an umbrella organization of Rwandan local NGOs in development. It engages in lobbying and advocacy, capacity building, networking and information, research.

IV. CONCLUSIONS AND RECOMMANDATIONS

- Policies largely funded by external sources, but governmental leadership
- Strong policies targeting small scale farmers (CIP)

- While farmers are often put at the centre of the policy framework, there is paradoxically a tendency to impose choices to farmers (e.g. land re-allocation)
- Lack of engagement with CSOs and SSF organisations in strategy and policy elaboration.

- To strengthen the structure of ESAFF Rwanda and its grassroots level

⁴⁹ <http://www.psf.org.rw>

- To build alliances at national level to raise issues faced by SSF and be recognized as partners
- To insist on the capacity of Small scale farmers to take decisions on their own.

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Acronyms

AMS	Agricultural Mechanization Strategy
CARD	Coalition for African Rice Development
CFSVA	Comprehensive Food Security Vulnerability Assessment
DPEMs	District Action Plans to Eliminate Malnutrition
EDPRS	Economic development and poverty reduction strategy
GOR	Government of Rwanda
IPAR	Institute of Policy Analysis and Research
JAPEM	Joint Action Plan to Fight Malnutrition
NAES	National Agricultural Extension Policy
NES	National Export Strategy
NBR	National Bank of Rwanda
NRP	National Rice policy
NSEM	The Multisectoral Strategy and action plan to Eliminate Malnutrition
PSF	Private Sector Federation
PSTA	Strategic Plan for the Transformation of Agriculture
RAB	Rwanda Agriculture Board
SAKSS	Strategic Analyses and Knowledge Support Systems
UNCTAD	UN Conference on Trade and Development
UNDAF	UN Development Assistance Framework for Rwanda
WFP	World Food Programme