

Signatura: EB 2013/109/R.15
Tema: 7 a) ii)
Fecha: 23 de agosto de 2013
Distribución: Pública
Original: Inglés

S



Dar a la población rural
pobre la oportunidad
de salir de la pobreza

República de Rwanda

Programa sobre oportunidades estratégicas nacionales

Nota para los representantes en la Junta Ejecutiva

Funcionarios de contacto:

Preguntas técnicas:

Francisco Pichón

Gerente del Programa en el País
Tel.: (+39) 06 5459 2128
Correo electrónico: f.pichon@ifad.org

Envío de documentación:

Deirdre McGrenra

Jefa de la Oficina de los Órganos Rectores
Tel.: (+39) 06 5459 2374
Correo electrónico: gb_office@ifad.org

Junta Ejecutiva — 109º período de sesiones
Roma, 17 a 19 de septiembre de 2013

Para **examen**

Índice

Acrónimos y siglas	iii
Resumen de la estrategia en el país	v
I. Introducción	1
II. Contexto nacional	1
A. Situación económica, agrícola y de la pobreza rural	1
B. Políticas, estrategias y contexto institucional	4
III. Enseñanzas de la experiencia del FIDA en el país	6
A. Resultados, impacto y desempeño anteriores	6
B. Enseñanzas extraídas	6
IV. Marco estratégico del FIDA en el país	7
A. Ventaja comparativa del FIDA en el país	7
B. Objetivos estratégicos	8
C. Oportunidades de innovación y ampliación de la escala	10
D. Estrategia de focalización	10
E. Vinculaciones con las políticas	11
V. Gestión del programa	11
A. Seguimiento del COSOP y los resultados	11
B. Gestión del programa en el país	11
C. Asociaciones	12
D. Gestión de conocimientos y comunicación	13
E. Marco de financiación con arreglo al PBAS	13
F. Riesgos y gestión del riesgo	14
Apéndices	
I. COSOP consultation process (Proceso de consulta del COSOP)	1
II. Country economic background (Antecedentes de la economía del país)	9
III. COSOP results management framework 2013-2018 (Marco de gestión de los resultados del COSOP 2013-2018)	10
IV. Previous COSOP results management framework (Marco de gestión de los resultados del COSOP anterior)	12
V. CPE Agreement at Completion Point (Acuerdo en el punto de culminación de la EPP)	13
VI. PBAS scores and annual allocation (Puntuaciones con arreglo al PBAS y asignación anual)	21
VII. Ongoing portfolio and pipeline development during COSOP period (Cartera en curso y tramitación de proyectos durante el período abarcado por el COSOP)	22

Expedientes principales

Expediente principal 1	Rural poverty and agricultural/rural sector issues	29
	(La pobreza rural y las cuestiones relativas a los sectores agrícola y rural)	
Expediente principal 2	Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT]) analysis	32
	(Matriz de organizaciones (análisis de las fortalezas, oportunidades, debilidades y amenazas [análisis FODA])	
Expediente principal 3	Complementary donor initiative/partnership potential	35
	(Posibilidades complementarias de asociaciones o iniciativas con donantes)	
Expediente principal 4	Target group identification, priority issues and potential response	38
	(Identificación del grupo objetivo, cuestiones prioritarias y posible actuación)	

Acrónimos y siglas

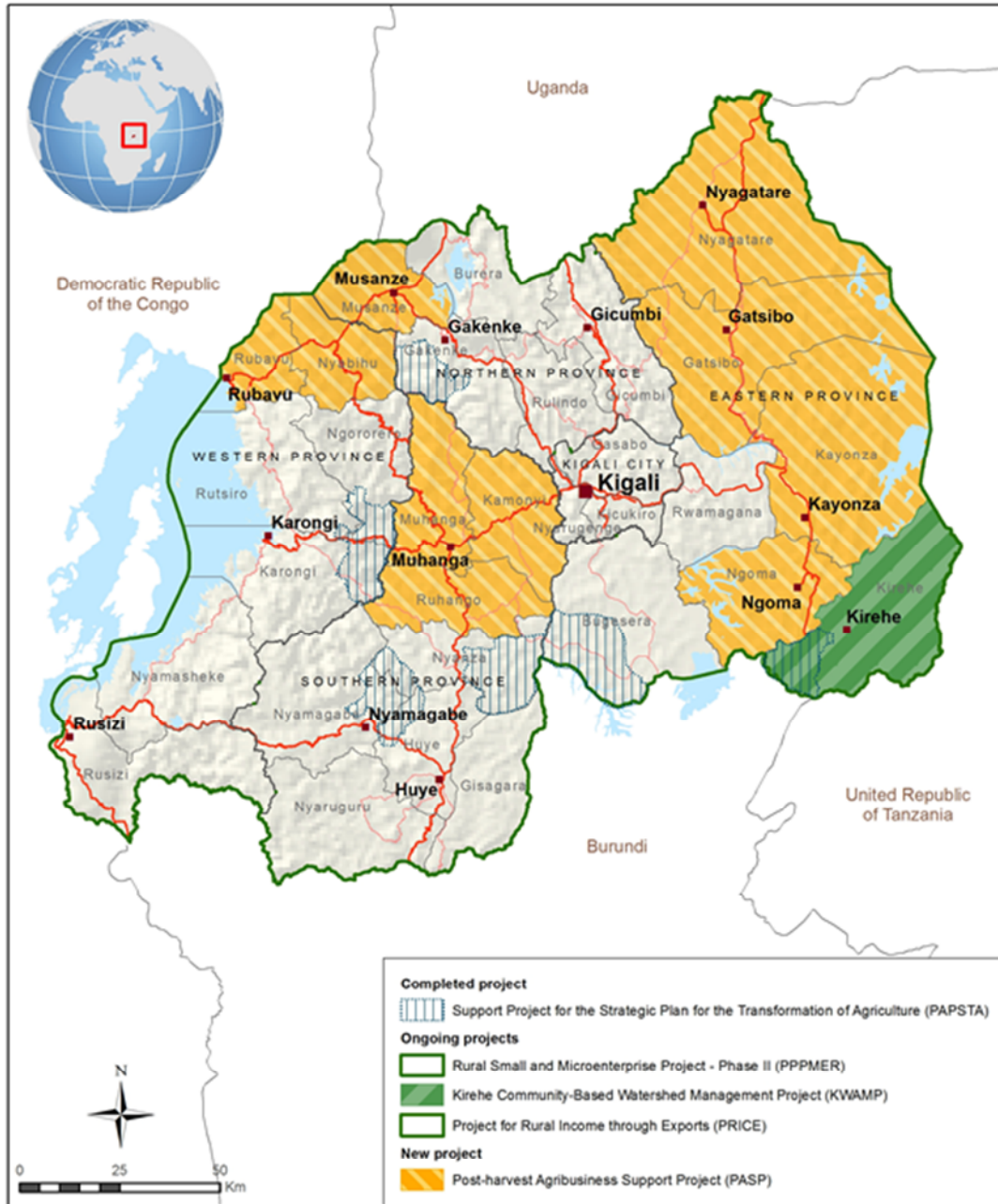
AFR	Access to Finance Rwanda
ASAP	Programa de Adaptación para la Agricultura en Pequeña Escala
BRD	Banque Rwandaise de Développement
CAAD	Programa general para el desarrollo de la agricultura en África
COSOP	programa sobre oportunidades estratégicas nacionales
EPP	evaluación del programa en el país
FAO	Organización de las Naciones Unidas para la Alimentación y la Agricultura
IOE	Oficina de Evaluación Independiente
MINAGRI	Ministerio de Agricultura y Recursos Animales
OMS	Organización Mundial de la Salud
ONG	organización no gubernamental
PBAS	sistema de asignación de recursos basado en los resultados
PIB	producto interno bruto
PMA	Programa Mundial de Alimentos
PNUD	Programa de las Naciones Unidas para el Desarrollo
PNUMA	Programa de las Naciones Unidas para el Medio Ambiente
PROCASUR	Corporación Regional de Capacitación en Desarrollo Rural
REACH	Iniciativas renovadas contra el hambre infantil
RIMS	sistema de gestión de los resultados y el impacto
SNV	Servicio Holandés de Cooperación al Desarrollo
UNICEF	Fondo de las Naciones Unidas para la Infancia
USAID	Agencia de los Estados Unidos para el Desarrollo Internacional

Mapa de la zona del proyecto

Rwanda

IFAD-funded ongoing operations

COSOP



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.
 Map compiled by IFAD | 19-04-2013

Fuente: FIDA

Las denominaciones empleadas y la forma en que aparecen presentados los datos en este mapa no suponen juicio alguno del FIDA respecto de la demarcación de las fronteras o límites que figuran en él ni acerca de las autoridades competentes.

Resumen de la estrategia en el país

1. El nuevo programa sobre oportunidades estratégicas nacionales (COSOP) basado en los resultados se ha elaborado al mismo tiempo que se formulaba la segunda Estrategia de desarrollo económico y reducción de la pobreza (2013-2018) y el tercer Plan Estratégico de Transformación del Sector Agrícola (2013-2017) del Gobierno. Gracias a ello ha sido posible incorporar la formulación del COSOP en los objetivos de desarrollo a largo plazo del país y garantizar la plena alineación del programa del FIDA en el país actual y futuro con el programa de inversiones y el marco normativo del Gobierno.
2. El objetivo general del COSOP es mitigar la pobreza mediante el empoderamiento de los hombres y las mujeres pobres del medio rural para que participen activamente en la transformación del sector agropecuario y el desarrollo rural, así como mediante la reducción de la vulnerabilidad al cambio climático.
3. El FIDA concentrará su cooperación en tres esferas con buenas perspectivas de ampliación de escala: i) el desarrollo zonal, en particular la gestión integrada de las cuencas hidrográficas, el riego en las zonas pantanosas y las laderas y la intensificación de la agricultura y la ganadería; ii) el fomento de las cadenas de valor dedicadas a la exportación, las actividades poscosecha y las agroindustrias resistentes al clima, y iii) la nutrición y la integración social y económica de las poblaciones más vulnerables, en particular el empoderamiento de las mujeres.
4. El COSOP abarcará dos ciclos del sistema de asignación de recursos basado en los resultados (PBAS) del FIDA, a saber, 2013-2015 y 2016-2018. Sobre la base de las actuales puntuaciones del PBAS, se calcula que los fondos del FIDA para el período combinado ascenderán a entre USD 90 millones y USD 95 millones, incluida una financiación del Programa de Adaptación para la Agricultura en Pequeña Escala.
5. El FIDA promoverá activamente la participación de los asociados en el desarrollo interesados en cofinanciar sus operaciones en Rwanda con miras a aumentar el alcance y el impacto del programa en el país y promover la estrategia de ampliación de escala a largo plazo, pero el Gobierno impulsará este proceso de acuerdo con sus propios objetivos y prioridades nacionales. La colaboración con el Banco Mundial, la Unión Europea y otros asociados en el desarrollo, que tienen mayores servicios financieros, técnicos y de asesoramiento complementarios, ayudará al FIDA a movilizar sus recursos que son más limitados, de modo que la intervención alcance la escala deseada. Se prevé establecer asociaciones con la Organización de las Naciones Unidas para la Alimentación y la Agricultura y el Programa Mundial de Alimentos para llevar a cabo las actividades en las zonas donde se están ejecutando los proyectos respaldados por el FIDA, con miras a aprovechar las posibles sinergias y las estructuras de ejecución de los proyectos que ya están establecidas.

República de Rwanda

Programa sobre oportunidades estratégicas nacionales

I. Introducción

1. En 2012, la Oficina de Evaluación Independiente del FIDA (IOE) llevó a cabo una evaluación del programa en el país (EPP) que abarcó las operaciones respaldadas por el FIDA en Rwanda durante el último decenio. El presente programa sobre oportunidades estratégicas nacionales (COSOP) basado en los resultados recoge las recomendaciones de la EPP y describe los acuerdos alcanzados con el Gobierno de Rwanda respecto del programa del FIDA en el país para el período 2013-2018, correspondiente a los dos próximos ciclos del sistema de asignación de recursos basado en los resultados (PBAS) del FIDA.
2. La formulación del COSOP se llevó a cabo en colaboración con el Centro de Inversiones de la Organización de las Naciones Unidas para la Alimentación y la Agricultura (FAO) y entrañó amplias consultas con los principales ministerios gubernamentales, la sociedad civil y los asociados en el desarrollo pertinentes (véase el apéndice I). La identificación de las esferas de actuación del FIDA se basó en la ventaja comparativa del Fondo y en la clara orientación proporcionada por el marco normativo del Gobierno, tal como se establece en la segunda Estrategia de desarrollo económico y reducción de la pobreza (2013-2018) y el tercer Plan Estratégico de Transformación del Sector Agrícola (2013-2017).

II. Contexto nacional

A. Situación económica, agrícola y de la pobreza rural

Antecedentes de la economía del país

3. Rwanda es un pequeño país sin litoral, con escasos recursos naturales y una pequeña industria minera. La población ha crecido a un ritmo del 2,6 % en los últimos 10 años y alcanzó un total de 10,5 millones de habitantes y una densidad demográfica de 416 en 2012, la más alta en África. Pese a que Rwanda se encontraba en una situación extremadamente precaria en 1994, ha logrado resultados extraordinarios en dos decenios. Gracias al fuerte crecimiento económico de los últimos 10 años, la pobreza ha disminuido del 57 % (2005) al 45 % (2011), pero sigue siendo elevada en las zonas rurales.
4. Según la reciente actualización económica sobre Rwanda del Banco Mundial (2013), el aumento de la productividad agrícola ha sido el motor principal del crecimiento y la reducción de la pobreza. Junto con el incremento de la comercialización de la producción agrícola, que se refleja en la creciente proporción de cosechas vendidas en los mercados locales, el incremento de la producción originó casi el 45 % de la reducción de la pobreza en el último decenio. Sin embargo, Rwanda ocupa el puesto 167 de un total de 186 países según el índice de desarrollo humano de 2012 y el puesto 76 de un total de 148 países según el índice de desigualdad de género.
5. El producto interno bruto (PIB) de Rwanda ha crecido a un ritmo anual medio del 8 % durante los últimos 20 años, y el PIB per cápita llegó a USD 644 en 2012 (en comparación con USD 479 en 2008). En el período abarcado por la primera Estrategia de desarrollo económico y reducción de la pobreza (2008-2012), el país registró altas tasas medias de crecimiento en todos los sectores. Sin embargo, la variabilidad climática actual, si no se aborda, impondrá importantes costos económicos a este crecimiento. Según un estudio realizado en 2009 por el Instituto del Medio Ambiente de Estocolmo, la adaptación al cambio climático costará a Rwanda entre USD 50 millones y USD 300 millones al año de aquí a 2030.

6. Los resultados positivos de Rwanda están impulsados por la estabilidad de las políticas macroeconómicas orientadas al mercado, la mejora de los marcos reglamentarios y las interacciones relativamente transparentes con el sector privado. Una sólida política de lucha contra la corrupción ha aumentado la confianza empresarial. Sin embargo, los efectos de este crecimiento han sido menores de lo previsto en los segmentos más pobres de la población, como demuestra el coeficiente de Gini en el último decenio.
7. El gasto público en la agricultura aumentó sistemáticamente a un ritmo anual medio del 10 % en los últimos cuatro años, lo que corresponde a casi el 6 % del presupuesto total del Gobierno. Sin embargo, este incremento sigue siendo reducido frente al objetivo del Programa general para el desarrollo de la agricultura en África (CAADP) de asignar una proporción del presupuesto del 10 % a la agricultura. Rwanda, que registra una tasa media de crecimiento del 5,5 %, está haciendo progresos para alcanzar la tasa anual de crecimiento agrícola del 6 % del CAADP antes de 2015. Sin embargo, el presupuesto del Gobierno depende en gran medida de la ayuda exterior (el 40 % del presupuesto nacional) y esto podría ser un riesgo potencial para la estabilidad y la sostenibilidad de las inversiones públicas.

El sector agropecuario y la pobreza rural

8. En la segunda Estrategia de desarrollo económico y reducción de la pobreza se reconoce que el sector agropecuario es prioritario, capaz de estimular el crecimiento económico y contribuir significativamente a la reducción de la pobreza. El objetivo del Gobierno es pasar de la agricultura de subsistencia a la producción comercial, y de los productos de bajo valor a los de alto valor. Entre los principales cultivos alimentarios cabe citar el sorgo de secano, la banana, el frijol, la batata y la yuca, pero el maíz, el arroz, la papa común y las frutas y las hortalizas son cultivos que han adquirido importancia entre los pequeños agricultores. El té y el café son, con mucho, los principales cultivos de exportación tradicionales y proporcionan el 70 % de los ingresos de las exportaciones agrícolas.
9. El crecimiento sostenido del sector se ha visto impulsado por importantes inversiones públicas en la consolidación del uso de la tierra, el riego, la conservación del suelo y el agua, el acceso a los insumos, el aumento de la actividad ganadera y la creación de capital social mediante el fomento de cooperativas. La intensificación sostenible de los sistemas de producción es una prioridad del Gobierno, junto con la creación de empleo no agrícola para promover medios de vida alternativos y la movilidad económica fuera de la producción primaria.
10. **La pobreza y la malnutrición en las zonas rurales.** Se calcula que la tasa de pobreza es del 45 % a escala nacional. La pobreza extrema se redujo del 40 % en 2000 al 24 % en 2011. Las provincias septentrional y oriental son las que han experimentado las mayores mejoras, mientras que las provincias occidental y meridional aún tienen los porcentajes de pobreza más altos, del 56 % y el 48 %, respectivamente. A pesar de estos logros, la prevalencia de la malnutrición crónica (retraso del crecimiento) entre los niños menores de cinco años sigue siendo muy elevada (el 43 %).
11. Los pequeños productores poseen una media de 0,59 hectáreas (ha), lo que limita seriamente la capacidad de la población rural de salir de la pobreza. Por lo general, los hogares más pobres no tienen tierra o poseen parcelas muy pequeñas (el 35 % es de menos de 0,2 ha) y tienen bajos niveles de alfabetización y escaso acceso a los servicios. Los hogares expuestos a inseguridad alimentaria suelen estar encabezados por mujeres, personas mayores o personas no instruidas. En los últimos cinco años, la pobreza se redujo en casi todas las categorías, sobre todo en

las que dependen de los salarios no agrícolas, el autoempleo o las transferencias y, en menor medida, en las que dependen de la agricultura o el trabajo asalariado agrícola.

12. **La intensificación de la producción agrícola.** El Programa de Intensificación de Cultivos es la intervención más importante que el Ministerio de Agricultura y Recursos Animales (MINAGRI) ha llevado a cabo desde 2007. Este programa incluye la facilitación del acceso a semillas y fertilizantes mejorados, la consolidación del uso de la tierra, la prestación de servicios de asesoramiento y la mejora de la manipulación poscosecha y las instalaciones de almacenamiento. Gracias a estas intervenciones, la producción total de maíz, trigo y yuca se triplicó desde 2007 hasta 2011, la producción de frijoles se duplicó, y la de arroz y papa común aumentó en un 30 %. Las próximas tareas a las que se enfrenta el Programa de Intensificación de Cultivos son el aumento de la eficacia de los insumos agrícolas utilizados, el abandono gradual de las subvenciones a los insumos sin causar una disminución en el uso de los insumos y en la productividad agrícola, la reducción al mínimo de las pérdidas durante y después de las cosechas en vista de una creciente variabilidad climática, y el fortalecimiento de los vínculos de los pequeños productores con los mercados y los servicios de información.
13. **La ganadería y la integración de las actividades agrícolas y ganaderas.** Tradicionalmente, la ganadería, sobre todo el ganado lechero, ha sido una parte integrante de los sistemas de producción en Rwanda. Existen diversos sistemas de producción, desde sistemas agropastorales extensivos en la provincia oriental, donde se concentra más del 40 % de los rebaños, hasta sistemas agropecuarios integrados. Durante el período del genocidio, el 80 % del ganado vacuno y el 90 % de los pequeños rumiantes fueron diezmados, pero en los últimos 10 años, la reconstitución de la cabaña ha recibido un apoyo activo, por lo que el número de animales se ha restablecido prácticamente a los niveles de 1994.
14. Mediante el programa "una vaca para cada familia pobre" (girinka), que tiene como objetivo distribuir ganado a los hogares pobres, se ha logrado aumentar los ingresos rurales y la producción de leche, que pasó de 50 000 toneladas en 2000 a 450 000 toneladas en 2012. Habida cuenta de que la producción lechera en pequeña escala es una ocupación a la que se dedican principalmente las mujeres, esta actividad ha contribuido al empoderamiento de la mujer en las zonas rurales. Sin embargo, este sector es vulnerable al cambio climático desde el punto de vista de la producción, ya que el agua para la producción de forraje escasea en algunas zonas, y las fluctuaciones de temperatura requieren cambios en los sistemas de alimentación con forraje y crean complicaciones para almacenar y refrigerar la leche de forma segura en la cadena de suministro para los consumidores.
15. **Organizaciones y cooperativas de agricultores.** Rwanda tenía una variedad de formas tradicionales de grupos de autoayuda, algunas de las cuales han sobrevivido hasta nuestros días. El Gobierno ha ayudado a transformar estos sistemas tradicionales de solidaridad y asistencia mutua en estructuras de desarrollo de orientación económica, como las cooperativas. En consecuencia, el número de cooperativas ha aumentado de unas 900 en 2005 a 4 987 cooperativas registradas en 2012. Estas suelen agruparse en función de los productos básicos, lo que ofrece grandes posibilidades, sobre todo en los mercados de arroz, té, café, papa, yuca y maíz. El Organismo de Cooperativas de Rwanda desempeña una función de supervisión, pero también interviene en el fomento de las capacidades administrativas y de gestión de las cooperativas.
16. **Pérdidas poscosecha.** Las pérdidas poscosecha son una de las principales causas de ineficiencia en la producción agrícola en Rwanda. Actualmente, las pérdidas de los principales productos básicos ascienden a casi el 30 % de los productos cosechados. Por consiguiente, es necesario mejorar urgentemente la manipulación poscosecha y la infraestructura (recolección, limpieza, secado y almacenamiento),

así como el acceso de los pequeños agricultores a los mercados. Debido al cambio climático y los sistemas de doble cultivo promovidos por el Programa de Intensificación de Cultivos (triple cultivo en algunas zonas), ahora la cosecha se lleva a cabo en períodos del año que son más húmedos, por lo que los agricultores ya no pueden depender del sol para secar los cereales hasta obtener unos niveles de humedad adecuados para el almacenamiento. Hay que entender mejor el modo en que las condiciones agrometeorológicas actuales y futuras influyen en las actividades durante y después de la cosecha, a fin de velar por que la infraestructura rural y las inversiones conexas sean resistentes a estos cambios de los patrones climáticos.

17. **Acceso a los servicios financieros.** La falta de acceso a la financiación es un obstáculo importante para el desarrollo económico y social equitativo en Rwanda. El Gobierno ha puesto mucho empeño en aumentar el acceso a los servicios financieros y mejorar su calidad, así como para eliminar los obstáculos conexas, en particular mediante: la aprobación y aplicación de estrategias sectoriales; el apoyo a la creación de capacidad de las instituciones de microfinanciación y las cooperativas de ahorro y crédito, y la armonización del apoyo estatal gracias al establecimiento del Fondo de Desarrollo Empresarial.
18. **Las mujeres de las zonas rurales.** Los avances logrados en la participación de las mujeres en la sociedad son un ambicioso objetivo nacional y un indicador del compromiso de Rwanda con el empoderamiento de la mujer. Se calcula que el 56 % de los miembros del Parlamento y un tercio del Gabinete son mujeres. A pesar de estos resultados, el 62 % de los hogares encabezados por mujeres siguen viviendo por debajo de la línea de pobreza, en comparación con el 54 % de los hogares encabezados por hombres. Las mujeres empobrecidas son vulnerables a la discriminación y al círculo vicioso de una atención de salud y una educación insuficientes, así como a la falta de conocimiento de sus derechos legales.
19. **Los jóvenes y el empleo no agrícola.** El número de personas de 16 años o más ha pasado de casi 4,1 millones en 2001 a 5,9 millones en 2011, un crecimiento de 1,8 millones de adultos, aproximadamente. La mayoría de los nuevos empleos no agrícolas se han creado en las pequeñas empresas y las microempresas del sector no estructurado. El Gobierno ha fijado el objetivo de crear 200 000 puestos de trabajo al año. Debido a la escasez de tierras, ofrecer suficientes oportunidades de trabajo para los jóvenes que no tienen acceso a recursos productivos supone un enorme desafío para el país.
20. **El medio ambiente y el cambio climático.** Rwanda es muy vulnerable al cambio climático ya que depende de la agricultura de secano para sostener los medios de vida rurales y las exportaciones. Esto se ha visto corroborado por los frecuentes fenómenos meteorológicos extremos, que tienen importantes repercusiones socioeconómicas y reducen el crecimiento económico en diversas regiones. Según el Programa Nacional de Adaptación al Cambio Climático, los efectos de las recientes inundaciones y sequías relacionadas con El Niño y La Niña se han visto exacerbados por el cambio climático y las malas condiciones ambientales imperantes en el país. Las hipótesis de los modelos climáticos indican que habrá aumentos en la temperatura media anual de hasta 3,25 °C antes de finales de siglo, lo que se prevé causará pérdidas importantes en la producción agrícola. Hay mayor incertidumbre en cuanto a los cambios en las precipitaciones, si bien la mayoría de los modelos prevén que las lluvias aumentarán y que puede haber un cambio en las fechas de las dos temporadas agrícolas que han caracterizado los sistemas de secano de Rwanda.

B. Políticas, estrategias y contexto institucional

Contexto institucional nacional

21. Desde el genocidio de 1994, el Gobierno ha tratado de crear una forma más integradora de gobernanza, basada en una única identidad nacional y en el

aumento de la descentralización. Una característica especial en Rwanda es la adopción de “contratos anuales basados en los resultados” (imihigo) en todos los niveles de gobierno, a fin de crear incentivos para la rendición de cuentas en el sector público y obtener objetivos de desarrollo verificables.

22. Las cooperativas han contribuido a la reconstrucción del capital social y la cohesión entre las personas pobres del medio rural y, cada vez más, prestan asistencia técnica a los miembros, amplían el crédito, facilitan el acceso a los insumos y organizan la comercialización colectiva. Están surgiendo asociaciones de productores no agrícolas, y las organizaciones de agricultores organizadas en función de las cadenas de productos básicos también se están volviendo más representativas y están expresando sus opiniones de manera más explícita.
 23. **Visión 2020.** Los objetivos de desarrollo a largo plazo de Rwanda están definidos en la Visión 2020, que se basa en la buena gobernanza, el fomento de los recursos humanos, una economía impulsada por el sector privado, el desarrollo de infraestructura, una agricultura impulsada por el mercado y la integración económica regional. El Gobierno pretende transformar el país, pasando de una economía de bajos ingresos basada en la agricultura a una economía orientada a los servicios de aquí a 2020.
 24. **Primera Estrategia de desarrollo económico y reducción de la pobreza.** Los logros alcanzados durante el período abarcado por esta primera estrategia han sido notables por lo que se refiere no solo al crecimiento económico y al aumento de los ingresos, sino también a otras dimensiones del bienestar. La segunda Estrategia de desarrollo económico y reducción de la pobreza (2013-2018) está estructurada en torno a cuatro temas: i) la aceleración del crecimiento económico para tratar de adquirir la condición de país de ingresos medios; ii) el desarrollo rural para reducir la pobreza de manera sostenible; iii) el fomento de la productividad y el empleo juvenil, y iv) la mejora de la prestación de servicios y la participación ciudadana en el proceso de desarrollo. El principal objetivo de esta estrategia es reducir la pobreza (estimada en 2012 en USD 194 por adulto al año) del 45 % al 30 % y la pobreza extrema (USD 137), del 24 % al 9 %.
- Estrategia nacional de reducción de la pobreza rural**
25. El tercer Plan Estratégico de Transformación del Sector Agrícola tiene por objeto transformar la agricultura de Rwanda de una actividad de subsistencia a un sector basado en los conocimientos que crea valor. Este plan hace hincapié en las cadenas de valor y los mercados; la calidad de los productos y la obtención de precios más elevados; la acumulación de la producción para facilitar el acceso a los insumos, los servicios y los mercados; el aumento de las exportaciones, y la ampliación de la función del sector privado en la producción de cultivos de regadío. El MINAGRI tiene un profundo sentido de apropiación y ejerce un firme liderazgo con respecto a la estrategia relativa al sector agropecuario y, según los asociados en el desarrollo, la puesta en práctica del plan estratégico es sumamente eficaz.
 26. **Estrategia nacional multisectorial para eliminar la malnutrición.** La lucha contra la malnutrición ocupa un lugar destacado en la agenda normativa del Gobierno. Se ha creado una estructura de coordinación que responde directamente al Primer Ministro, en la que participan varios ministerios fundamentales (el Ministerio de Salud, el Ministerio de Administración Local, el MINAGRI, el Ministerio de Educación y el Ministerio de Género y Promoción de la Familia). Mediante el programa Iniciativas renovadas contra el hambre infantil (REACH), puesto en marcha a nivel mundial por el Fondo de las Naciones Unidas para la Infancia (UNICEF), la Organización Mundial de la Salud (OMS), el PMA y la FAO y en el que el FIDA tiene intención de participar, se está ayudando a Rwanda a poner en práctica la Estrategia nacional multisectorial para eliminar la malnutrición para 2010-2013.

27. **Estrategia nacional sobre cambio climático y desarrollo con bajas emisiones de carbono.** La sensibilidad climática de los objetivos de desarrollo a largo plazo de Rwanda, que se puso de relieve por primera vez en el Programa Nacional de Adaptación al Cambio Climático, se ha examinado nuevamente en el marco de la Estrategia nacional sobre cambio climático y desarrollo con bajas emisiones de carbono de 2011. En esta estrategia se pone de manifiesto la necesidad de gestionar las consecuencias de la variabilidad climática para el desarrollo social, ambiental y económico del país. La estrategia proporciona el marco para un desarrollo que tiene en cuenta el cambio climático y produce pocas emisiones de carbono, que está incorporado en la segunda Estrategia de desarrollo económico y reducción de la pobreza y la Visión 2020 y que hace especial hincapié en el desarrollo de sectores agroindustriales dedicados a actividades poscosecha que producen bajas emisiones de carbono y son resistentes al clima.

Armonización y alineación

28. La ayuda externa sigue siendo indispensable a medio plazo para respaldar los objetivos de desarrollo nacional. Se ha establecido un sistema amplio de coordinación de la ayuda que abarca a varios grupos de coordinación y de trabajo bien consolidados. Los temas fundamentales para la eficacia de la ayuda son la igualdad de género, el desarrollo rural, el fomento de las capacidades y la creación de nuevas asociaciones público-privadas. En 2010/2011 el apoyo basado en los programas aumentó considerablemente, sobre todo gracias al incremento de la contribución de la Unión Europea.

III. Enseñanzas de la experiencia del FIDA en el país

A. Resultados, impacto y desempeño anteriores

29. Desde 1980 el FIDA ha concedido 14 préstamos en condiciones favorables a Rwanda, por un valor de USD 201,8 millones. El actual programa en el país asciende a un total de USD 81,1 millones. Los ejes temáticos de las intervenciones del FIDA son muy pertinentes para las prioridades nacionales de desarrollo y las estrategias sectoriales. El programa del FIDA en el país ha contribuido considerablemente a la mejora de los ingresos y la seguridad alimentaria en las zonas rurales, en particular mediante el desarrollo de las cuencas hidrográficas, el aumento de la producción en las zonas pantanosas y las laderas de regadío, el desarrollo de la ganadería, el fomento de los cultivos de exportación y la promoción de las empresas rurales. Según la valoración general realizada por la EPP, tanto los resultados del COSOP como la asociación entre el FIDA y el Gobierno son satisfactorios.

B. Enseñanzas extraídas

30. Las principales enseñanzas que se desprenden de la ejecución del programa en el país (véase el apéndice V) son las siguientes:
- Desde 2005, los resultados de la cartera del FIDA han mejorado considerablemente gracias al fortalecimiento del entorno normativo e institucional, la ejecución de proyectos bien diseñados y que arrojan buenos resultados, la introducción del régimen de supervisión directa y el establecimiento de una presencia en el país.
 - El programa del FIDA en el país ha prestado un apoyo eficaz a la estrategia del Gobierno destinada a aumentar de manera sostenible la productividad agrícola de Rwanda, promover los cultivos de exportación de alto valor y crear empleo no agrícola. El FIDA ha proporcionado importantes recursos y asistencia técnica para la elaboración de políticas, en particular el tercer Plan Estratégico de Transformación del Sector Agrícola, y ha ayudado a establecer la nueva estructura institucional del MINAGRI.

- El apoyo que el FIDA ha prestado en el pasado ha sido menos eficaz a la hora de contribuir a acceder, de manera sostenible, a la financiación rural, en parte debido a la utilización de líneas de crédito para subvencionar las condiciones de los usuarios finales y las donaciones, en lugar de promover el establecimiento de intermediarios financieros sostenibles.
- La mayoría de los miembros de las cooperativas aún tienen escaso conocimiento de sus derechos y deberes, así como pocas capacidades empresariales y bajos niveles de alfabetización. Las cooperativas deberían concentrarse en la prestación de servicios básicos para sus miembros y dejar que las empresas del sector privado se encarguen de las tareas de elaboración más complejas.
- Las inversiones agrícolas del FIDA —el Proyecto de Apoyo al Plan Estratégico de Transformación del Sector Agrícola, el Proyecto de Ordenación Comunitaria de Cuencas Hidrográficas en Kirehe y el Proyecto de Desarrollo de Cultivos Comerciales y de Exportación en Pequeñas Explotaciones— y el apoyo que ha prestado a la creación de empleo no agrícola —el Proyecto de Promoción de las Pequeñas Empresas y las Microempresas Rurales - Fase II— están interconectados de manera lógica, pero se han creado pocas sinergias entre estos proyectos durante la ejecución.
- Las intervenciones relacionadas con las microempresas han beneficiado a los grupos rurales más pobres, especialmente las mujeres y los jóvenes desempleados de las zonas rurales, las personas sin tierra y los huérfanos, pero el aumento de los alimentos y la productividad de los cultivos comerciales ha beneficiado sobre todo a los pobres económicamente activos.
- El apoyo prestado a la regularización de los títulos de las tierras mediante el Proyecto de Ordenación Comunitaria de Cuencas Hidrográficas en Kirehe ha tenido como resultado la disminución de las controversias relativas a las tierras, el aumento del acceso al crédito, el reconocimiento del derecho de las mujeres a la tierra y la mejora de las inversiones en las tierras, como la reforestación y la conservación del suelo y el agua.
- En el marco del Proyecto de Apoyo al Plan Estratégico de Transformación del Sector Agrícola y el Proyecto de Ordenación Comunitaria de Cuencas Hidrográficas en Kirehe se promovió la integración de la agricultura y la ganadería mediante el programa “una vaca para cada familia pobre”, con el que se obtuvo un impacto inmediato en los medios de vida, ya que se produjo un incremento de más del 100 % de los ingresos de los hogares y una mejora de los resultados relativos a la nutrición.
- En la cartera de proyectos debe prestarse mayor atención tanto a los riesgos como a las oportunidades para el medio ambiente, ya que en el diseño de los proyectos anteriores no se ha incluido una evaluación detallada de los riesgos y las posibles ventajas de carácter ambiental y, por tanto, no se han previsto planes de mitigación apropiados.

IV. Marco estratégico del FIDA en el país

A. Ventaja comparativa del FIDA en el país

31. La ventaja comparativa del FIDA está relacionada con su enfoque de creación de capacidad institucional a nivel de distrito para fortalecer las estructuras de gobernanza de los distritos y otras instancias locales, con miras a llevar a cabo intervenciones para mejorar los medios de vida de los pequeños agricultores en las zonas rurales mediante la intensificación agrícola y la creación de empleo no agrícola. Junto con la Agencia de los Estados Unidos para el Desarrollo Internacional (USAID), el FIDA ha apoyado el desarrollo de los cultivos de exportación tradicionales (té y café), lo que le ha permitido acumular una

considerable experiencia operacional en esta esfera, que se ha incorporado en el Proyecto para la Promoción de los Ingresos Rurales mediante las Exportaciones, aprobado recientemente. El FIDA también ha sido uno de los asociados principales en la esfera de la creación de empleo no agrícola en los últimos 10 años, gracias a la primera y la segunda fase del Proyecto de Promoción de las Pequeñas Empresas y las Microempresas Rurales.

32. El Fondo ha establecido una asociación privilegiada con el MINAGRI, el Ministerio de Administración Local, el Ministerio de Comercio e Industria, el Ministerio de Recursos Naturales y el Ministerio de Finanzas y Planificación Económica, y trabaja directamente con las autoridades descentralizadas a fin de empoderar a los gobiernos locales y los comités sectoriales de desarrollo para la ejecución de las actividades de los proyectos. Entre las organizaciones no gubernamentales (ONG) que colaboran con el FIDA para llevar a cabo el programa en el país cabe citar las siguientes: el Servicio Holandés de Cooperación al Desarrollo (SNV), Heiffer-International, la Iniciativa de Desarrollo de Clinton-Hunter, el Servicio Alemán de Desarrollo y CARE International.

B. Objetivos estratégicos

33. El FIDA ha establecido el objetivo de beneficiar a 90 millones de habitantes pobres de las zonas rurales de 2012 a 2015 y de sacar de la pobreza a 80 millones de personas pobres en ese mismo período. Se prevé que el programa del FIDA en Rwanda beneficie a 700 000 habitantes pobres del medio rural y saque de la pobreza, de manera sostenible, a 300 000 de estos para 2015 y a otros 400 000 antes de 2018. La cultura de gobernanza de Rwanda está fuertemente orientada al logro de resultados, lo que garantiza la puesta en práctica de las políticas y estrategias. El país ha hecho enormes progresos en la mejora del entorno físico y normativo en favor de la intensificación agrícola y el crecimiento; ha creado un sector lechero en el que participa un gran número de familias de agricultores; ha establecido una red de distribución de fertilizantes; ha sentado las bases para reforzar la cooperación entre los agricultores con miras a la acumulación de productos, y ha dado inicio al desarrollo de una infraestructura moderna destinada a las actividades poscosecha en las cadenas de valor principales.
34. **Por consiguiente, el objetivo general del COSOP es mitigar la pobreza mediante el empoderamiento de los hombres y las mujeres pobres del medio rural para que participen activamente en la transformación del sector agrícola y el desarrollo rural, así como mediante la reducción de la vulnerabilidad al cambio climático.** Este objetivo está en consonancia con la segunda Estrategia de desarrollo económico y reducción de la pobreza y el tercer Plan Estratégico de Transformación del Sector Agrícola, así como con el Marco Estratégico del FIDA (2011-2015). El FIDA concentrará su cooperación con el Gobierno en las esferas básicas con buenas perspectivas para la ampliación de escala: i) el desarrollo zonal, en particular la gestión integrada de las cuencas hidrográficas, el riego en las zonas pantanosas y las laderas y la intensificación de la agricultura y la ganadería; ii) el fomento de las cadenas de valor dedicadas a la exportación, las actividades poscosecha y las agroindustrias resistentes al clima, y iii) la nutrición y la integración social y económica de las poblaciones más vulnerables, en particular el empoderamiento de las mujeres.
35. **Objetivo estratégico 1. Aumentar, de forma sostenible, la productividad agrícola mediante la gestión de la base de recursos naturales y las inversiones en capital físico y social a fin de mejorar los ingresos y los medios de vida.** Las inversiones destinadas a la intensificación de la agricultura se ampliarán de escala en Kirehe y otros distritos, en particular la extensión del riego en las zonas pantanosas y las laderas, la introducción de tecnologías de cultivo mejoradas, la gestión integrada de la fertilidad del suelo, la conservación del suelo y el agua y la integración de la agricultura y la ganadería. Se prestará especial

atención a mejorar la capacidad de los distritos de ejecutar estas intervenciones, así como la capacidad de las cooperativas de ser contrapartes más creíbles para las autoridades distritales y el sector privado. Se fortalecerán los vínculos operacionales con la nueva cartera de servicios de información sobre el clima que recibe el apoyo del Programa de las Naciones Unidas para el Desarrollo (PNUD) y el Programa de las Naciones Unidas para el Medio Ambiente (PNUMA). De conformidad con las recomendaciones de la evaluación del impacto ambiental del sector agrícola en Rwanda financiada por la Unión Europea (2012), el FIDA ayudará a aumentar la eficiencia económica en la utilización de los insumos mediante la promoción de una producción integrada climáticamente inteligente y de un enfoque de manejo de plagas basado en metodologías de desarrollo de la capacidad de los agricultores, como las escuelas de campo para agricultores.

36. **Objetivo estratégico 2. Fomentar las cadenas de valor dedicadas a la exportación, las actividades poscosecha y las agroindustrias resistentes al clima a fin de aumentar los puntos de venta, agregar valor a la producción agrícola y crear empleo en las zonas rurales.** El FIDA contribuirá a la consecución de los objetivos del Gobierno orientados al crecimiento del sector rural no agrícola mediante el fomento de las cadenas de valor resistentes al clima que producen pocas emisiones de carbono. Estas medidas tienen por objeto reducir las pérdidas poscosecha y generar oportunidades de empleo para los jóvenes, así como agregar valor a los productos agrícolas mediante la elaboración y la agroindustria. Las cadenas de valor seleccionadas son, entre otras, el té, el café, la banana, el arroz, el maíz, el frijol, la yuca, la papa común, las frutas y los productos hortícolas y lácteos. La finalidad de la política gubernamental es ampliar los mercados regionales para estos productos y promover las exportaciones y la sustitución de las importaciones basándose en un comercio agrícola transfronterizo que no se limite al té y al café. El Gobierno otorga gran importancia al aumento de la integración regional y ya se está beneficiando de la evolución favorable del crecimiento en África Oriental. Los principales obstáculos para acelerar el crecimiento y las exportaciones son la escasa infraestructura económica y la limitada base de competencias del país, dos esferas estratégicas a las que el FIDA prestará apoyo en el marco de este objetivo.
37. **Objetivo estratégico 3. Mejorar el estado nutricional de la población rural pobre y los grupos vulnerables incluidos en el proceso de transformación económica.** A fin de beneficiar a los grupos más vulnerables, es necesario realizar una labor más dinámica para mejorar los resultados nutricionales en toda la cartera del FIDA, que preste especial atención a las mujeres y a su empoderamiento económico y abarque lo siguiente: i) la realización de actividades destinadas a mejorar la nutrición (reducir el retraso del crecimiento y los niveles de anemia), por ejemplo, huertos familiares, cría de pequeños animales, educación nutricional y actividades generadoras de ingresos destinadas a las mujeres; ii) la adaptación de las actividades previstas para facilitar el acceso a los recursos productivos de los grupos vulnerables; iii) la introducción de tecnologías que propicien el uso eficiente de la mano de obra a fin de reducir la carga de trabajo de las mujeres, y iv) la ejecución de un programa de aprendizaje para los jóvenes. Se intentará conseguir cofinanciación para estas actividades de los asociados interesados, en particular la Unión Europea, el Banco Mundial, la cooperación bilateral y la iniciativa "Una ONU". Se prevé establecer asociaciones con la FAO y el PMA para llevar a cabo las actividades en las zonas donde se están ejecutando los proyectos respaldados por el FIDA, con miras a aprovechar las posibles sinergias y las estructuras de ejecución de los proyectos que ya están establecidas.
38. **Cuestiones intersectoriales.** Según lo recomendado por la EPP, el FIDA respaldará el establecimiento de un enfoque más armonizado para la financiación rural y el fomento cooperativo asociándose con Access to Finance Rwanda (AFR) y el Organismo de Cooperativas de Rwanda y garantizando que estas cuestiones

estén integradas en la elaboración de la futura política climática. Los elementos de la labor del FIDA que ayudarán a superar las limitaciones estructurales a las que se enfrenta el sector de la financiación rural son el diálogo sobre políticas y el apoyo a la ejecución de las estrategias sectoriales, el establecimiento de asociaciones con las principales instituciones de financiación rural, y la prestación de apoyo a las instituciones de microfinanciación y las cooperativas de ahorro y crédito en tanto que entidades clave para ayudar a los grupos objetivo del FIDA. El Fondo también examinará el flujo de servicios financieros en las cadenas de valor seleccionadas a fin de identificar las carencias y oportunidades para aumentar su rentabilidad y capacidad de resistencia a los cambios de los patrones climáticos.

C. Oportunidades de innovación y ampliación de la escala

39. El programa del FIDA en el país ha originado varias innovaciones que han dado buenos resultados y que el Gobierno está ampliando de escala. En el marco del **primer objetivo estratégico**, el MINAGRI ampliará de escala los enfoques innovadores a fin de aumentar la eficiencia en la gestión de los recursos naturales. Se está prestando atención a aumentar la eficiencia del uso de insumos, la incorporación de prácticas agrícolas de conservación, la introducción de cultivos de alto valor en las laderas con riego, la ampliación de los pequeños sistemas ganaderos para los hogares vulnerables, y la adaptación de las pequeñas soluciones de mecanización a fin de aumentar la productividad de la mano de obra y reducir la carga de trabajo de las mujeres. En el Proyecto de Apoyo a las Empresas Rurales Dedicadas a las Actividades Poscosecha, una nueva operación mixta del FIDA y el Programa de Adaptación para la Agricultura en Pequeña Escala (ASAP), se incluirán actividades destinadas a ampliar de escala los buenos resultados y los conocimientos en las esferas relacionadas con el clima mediante su incorporación en las políticas gubernamentales y los programas de inversión pública.
40. Con arreglo al **segundo objetivo estratégico**, el FIDA ayudará al MINAGRI a ampliar de escala las soluciones prometedoras relacionadas con la manipulación poscosecha, el almacenamiento y la elaboración de productos agrícolas resistentes al cambio climático y que producen pocas emisiones de carbono. Esto incluye el ensayo de las innovaciones en la esfera de los productos adaptados de tecnología de la información y las comunicaciones y enfoques de asociaciones público-privadas, de modo que las cooperativas puedan asociarse con el sector privado en determinadas cadenas de valor. Mediante una inversión del ASAP, incorporada en el Proyecto de Apoyo a las Empresas Rurales Dedicadas a las Actividades Poscosecha, se ayudará a reducir la vulnerabilidad al impacto del cambio climático de las cadenas de comercialización poscosecha y se pondrán a prueba innovaciones, como los sistemas de seguros contra riesgos climáticos (véase el apéndice VII).
41. Con arreglo al **tercer objetivo estratégico**, el FIDA ayudará a crear sinergias entre los programas y las instituciones en el marco de las distintas intervenciones en un lugar determinado, con miras a obtener resultados en la reducción de la malnutrición y la integración de los grupos vulnerables en las actividades de desarrollo local. El FIDA colaborará con otras instituciones que tengan experiencia en nutrición, a fin de promover intervenciones complementarias que beneficien a las mismas comunidades seleccionadas por el FIDA, con objeto de reducir el porcentaje de niños con insuficiencia ponderal y mejorar los resultados generales del programa del FIDA en el país, al tiempo que se reducen los gastos generales.

D. Estrategia de focalización

42. Los principales grupos objetivo en los que se centrará el FIDA en el marco de los primeros dos objetivos estratégicos son las "personas pobres" (como se define en la categoría 3 del Ubudehe [véase el apéndice I]) y las "personas pobres con recursos" (categoría 4), mientras que el principal grupo destinatario del tercer objetivo estratégico abarca a la "población muy pobre" (categoría 2). Los hogares encabezados por mujeres y los jóvenes serán los beneficiarios más importantes de

las actividades previstas en el ámbito del tercer objetivo estratégico. Las “personas que viven en la miseria” (categoría 1), se consideran ante todo el grupo objetivo de los sistemas de protección social con arreglo al programa Umurenge, que complementa las actividades del FIDA.

E. Vinculaciones con las políticas

43. El FIDA centrará el diálogo sobre políticas en torno a tres esferas básicas de actuación en el país. En el marco del **primer objetivo estratégico**, contribuirá a la ejecución del tercer Plan Estratégico de Transformación del Sector Agrícola, centrándose en: i) el programa de inversión relacionado con los enfoques sectoriales; ii) los mecanismos de financiación adaptados a los grupos objetivo del FIDA, y iii) la capacitación armonizada de las cooperativas. Con arreglo al **segundo objetivo estratégico**, el FIDA promoverá nuevos enfoques de asociación entre las cooperativas, que participan en la producción y la acumulación de productos, y el sector privado, que interviene en el almacenamiento, la elaboración y la comercialización. Gracias a la financiación del ASAP, el FIDA ayudará a aplicar la Estrategia nacional sobre cambio climático y desarrollo con bajas emisiones de carbono mediante la experimentación de tecnologías de elaboración y poscosecha resistentes al clima, que producen pocas emisiones de carbono. En el marco del **tercer objetivo estratégico**, el FIDA se unirá a los asociados de REACH para participar en el diálogo sobre políticas en materia de nutrición y encabezará las iniciativas encaminadas a maximizar las sinergias entre los proyectos con miras a abordar las causas principales de la malnutrición crónica, la pobreza extrema y la exclusión.

V. Gestión del programa

A. Seguimiento del COSOP y los resultados

44. El Ministerio de Finanzas y Planificación Económica dirigirá la labor de examen anual del COSOP con el apoyo del grupo encargado del examen de los resultados de la cartera en el país y el equipo de gestión del programa en el país que está destacado en Rwanda (véase el apéndice I). La ejecución del programa se supervisará mediante: i) el marco de gestión de los resultados del COSOP y los informes del sistema de gestión de los resultados y el impacto (RIMS); ii) los informes de supervisión y apoyo a la ejecución, y iii) otros instrumentos de presentación de informes sobre la gestión del programa y los proyectos, como los informes sobre la situación de los proyectos y las hojas sobre la situación del programa en el país. En 2015/2016 se organizará una revisión a mitad de período del COSOP, que efectuarán conjuntamente el Gobierno y el FIDA, a fin de evaluar los avances y los resultados de la ejecución e introducir los ajustes necesarios a los objetivos estratégicos y el marco de resultados.
45. El FIDA proporcionará recursos no crediticios para mejorar la capacidad del MINAGRI de supervisar e informar sobre el impacto del programa del FIDA en el país por lo que se refiere a la reducción de la pobreza y la seguridad alimentaria y nutricional, de conformidad con los indicadores de la segunda Estrategia de desarrollo económico y reducción de la pobreza y el tercer Plan Estratégico de Transformación del Sector Agrícola. Sobre la base del actual sistema de Ubudehe y los datos de la Enquete integrale sur les conditions de vie des ménages, se incorporará la autoevaluación participativa a toda la cartera del FIDA a nivel de cooperativas, comunidades y distritos, con miras a aportar información al Gobierno sobre los resultados de desarrollo y facilitar retroinformación de la base y la participación en la adopción de decisiones.

B. Gestión del programa en el país

46. En general, se considera que el riesgo fiduciario de la cartera en el país es reducido. Los indicadores de gobernanza nacionales son alentadores, ya que Rwanda ocupa el puesto 50 de un total de 174 países con arreglo al índice de percepción de la

corrupción de 2012 de Transparencia Internacional, mientras que tanto las adquisiciones y contrataciones como la gestión financiera obtuvieron buenos resultados en el informe de 2010 del Banco Mundial sobre gasto público y responsabilización y en las evaluaciones de los riesgos de la gestión financiera pública que la USAID realizó en 2011 sobre el MINAGRI. La Oficina del Auditor General de las Finanzas del Estado, que lleva a cabo las auditorías de los proyectos respaldados por el FIDA, se considera independiente y respeta las Normas Internacionales de Auditoría.

47. El programa del FIDA en el país se seguirá llevando a cabo mediante la unidad única de ejecución de proyectos, que está incorporada en el MINAGRI. Esta unidad del FIDA ha desempeñado un papel destacado por lo que se refiere a la presentación de informes financieros y el control financiero en la región de África Oriental y Meridional. El proceso constante de descentralización, según el cual se delegan facultades a los distritos, y la asociación de ejecución, cada vez más afianzada, entre esta unidad y la Junta sobre Agricultura de Rwanda y la Junta Nacional de Exportación Agrícola son dos factores que pueden repercutir en el flujo de información financiera dirigida a la unidad única de ejecución de proyectos durante el período del COSOP. Con el tiempo, y si los resultados son positivos, estas entidades adquirirán una mayor autonomía en la gestión financiera de los fondos del FIDA.
48. La asociación entre el FIDA y Rwanda se ha reforzado con la apertura de la oficina en el país en 2010, que facilita la participación del Fondo en el grupo de trabajo sobre el sector agrícola y otros procesos normativos y de consulta. La supervisión directa y el apoyo a la ejecución de la cartera seguirá estando a cargo del equipo en el país, que está bajo la dirección del gerente del programa en el país. Los cofinanciadores, las instituciones asociadas y las organizaciones de agricultores continuarán participando en las misiones de supervisión y apoyo a la ejecución del programa.

C. Asociaciones

49. A nivel nacional, el FIDA seguirá estableciendo asociaciones con los ministerios competentes (el Ministerio de Finanzas y Planificación Económica, el MINAGRI, el Ministerio de Comercio e Industria y el Ministerio de Administración Local), para convertirse en un asociado fundamental en el desarrollo rural. Intensificará su compromiso a largo plazo con las instituciones públicas como el Banque Rwandaise de Développement (BRD), el Fondo de Desarrollo Empresarial, la Junta Nacional de Exportación Agrícola, la Junta sobre Agricultura de Rwanda, el Organismo de Cooperativas de Rwanda y la Confederación Nacional de Cooperativas de Rwanda. Asimismo, seguirá respaldando las cooperativas relacionadas con determinadas cadenas de valor, a fin de establecer estructuras de gestión transparentes y responsables y darles los medios necesarios para ser económicamente viables y autosuficientes.
50. **Asociados en el desarrollo.** El FIDA seguirá siendo un miembro activo del grupo de trabajo sobre el sector agrícola y el grupo encargado del enfoque sectorial en la esfera de la agricultura. La colaboración con el Banco Mundial, la Unión Europea y otros asociados en el desarrollo, que tienen mayores servicios financieros, técnicos y de asesoramiento complementarios, ayudará al FIDA a movilizar sus recursos que son más limitados, de modo que la intervención alcance la escala deseada. El FIDA se unirá a la plataforma REACH y centrará su labor en la nutrición y el apoyo a las iniciativas emprendidas por otros asociados de las Naciones Unidas en las zonas geográficas seleccionadas por el Fondo. También participará en el grupo de trabajo de financiación rural y estudiará la posibilidad de establecer vínculos operacionales con la nueva iniciativa del Organismo de Gestión Ambiental de Rwanda encaminada a reducir la vulnerabilidad al cambio climático en colaboración con el PNUMA y el PNUD.

51. **Sector privado.** El FIDA seguirá respaldando el establecimiento de asociaciones comerciales equitativas entre las empresas privadas y los pequeños productores, en consonancia con las experiencias positivas en los sectores del té y el café. Varias cooperativas de productores de té, respaldadas por el Proyecto para la Promoción de los Ingresos Rurales mediante las Exportaciones, están adquiriendo una participación de hasta el 40 % en el capital de sus respectivas empresas de elaboración de té, por lo que están participando en la gestión de estas fábricas y están obteniendo mayores ingresos gracias a los ganancias de los dividendos. Esta es una innovación muy importante que se puso en marcha en el Proyecto de Desarrollo de Cultivos Comerciales y de Exportación en Pequeñas Explotaciones y que se prevé ampliar de escala en el marco del Proyecto para la Promoción de los Ingresos Rurales mediante las Exportaciones y el Proyecto de Apoyo a las Empresas Rurales Dedicadas a las Actividades Poscosecha.
52. **ONG.** El FIDA seguirá aprovechando las posibilidades de innovación de la labor realizada por las ONG en Rwanda. Se colaborará con Heifer-International en la reconstitución de la cabaña y la gestión ganadera en el marco de la iniciativa girinka. Otros asociados clave son Technoserve, el SNV y Oxfam en las cadenas de valor del café y la leche y el fomento cooperativo. Las ONG locales, como Iwacu, Ugama y Ardi, también son posibles proveedores de servicios con una amplia experiencia en las actividades de creación de capacidad destinadas a las cooperativas.

D. Gestión de conocimientos y comunicación

53. El FIDA hará hincapié en la gestión de conocimientos de conformidad con las iniciativas del MINAGRI y su propio programa institucional sobre ampliación de escala. Elaborará un plan de acción para la gestión de conocimientos, basándose en los productos e instrumentos relacionados con los conocimientos puestos a prueba en el Proyecto de Apoyo al Plan Estratégico de Transformación del Sector Agrícola y el Proyecto de Ordenación Comunitaria de Cuencas Hidrográficas en Kirehe, en colaboración con la Corporación Regional de Capacitación en Desarrollo Rural (PROCASUR). La reproducción de las innovaciones, basada en la metodología del PROCASUR para transferir las mejores prácticas, y la participación de los promotores locales como proveedores de servicios de conocimiento será uno de los pilares fundamentales del plan para la gestión de conocimientos. Se organizarán rutas de aprendizaje a fin de compartir las enseñanzas entre los proyectos del FIDA y otros programas, facilitando así la transferencia de conocimientos. El espacio normativo para la ampliación de escala de las innovaciones está definido en el tercer Plan Estratégico de Transformación del Sector Agrícola, y la colaboración con los gobiernos de los distritos creará espacios financieros e institucionales para la innovación y la ampliación de escala.

E. Marco de financiación con arreglo al PBAS

54. El COSOP abarca dos ciclos del PBAS, a saber, 2013-2015 y 2016-2018. Sobre la base de las actuales puntuaciones del PBAS (véase el apéndice VI), se calcula que los fondos del FIDA para el período combinado ascenderán a entre USD 90 millones y USD 95 millones, incluida una financiación del ASAP. Se prevé que con la asignación del PBAS para el período 2013-2015 se financiará el préstamo suplementario que se ha aprobado recientemente para el Proyecto de Ordenación Comunitaria de Cuencas Hidrográficas en Kirehe, que comprende la prestación de apoyo a una evaluación de los instrumentos y las prácticas que se ampliarán de escala en los distritos después de 2016. El Proyecto de Apoyo a las Empresas Rurales Dedicadas a las Actividades Poscosecha, que se presentará a la Junta Ejecutiva del FIDA en diciembre de 2013, recibirá los fondos restantes del PBAS. Durante el período de ejecución del COSOP, se determinarán inversiones específicas para la asignación del PBAS correspondiente a 2016-2018, pero es probable que estas comprendan: i) una financiación suplementaria para el Proyecto para la

Promoción de los Ingresos Rurales mediante las Exportaciones; ii) la ampliación del Proyecto de Ordenación Comunitaria de Cuencas Hidrográficas en Kirehe a otros distritos, y iii) el apoyo a las pequeñas empresas y las microempresas.

F. Riesgos y gestión del riesgo

<i>Riesgos</i>	<i>Medida de mitigación</i>
Incremento del nivel de riesgo debido a una cartera y un programa en el país más cuantiosos y de escala ampliada	Economías de escala y aprendizaje sistemático al trabajar en tres esferas básicas de actividad conocidas
Delegación institucional de facultades a los distritos y capacidad de los distritos de gestionar y ejecutar las actividades de los proyectos	Fortalecimiento institucional continuo mediante la creación de capacidad destinada a las estructuras de gobernanza de los distritos y otras instancias locales
Escasa capacidad de las cooperativas	Creación de capacidad continua para fortalecer sus estructuras de gestión y prestación de servicios, y apoyo a la creciente función que desempeñan en asociación con el sector privado
Riesgos en los precios vinculados al apoyo que se presta a la exportación de cultivos comerciales	Paquetes de financiación atractivos para los agricultores e investigación para acceder a mercados de gama más alta con una menor fluctuación de precios
Riesgos climáticos	Promoción de prácticas poscosecha resistentes al clima e inversiones en la infraestructura conexas; así como introducción de servicios de información sobre el clima y seguros agrícolas contra riesgos climáticos basados en índices

COSOP consultation process

1. In 2012, IFAD's Independent Office of Evaluation carried out a CPE covering IFAD-supported operations in Rwanda since 2000. This RB-COSOP builds on the CPE's recommendations and the Agreement at Completion Point reached with the Government of Rwanda at a national stakeholder workshop held in Kigali with the participation of high-level representatives from government institutions, IFAD senior management, development partners, private sector, rural organizations, civil society, academic and research institutions and other key resource persons.
2. The identification of the prioritized areas of focus for IFAD are based on IFAD's comparative advantage and clear guidance provided by the GoR's policy framework as articulated in the EDPRS II and PSTA III. This has allowed the COSOP formulation to be embedded in country's long-term development goals and ensure full alignment of IFAD country programme to the government's investment programme and policy framework which gives agriculture and rural development a central role.
3. The actual formulation of the COSOP document was undertaken between March and July 2013 in partnership with FAO Investment Centre and with support from several colleagues from the IFAD Policy, Technical and Advisory Division and the Independent Office of Evaluation who participate in the Country Programme Management Team (CPMT).

Composition of the IFAD CPMT

ESA	Perin Saint Ange	Director
ESA	Geoffrey Livingston	Regional Economist
ESA-Nairobi	Stephen Twomlow	Climate and Environmental Specialist
ESA	Samuel Eremie	ESA Peer Reviewer
LAC	Claus Reiner	former Rwanda Country Programme Manager
FAO-TCIA	Alberta Mascaretti	Senior Agricultural Officer
FAO-TCIA	Roble Sabrie	Economist
IOE	Fabrizio Felloni	Senior Evaluation Officer
Office of the General Counsel	Vakilian Sorena	Counsel
Financial Services Division	Robert Creswell	Senior Finance Officer
SKM	Cheikh Sourang	Senior Programme Manager
Operation Policy and Technical Advisory Division	Antonio Rota	Senior Technical Advisor
Operation Policy and Technical Advisory Division	Francesco Rispoli	Senior Technical Advisor
Operation Policy and Technical Advisory Division	Roberto Longo	Senior Technical Advisor
Operation Policy and Technical Advisory Division	Wafaa El-Khoury	Senior Technical Advisor
ESA-Kigali	Aimable Ntukanyagwe	CPO
ESA-Kigali	Christian Hakiba	APO
ESA-Kigali	Sonia Ntukanyagwe	PA
ESA	Francisco Pichón	CPM

4. The key sources of information have been government sector strategies, reports and policy papers, other key documents from development partners and research institutions, and a series of in-country meetings with national authorities, development partners, farmers and rural organizations, NGOs and other resource persons.
5. Key background documents include the following: Rwanda CPIS 2012, PSTA III, Country Program Evaluation Report, Strategic Environmental Assessment for the Agricultural Sector in Rwanda, Rwanda Agriculture Sector Evaluation Report for the

Joint Sector Review FY 2011/2012, EDPRS II, Land Use Consolidation Strategy, SACCO Sustainability Study, Country Export Strategy, Cross-border Trade strategy, MINAGRI Knowledge Management Strategy, MINAGRI Mechanization Strategy, National Post-Harvest Strategy, Private Sector Development Strategy, SME Development Policy, Strategies for Sustainable Crop Intensification Document, Integrated HH Living Conditions Survey (EICV 3), Comprehensive Food Security & Vulnerability Analysis & Nutrition Survey (CFVSA 2012), UNDAF Inception Report, SWAp Assessment in seven sectors (including agriculture), Public Finance Management (PFM) Risk Assessment in MINAGRI, Rwanda Rural and Agricultural Financial Services Strategy (2011), Rwanda Financial Sector Development Programme (2012), and Crop and Livestock Insurance Feasibility Study (2012) among others.

6. The COSOP formulation process was initiated on 21 February 2013 with a meeting of the IFAD CPMT organized at HQ-level with the participation via video-link of IFAD Kenya and Rwanda Country Offices to provide overall guidance on key issues for the strategic planning of the COSOP and the first identification mission.
7. The first COSOP identification mission was conducted between 5-15 March 2013 with participation of FAO Investment Centre (TCI). This mission served to exchange ideas with government counterparts, partners and members of the in-country CPMT¹ for scoping a conceptual framework and preparing a route map and schedule for the formulation of the COSOP covering two financing cycles 2013-15 and 2016-18. During this mission, consultations were held with government authorities directly involved with IFAD country programme, coordinators of IFAD-supported projects, key development partners, banks, civil society organizations, farmers' organizations, and resource persons. A field visit was also carried out in Kirehe District where the mission had the opportunity to see both marshland and hillside irrigation activities, livestock intensification and the use of different biogas system at the household level. The mission was concluded with an aide-memoire that was presented in a wrap-up meeting attended by CPMT members.
8. Following the identification mission, and in accordance with the Guidelines for Preparation and Implementation of RB-COSOP (2006 and updated in 2010), a formulation plan for the COSOP was formally submitted and approved by PMD Management based on the preparation route map agreed with the government.
9. A second IFAD CPMT meeting was convened on 30 April 2013 to review and provide feedback on the zero-draft COSOP report circulated in advance to CPMT members and the GoR. Overall, CPMT members were satisfied with the draft COSOP report and the proposed end of June OSC review timeframe. Specific recommendations were made on COSOP poverty measurement, land and resources tenure, cooperative capacity building, rural financing, private sector involvement, climate change, MINAGRI Single Project Implementation Unit (SPIU) arrangements, IFAD-FAO cooperation, and country programme risks.
10. Based on the first draft COSOP report, a second joint (IFAD-FAO) mission was conducted between 29 April and 10 May 2013 to review the first draft COSOP report with government and country partners. Substantive comments were received, particularly from MINECOFIN and MINAGRI, as well as selected members of the in-country CPMT. The mission also shared with the government the feedback received from the April 30 CPMT in Rome and advanced with the preparation of the report considering these comments and recommendations, mainly (i) developing further

¹ The composition of the in-country CPMT includes representatives from key government agencies involved in the implementation of IFAD country programme, coordinators of IFAD supported projects, key external development agencies, civil society organizations, farmers' organizations, and resource persons. The detailed in-country CPMT member list is presented in the table at the end of this appendix.

cross-cutting activities related to nutrition and support to vulnerable groups, women empowerment, cooperative capacity building and rural financial services; and (ii) discussing overall country programme management and poverty monitoring arrangements.

11. The IFAD-FAO COSOP formulation team completed and sent to the GoR a revised draft COSOP report on May 27 according to the timeline agreed with the government during the identification mission in March. In mid-June, IFAD received formal feedback from the GoR that welcomed the new COSOP's emphasis on institutional support and non-lending activities to promote more harmonized approaches in rural finance and cooperative development, two areas of limited country programme results in the past.
12. Government's comments stressed the need to: (i) continue providing support to strengthen existing cooperatives and farmers' organizations at project level, with their increased participation in the selection of service providers and in the monitoring, supervision and impact assessment; (ii) improve cooperatives capacity to provide economic service to its members as well as strengthening their capacity to represent farmers' interests and viewpoints in national and district agriculture policy development; and (iii) increase knowledge sharing amongst cooperatives both in-country and in the region by supporting exchanges including within IFAD supported operations in the region.
13. The COSOP report recognizes that earlier IFAD-funded projects in Rwanda have not effectively contributed to sustainable access to rural finance. This was partly due to a use of credit lines on subsidized end-user terms and grants, rather than the development of sustainable financial intermediaries. Support to MFIs and SACCOs which are the entities that mainly target IFAD beneficiaries has also been largely missing as part of a rural finance strategy. Lack of capacity and poor governance, isolation from the financial markets, and capital lending resource structure not shaped for medium to long term financing have been the main constraints of Rwandan MFIs and SACCOs in the rural financing sector. The formulation of the new COSOP and the design of the Post-harvest and Agribusiness Support Project (PASP) both constitute entry points for a redefinition of IFAD rural finance strategy in Rwanda.
14. Feedback was also received from MINAGRI SPIU regarding existing targeting mechanisms and monitoring systems which has been helpful to both derive estimates on poverty reduction for the COSOP results management framework and improve country poverty monitoring capacity. Under the new COSOP, non-lending resources will be allocated, possibly in partnership with FAO, to improve MINAGRI and district level capacity to monitor and report on the impact of IFAD country programme in terms of poverty reduction and food and nutrition security in line with EDPRS II. The system to be set up will build on the existing *Ubudehe* system², statistical data from EICV as well as improved capacity in MINAGRI and districts to analyse existing economic results of agricultural development interventions. Participatory self-evaluation will be mainstreamed throughout IFAD-supported projects at cooperative, community and district levels providing valuable insight to government and increasing civil society's participation in decision making.
15. MINAGRI confirmed that the main target groups focused by IFAD under COSOP Strategic Objectives (SO) 1 and 2 are the poor (*Ubudehe* category 3³) and the resourceful poor (category 4), while the main groups targeted under SO 3 are the very poor (category 2). Women-headed households and youth will be the

² The *Ubudehe* programme is a national initiative launched in 2001 to identify the social and economic conditions of each household based on the idea that citizens can analyze their own poverty within their communities and develop solutions together to the problems they face.

³ There are six *Ubudehe* categories: extreme poor, very poor, poor, resourceful poor, food rich and money rich.

predominant target by activities under SO 3. The abject poor (category 1) are considered to be mostly the target group of social protection schemes under the Umurenge programme, complementary to IFAD operations. Other IFAD target groups will include cooperatives and local governance and district structures. IFAD investments will target most provinces in Rwanda during the next COSOP period⁴.

16. Regarding co-financing of IFAD country programme, it was agreed that IFAD will continue to pro-actively engage partners interested in co-financing its operations to increase size, scope and impacts of the country programme and longer-term scaling-up strategy, but the GoR will drive this process according to its own national goals and priorities. Under the EU-IFAD cooperation framework agreement, EU has expressed interest in exploring support related to nutrition, vulnerable groups and climate change. The OPEC Fund for International Development, which is preparing its own 2014-16 country strategy, is also seeking cooperation with IFAD under the new COSOP. AfDB-Rwanda is now specializing almost exclusively on large scale infrastructure with less potential for co-financing. Heifer-International has reiterated interest in continuing its partnership with IFAD, with potential of mobilizing additional funds from the Gates Foundation. Co-financing opportunities will be also explored with WFP, UNICEF and FAO under the SO3 cross-cutting interventions.
17. A number of meetings with members of the Country Portfolio Performance Review (CPPR) group⁵ and the in-country CPMT were also organized between March and July 2013 to draw practical and operational lessons from the on-going portfolio and provide feedback during the COSOP preparation and review process. Following these consultations with development partners and other stakeholders of the final draft COSOP, the Country Programme Manager submitted the report for in-house review at IFAD HQs in Rome, including an OSC/IFAD Senior Management review and a quality assurance/external peer review process managed by OSC Secretariat.
18. The OSC review of Rwanda COSOP took place on 27 June 2013 and was chaired by IFAD President and attended by IFAD Senior Management. The Country Programme Manager joined the meeting via video conference from Kigali alongside the Country Office team. The OSC members discussed the process and contents of the COSOP, its overall strategic direction and the mainstreaming of climate change and adaptation through the Adaptation for Smallholder Agriculture Programme (ASAP).
19. In light of OSC deliberations, the following decisions were made: (i) Endorsement of the substantive content of strategic objectives as well as policy and institutional objectives; (ii) Approval of the pipeline entry for the blended ASAP component of the Post-Harvest Agribusiness Support Project (the latter being under formulation); (iii) Endorsement of an IFAD contribution to the financing of ASAP component of the Post-Harvest Agribusiness Support Project in the amount of approx. US\$7 million; (iv) Future proposal for supplementary financing for the ongoing PRICE (2016-18 PBAS cycle) will be considered in due course; and (v) other relevant decisions on pipeline entries will be made in light of implementation progress and other relevant considerations on the country programme and IFAD relevant guidelines.
20. As per COSOP guidelines, an external peer review process was also conducted involving two World Bank staff members who are familiar with the Rwanda country programme (Lynn Brown, Mark Austin). Peer review comments were distributed and

⁴ PRICE covers the tea and coffee growing regions in the western province which is also the area with highest percentage of food insecurity and malnutrition. KWAMP targets the eastern province, specifically Kirehe District, one of the poorest of Rwanda, and has the potential to scale-up interventions in neighbouring districts in the same province as part of a scaled-up programme.

⁵ The CPPR group was established by MINECOFIN and IFAD to facilitate the annual COSOP review process and build ownership and understanding of IFAD's strategic priorities and operational modalities in Rwanda among government ministries, implementing agencies and other stakeholders. CPPR group members include MINECOFIN, MINAGRI, MINALOC, Ministry of Natural Resources, IFAD project staff and project partners (BRD, BDF, NAEB, RAB, service providers, etc.).

discussed at the OSC meeting. The RB-COSOP document was further amended to take into account the comments made at the OSC meeting as well as the peer review comments.

21. A final validation meeting on the RB-COSOP was organized on 8 August in Kigali with participation of key ministries, development partners and other stakeholders. The meeting was chaired by MINECOFIN and MINAGRI. Participants endorsed the draft RB-COSOP for submission to IFAD Executive Board. No further changes were required to the document, reflecting the highly collaborative process followed to develop this programme and the country ownership of the strategy.

Organization	Name	Title	Email
MINISTRY OF AGRICULTURE AND ANIMAL RESOURCES (MINAGRI)	Agnes Kalibata	Minister	kalibatts@yahoo.co.uk ;
	Ernest Ruzindaza	Permanent Secretary	ruzindazaernest@yahoo.fr ;
	Helen Parker	Economist	parker.minagri@gmail.com
	Gasasira Janvier	SPIU Coordinator	Gasasira@gmail.com
MINISTRY OF FINANCE & ECONOMIC PLANNING (MINECOFIN)	Mr Ronald Nkusi	Head of External Resource Mobilization & Monitoring of Aid	ronald.nkusi@minecofin.gov.rw
	Gerald Mugabe	External Resources Mobilization Expert	gerald.mugabe@minecofin.gov.rw
MINISTRY OF TRADE & INDUSTRY (MINICOM)	Francois Kanimba	Minister	fkanimba@gov.rw
	Emmanuel Hategeka	PS	e.hategeka@gmail.com ; ehategeka@gov.rw ;
	Leonard Mungarulire	SPIU Coordinator	leonard.munga@gmail.com
	Jean Louis Uwitonze	Director of Planning	uwitonze.jeanlouis@gmail.com
National Sericulture Center	Pontiano Sebba Nemeye	Coordinator	psnemeye@yahoo.com
Rwanda Agriculture Board (RAB)	Jean Jacques Mbonigaba	Director General	jj.mbonigaba@rab.gov.rw
National Agriculture Export Board (NAEB)	Kanyankore Alex	Director General	akanyankore@minagri.gov.rw ; kanyalex@yahoo.co.uk
Rural Sector Support Project (RSSP)	Jolly Dusabe	National Coordinator	rssp_pscu@rssp.gov.rw
PADAB (ADB Project in MINAGRI):	Rwigema Jean Baptiste	Project Coordinator	rwigemajb@yahoo.fr
PAIGELAC (ADB Project in MINAGRI)	Dr Wilson Rutaganira	Coordinator	paigelac@yahoo.fr
MINISTRY OF LOCAL GOVERNANCE (MINALOC)	Vincent Murwanashyaka	Permanent Secretary	ps@minaloc.gov.rw
RWANDA DEVELOPMENT BOARD	Clare Akamanzi	Acting CEO	clare.akamanzi@rdb.rw
	Eusebe Muhikira	Acting Director General of Trading and Manufacturing	eusebe.muhikira@rdb.rw
Chambre Nationale des Artisans (CAN)			umunyabukorikori@yahoo.fr
Rwanda Environment Management Authority (REMA):	Mrs. Rose Mukankomeje	DG	rmukankomeje@yahoo.com
	Turatsinze Cyrille	National Technical Assistant	tucyryl@gmail.com
Development Bank of Rwanda	Christine KARANGWAYIRE	Director of Investments	c.karangwayire@brd.com.rw

(BRD)			
Business Development Fund:	Innocent Bulindi	CEO	i.bulindi@bdf.rw
Access to Finance Rwanda	Eric Rwigamba	Acting Technical Director	eric@afr.rw
Private Sector Federation	Roger Munyampenda	CEO	roger@psf.org.rw
Rwanda Cooperative Agency (RCA)	Damien Mugabo	Director	mugabodam@yahoo.fr
Gender Observatory:	Odda Gasinzigwa	Chief Gender Monitor	gasinzigwao@yahoo.co.uk
PROFEMME	Therese Bishagara	President	profemme@rwanda1.com
FAO	Mr. MAIGA Attaher	FAO Representative;	maiga.attaher@fao.org
	Laurent Gashugi	Assistant Representative	laurent.gashugi@fao.org
UNIDO	Andre Habimana	Head of Operations	A.Habimana@unido.org
UNDP	Lamin Manneh	Resident Rep.	lamin.manneh@one.un.org
	Mr. John Musemakweri	Head of Environment and Energy Unit & Programme Specialist	john.musemakweri@undp.org
World Bank	Mark Austin	Task Team Leader (Senior Operations Officer)	maustin@worldbank.org
	Valens Mwumvaneza	Rural Development Specialist	vmwumvaneza@worldbank.org
IFC	Ignace Bacyaha	REDP Program Manager	ibacyaha@ifc.org
WFP	Mr Jan Delbaere	Deputy Country Director	Jan.Delbaere@wfp.org
	Ms. Emmanuela Mashayo	P4P Coordinator	emmanuela.mashayo@wfp.org
AfDB	Mr. Negatu Makonnen	Resident Representative	N.Makonnen@afdb.org
	Mr. J. Nyirimana	Agronomist	J.nyirimana@afdb.org
DFID	Douglas Kigabo		Douglas-Kigabo@DFID.gov.uk
EU	Diego Zurgo	Head of Section "Rural Economy Food Security Decentralisation and Environment	Diego.ZURDO@eeas.europa.eu
JICA	Kikuchi Shingo		kikuchi.shingo@jica.go.jp
	Samuel Sangwa	OVOP Program Manager	samuelsangwaRW@jica.co.jp
DED	Heiko Hauth	Coordinator for Economic Development	heiko.hauth@ded.de ;
GIZ:	Ms Ulrike Maenner	Country Director	ulrike.maenner@giz.de

USAID:	Frantz Brian	General Development Officer	bfrantz@usaid.gov
	Jane Shearer	Policy Advisor Post-Harvest Handling& Storage	jshearer@rwandaphhs.com
NETHERLANDS EMBASSY	Esther van Damme	First Secretary Economic Development	esther-van.damme@minbuza.nl
	Gaspard Ndagijimana	Advisor Regional Affairs	gaspard.ndagijimana@minbuza.nl
BELGIUM EMBASSY	Katrien Meersman	Attache coopération au développement	Katrien.Meersman@diplobel.fed.be
AGRA	Jama Bashir	Soil Health Program Director	BJama@agra-alliance.org
IFDC (International Centre for Soil Fertility and Agricultural Development)	Laurence Mukamana	CATALIST National Coordinator	laurence@ifdc.org
SAC	Froduald Munyankiko	Country Director	froduald.munyankiko@sendacowrwanda.org.rw
Heifer Program International	Charles Kayumba	Country Director	heifer@rwanda1.com
OXFAM	Sharad Gurupad Mahajan	Country Director	SMahajan@oxfam.org.uk
CARE:	Mr. Navaraj Gyawali	Country Director	Navarajg.rw@co.care.org
CIVIL SOCIETY	Rwibasira Eugene	President	Rwibasirae@yahoo.com ; rwandacsplatform@gmail.com
National Cooperatives Confederation of Rwanda			nccrwanda@yahoo.com
Banque Populaire du Rwanda	Paul Van Apeldoorn	Chief Commercial Officer	Paul.VanApeldoorn@bpr.rw
	Gérard Mutimura Sakufi		Gerard.MUTIMURA@bpr.rw
MISOZI (Coffee Farmers Organisation)	Edgard Gakindi	President	edgak2001@yahoo.fr
SNV	Elie NSABIMANA	Senior Economic Development Advisor	ensabimana@snvworld.org
TechnoServe	Paul Stewart	Coffee Initiative Director	pstewart@tns.org
Center for Agriculture Information and Communication (CICA)	Rucibigango Mary	Coordinator	mrucibigango@minagri.gov.rw
	Angelique Uwimana	MIS Manager	uwangel012@gmail.com
Eastern Province	Odette Uwamariya	Governor	uodette@yahoo.com

Country economic background

COUNTRY DATA Rwanda (World Bank, <i>World Development Indicators</i> database, CD ROM 2012-13)			
Land area (km2 thousand) 2011 1/	25	GNI per capita (USD) 2011 1/	560
Total population (million) 2011 1/	11.14	GDP per capita growth (annual per cent per cent) 2011 1/	5
Population density (people per km2) 2011 1/	452	Inflation, consumer prices (annual per cent per cent) 2011 1/	6
Local currency Rwanda Franc (RWF)		Exchange rate: USD 1 = 649.484 RWF	
Social Indicators		Economic Indicators	
Population growth (annual %) 2011 1/	3	GDP (USD million) 2011 1/	6354
Crude birth rate (per thousand people) 2011 1/	41	GDP growth (annual %) 1/	
Crude death rate (per thousand people) 2011 1/	12	2000	8.3
Infant mortality rate (per thousand live births) 2011 1/	38	2011	8.2
Life expectancy at birth (years) 2011 1/	55		
		Sectoral distribution of GDP 2011 1/	
Total labour force (million) 2011 1/	5.34	% agriculture	32
Female labour force as % of total 2011 1/	52	% industry	16
		% manufacturing	7
Education		% services	52
School enrolment, primary (% gross) 2011 1/	142		
Adult illiteracy rate (% age 15 and above) 2011 1/	n/a	Consumption 2011 1/	
		General government final consumption expenditure (as % of GDP)	9
		Household final consumption expenditure, etc. (as % of GDP)	87
Nutrition		Gross domestic savings (as % of GDP)	4
Daily calorie supply per capita	n/a		
Malnutrition prevalence, height for age (% of children under 5) 2008 1/	n/a		
Malnutrition prevalence, weight for age (% of children under 5) 2008 1/	n/a	Balance of Payments (USD million)	
		Merchandise exports 2011 1/	464
Health		Merchandise imports 2011 1/	1776
Health expenditure, total (as % of GDP) 2011 1/	11	Balance of merchandise trade	-1312
Physicians (per thousand people) 2010 1/	0.1		
Population using improved water sources (%) 2011 1/	69	Current account balances (USD million)	
Population using adequate sanitation facilities (%) 2011 1/	61	before official transfers 2011 1/	n/a
		after official transfers 2011 1/	n/a
Agriculture and Food		Foreign direct investment, net 2011 1/	-106
Food imports (% of merchandise imports) 2011 1/	17		
Fertilizer consumption (kilograms per ha of arable land) 2011 1/	n/a	Government Finance	
		Cash surplus/deficit (as % of GDP) 2009 1/	n/a
Food production index (2004-06=100) 2011 1/	158	Total expense (% of GDP) a/ 2011 1/	n/a
Cereal yield (kg per ha) 2011 1/	1950	Present value of external debt (as % of GNI) 2011 1/	14
		Total debt service (% of GNI) 2011 1/	0.3
Land Use			
Arable land as % of land area 2011 1/	49		
Forest area as % of total land area 2011 1/	18	Lending interest rate (%) 2011 1/	n/a
Agricultural irrigated land as % of total agric. land 2011 1/	n/a	Deposit interest rate (%) 2011 1/	n/a

COSOP results management framework 2013-2018

Country Strategy Alignment		Key Results			Institutional Policy Objectives
Poverty Reduction Strategy and Targets		COSOP's Strategic Objectives	Outcomes indicators that IFAD expects to influence	Milestone indicators showing progress towards strategic objectives	Policy dialogue agenda
<p>EDPRS objectives Goal: Accelerating progress to middle income status and better quality of life for all Rwandans Thematic areas:</p> <ul style="list-style-type: none"> • Economic transformation • Rural Development • Productivity and youth employment • Accountable governance <p>Main targets</p> <p>A. National poverty reduced from 45% to 30% and extreme poverty from 24% to 9%</p> <p>B. Develop 100,000 ha under irrigation (65,000 ha marshland and 35,000 ha hillside)</p> <p>C. Distribution of 400,000 improved cooking stoves</p> <p>D. Maize and beans</p>	<p>PSTA III Overall objective Transform agriculture from a subsistence to a knowledge-based, value creating sector. To grow as rapidly as possible, both in production and commercialization, to increase rural incomes and reduce poverty.</p> <p>Main programmes</p> <p>A. Agriculture and animal resource intensification</p> <p>B. Research, technology transfer and professionalization of farmers</p> <p>C. Value chain development and private sector investment</p> <p>D. Institutional development and agricultural cross-cutting issues</p>	<p>IFAD overall objective Reduce poverty by empowering poor rural men and women to actively participate in transformation of agriculture sector and rural development and by reducing vulnerability to climate change</p> <p>Strategic objectives</p> <p>SO 1: Agricultural productivity sustainably increased through management of the natural resource base and investments in physical and social capital resulting in improved incomes and livelihoods</p> <p>SO 2: Climate resilient export value chains, post-harvesting and agribusiness developed to increase market outlets, add value to agricultural produce and generate employment in rural areas</p> <p>SO 3: Nutritional status of poor rural improved and vulnerable groups included in economic transformation processes</p>	<p>Overall outcome Rural poor empowered and actively participating in diverse successful climate resilient economic activities resulting in reduction of poverty</p> <p>Specific outcomes</p> <p>1a Production/ productivity in marshlands and hillsides increased sustainably and equitably</p> <p>1b Smallholder farmers organized in effective cooperatives capable of providing relevant services to their members including climate information</p> <p>2a Post-harvest losses reduced substantially and increased quota of production is marketed</p> <p>2b Value of production per unit area is increased significantly</p> <p>3a Less people are vulnerable and nutrition status improved</p> <p>3b Rural poor and vulnerable groups represented and contributing in local governance institutions</p>	<p>Overall By 2015, reach 700,000 rural poor and sustainably take 300,000 of those out of poverty, and 400,000 more by 2018 (of which 40% are women and 20 % youth)</p> <p>By 2018 among beneficiary targeted households (700,000 people):</p> <p>SO 1:</p> <ul style="list-style-type: none"> - 20% average increase in rural per capita income - 30% average increase in staple food production mainly through improved post-harvesting practices - 20% increase of milk production of which 10% is locally processed - 50% average increase in percentage of farmers organized in associations and/or cooperatives - 20% average increase in diversity of crop production - 20% average increase in water use efficiency in both rain-fed and irrigated production systems - 150,000 poor smallholder household members with increased climate resilience and increased food security <p>SO 2:</p> <ul style="list-style-type: none"> - 30% average reduction on post-harvest losses 	<p>SO 1:</p> <ul style="list-style-type: none"> - Contribute to PSTA III implementation and policy dialogue focusing on: (i) SWAp investment programme; (ii) financing mechanisms adapted to IFAD target groups; and (iii) harmonized capacity building support to cooperatives. <p>SO 2:</p> <ul style="list-style-type: none"> - Foster new partnership approaches between farmers cooperatives involved in production and bulking of produce and private sector involved in storage, processing and marketing - Contribute to developing climate-resilient low-carbon post-harvest and processing technologies - Support government in setting up a conducive institutional environment for climate information services and adequate rural financial services <p>SO 3:</p> <ul style="list-style-type: none"> - Join REACH partners to participate in policy dialogue on matters

<p>existing as food reserve move from 15,909 to 100,909 metric tons in 2018.</p>				<ul style="list-style-type: none"> - 20% average increase in rural per capita income derived from targeted value chains - 25,000 non-farm jobs created - Climate-resilient storage infrastructure constructed for 50,000 t of produce - Assisted community groups/hubs and individuals able to use climate information services and climate smart low-carbon post-harvest technologies and structures to facilitate harvesting and drying of commodities <p>SO 3:</p> <ul style="list-style-type: none"> - 30% reduction in share of underweight children under five - 20% of abject and very poor move upwards one <i>Ubudehe</i> category 	<p>related to nutrition and spearhead initiatives to maximise synergies among different programmes to tackle the main causes of chronic malnutrition, extreme poverty and exclusion.</p>
--	--	--	--	--	--

Previous COSOP results management framework

Country Strategy Alignment		Key Results			Institutional/Policy Objectives
Poverty Reduction Strategy and Targets		COSOP' Strategic Objectives	Outcomes that IFAD expects to influence	Outcome Targets	Policy Dialogue Agenda
<p>EDPRS Objectives: Goal: Improve the quality of life of all the people of Rwanda Purpose: Enabling environment for economic growth enhanced.</p> <p>Key targets: A - National poverty reduced from 56.9% in 2006 to 46% in 2012 B - Per capita income increased from US\$272 in 2006 to US\$336 in 2012 C - The share of under-weight children under five reduced from 23% (2005) to 14% (2012)</p>	<p>PSTA Overall Objective: Increase and diversify household income while ensuring food supply and security Specific Objectives 1. Sustainable production systems developed and agricultural production intensified 2. A high level of professionalism acquired by producers 3. Domestic & export market access expanded through competitiveness and diversification 4. Institutional framework functioning effectively & efficiently</p>	<p>IFAD Overall Objective: Reduce poverty by empowering the rural poor to participate gainfully in the transformation of the agricultural sector Strategic Objectives: SO 1. Economic opportunities for the rural poor increased and their incomes raised sustainably (PSTA 1 & 3) SO 2. Organizations and institutions of the rural poor as well as decentralized organs strengthened (PSTA 2 & 4) SO 3. Vulnerable groups participate in the social and economic transformation (PSTA 1, 2 & 4)</p>	<p>Overall Outcome: The rural poor are realizing economic opportunities into concrete and sustainable activities. Specific Outcomes: 1a. Production and marketing in the supported watersheds rises sustainably and equitably 1b. Increased access to rural finance for farmers and small entrepreneurs 2. Rural poor and vulnerable groups represented and actively contributing in local governance organs 3. Less people are vulnerable as a result of benefiting from mainstream development activities</p>	<p>By 2012 in project areas of existing and new projects: Overall: Reduce the share of underweight children under five by one third (EDPRS target C)</p> <p>SO 1: 20% increase in rural per capita income 30% increase in staple food production 10 000 additional rural clients access financial services 5 000 additional entrepreneurs trained 30% increase in the supported SMEs' turnover</p> <p>SO 2: 80% of total rural population effectively represented in CBOs and farmers' organizations</p> <p>SO 3: 50% of the vulnerable households access extension and rural finance services 20% reduction of landless rural households</p>	<p>Support the SWAp preparation process</p> <p>Assist government in the organization of and legal framework for water user association, inter alia with legal and impact studies</p> <p>Support government in setting a conducive institutional environment for rural finance</p> <p>Involve farmers organizations in country programme management and support their engagement in agri-trade negotiations and national/ regional development initiatives</p>

CPE Agreement at Completion Point

A. Background and introduction

1. The Independent Office of Evaluation of IFAD (IOE) conducted a country programme evaluation (CPE) in Rwanda in 2010/2011. The CPE had two basic objectives: (i) to evaluate the performance and impact of IFAD-supported operations in the country; and (ii) to generate lessons and recommendations to inform the next country strategic opportunities programme (COSOP) for Rwanda.
2. The agreement at completion point (ACP) reflects the agreement between the Government of Rwanda (represented by the Ministry of Agriculture and Animal Resources, MINAGRI) and IFAD Management (represented by the Associate Vice President, Programmes) on the main evaluation findings (see section B below), as well as the commitment to adopt and implement within specific timeframes the recommendations included in part C of this document. The ACP contains inputs gathered at the national roundtable discussion held on 29 September 2011 in Kigali, Rwanda. It is noted that IOE does not sign the ACP, although it facilitated the process leading up to its conclusion. The recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions. In addition, this ACP will be submitted to the Executive Board of IFAD as an annex, along with the new COSOP for Rwanda.

B. Main evaluation findings

3. The CPE found that, during the period under review (2000-2010), the partnership between the Government of Rwanda and IFAD had made a significant contribution to reducing rural poverty, and that the performance of the portfolio has improved since the CPE of 2005. On IFAD's part, contributing factors include a more participatory approach and transition to direct supervision, while, on the part of the Government, they include the introduction of clearly-defined strategies and programmes as well as a strong accountability framework. Rwanda's governance culture is highly results-oriented, thereby ensuring that policies and strategies are implemented.
4. The relevance of the portfolio has been assessed as satisfactory. The main thematic thrusts are highly relevant to the national context and sectoral strategies and to IFAD's COSOPs. Overall, they are technically sound and adopt approaches conducive to achieving their main objectives. Nevertheless, the CPE identified selected design issues. In particular, the support for rural finance, an element of the early part of the period under review, was not designed based on best practices and IFAD's rural finance policies. The design of support for watersheds has not adequately anchored its implementation in local government structures. Finally, the design of support for export crop value chains was broadly valid but did not take sufficient account of the food security risks faced by households with very small landholdings.
5. Overall, the portfolio has been effective. It made satisfactory progress in meeting the projects' immediate objectives, and in some cases exceeding them, particularly for watershed and rural enterprise development. Support to developing the capacity of cooperatives and local governments has been less effective to date, while that for rural finance made no contribution to developing a sustainable rural finance system. The portfolio has been generally efficient: target achievement, time overruns and the share of project management costs in total project costs are generally in the satisfactory zone. Monitoring and evaluation systems are generally superior to those of other projects in the region, and include systems for assessing impact.
6. Impact has been strong in generating income and access to household assets and in improving food security. In the case of cash crop development, however, protection measures have been missing for very small landholders during the cash tree growing. Prospects for sustainability have been found moderately satisfactory. While many of the activities in the watersheds are likely to be sustained, either by the

- beneficiaries alone or with government assistance, there are serious questions as to the sustainability of rural finance and cooperatives. The evaluation expressed concern that the Government's policy to formalize the economy, pushing informal entities to register as cooperatives or companies, will be implemented too rapidly, without allowing for a proper transition. Some of the newly-formed cooperatives do not as yet have the capacity to manage high levels of debt and complex operations (e.g. coffee cooperatives).
7. The portfolio has been moderately innovative. The most important innovations are in the area of improved agricultural practices for yield increases and soil management, which have been the subject of a major testing effort and gradual scaling up. Outside this area, innovativeness and the potential for scaling up have been more limited. Progress has been more modest in upgrading the technology for microenterprises, particularly in relation to the processing of agricultural produce. Progress in gender equality and women's empowerment has been satisfactory, thanks to the participation of women in the activities supported and in the management of cooperatives and associations, which has contributed to raising their status and economic independence.
 8. The performance of non-lending activities is assessed as moderately satisfactory overall, with policy dialogue rated moderately unsatisfactory and knowledge-management and partnership building both rated moderately satisfactory. IFAD has provided technical assistance to the Government to develop its policies and strategies (e.g. the Strategic Plan for the Transformation of Agriculture) but there has been limited institutional-level dialogue between IFAD and the Government on policy directions and strategic objectives. It should be recognized, however, that in the past the Government has seldom invited IFAD to join in such dialogue. Financial partnerships with the Government and other development partners are well established, but there is need for a more active and profiled IFAD participation in sector working groups. Partnerships with the private sector and NGOs have taken the form of contracting out service provision in projects. A new experiment of private-public partnership has recently emerged in the tea sector. Regarding knowledge-management, the situation is positive within and among the projects but IFAD has invested limited resources in capturing and learning from the experiences of other development partners.
 9. Over the period under review, IFAD prepared two strategies (COSOPs) for its cooperation with the Government of Rwanda, in 2002 and 2007. The strategies were very well aligned to Government and IFAD policies and relevant to the national context. However, the CPE noted some inconsistency in the definition of target groups, in particular the various vulnerable groups. Also, while COSOPs have identified areas of policy dialogue and partnership, no action plans (and related resource allocations) have been drawn up. Within policy dialogue in particular, while there is room for improvement, this will require that the Government invites IFAD to contribute its international experience. And while it is the Government's prerogative to define the country's strategic objectives, IFAD's international experiences could, in some areas, contribute to defining strategies and approaches for achieving objectives. With respect to COSOP effectiveness, the CPE finds that there has been progress in achieving the strategic objectives and that IFAD country programme has contributed to this progress.
 10. The partnership between IFAD and the Government of Rwanda has, overall, been satisfactory and has addressed sub-sectors relevant to poverty reduction. Rwanda has now a more solid institutional and policy environment compared to when the 2007 COSOP was formulated. Adapting to this new context implies, inter alia, pitching the objectives of the programme and the type of interventions at a higher level. Attention will need to be reinforced on, and adequate resources allocated to, non-lending activities (policy dialogue, partnership building and knowledge management) to pursue development objectives that were only achieved in part or

not at all (e.g. institutional development of local government, rural finance), as well as to harmonization and strategic programme management. The present CPE argues that portfolio development activities will remain very important and probably absorb the greater part of IFAD's investments. However, recommendations are deliberately presented starting from "higher plane" objectives as these have so far commanded limited resources.

C. Agreement at completion point

Recommendation 1

C.1. Place greater emphasis on institutional support and non-lending activities to promote the scaling up of innovations and harmonized approaches to rural finance and cooperative development.

11. These recommendations include two sub-areas: (i) providing institutional support to local government for the scaling up of agricultural innovations and pave the way to SWAp preparation; and (ii) programme-based support to participate in harmonized frameworks in rural finance and cooperative development. This calls for a gradual shift from project focus towards more attention on the systematization of lessons learned both from within and outside the IFAD portfolio. It also calls for further dialogue and harmonization with development partners and for sharing knowledge, experiences and values in the policy arena.

C.1.a. Provide institutional support to local governments in the scaling up of agricultural innovations and in paving the way for the forthcoming agricultural SWAp.

12. Individual projects such as the Support Project for the Strategic Plan for the Transformation of Agriculture (PAPSTA) and the Kirehe Community-based Watershed Management Project (KWAMP) have helped promote emerging agricultural innovations. The long-term challenge to scale up such innovations is of an institutional nature. The challenge is to define an institutional approach that fits into the decentralization process and local government structure. As decentralization proceeds into its third phase (2011-2015) and district and sector administrations/governments further develop their capacity, it may be possible to transfer full responsibility for implementation to local governments.
13. Such transfer would need to be facilitated. IFAD, in collaboration with the central and local governments and other developing partners, should support the development and systematization of approaches and guidance tools that help local governments plan, implement and monitor the various technical interventions. These approaches and tools may create the basis for central government grants to local governments for watershed development, which could be one of the important pillars of the agricultural SWAp. IFAD will explore opportunities for integrating its interventions in the forthcoming SWAp in order to ensure its participation in major strategic and policy dialogue initiatives in the agriculture and rural development sector. IFAD's participation in the SWAp may also include the development of implementation tools and methodologies that ensures ownership by local governments in up-scaling innovations.
14. **Proposed follow-up:** IFAD will explore opportunities for integrating the agricultural existing and new projects it supports in the forthcoming agricultural SWAp by: (i) strengthening the role of district authorities in project planning and implementation through growing partnerships between districts and the single project implementation unit, and through improved watershed management planning ; and (ii) supporting MINAGRI in the development of at least 3 concept notes for modular key intervention areas such as Watershed Management Planning (WMP), soil and water conservation, and community innovation centres (CCIs).

Deadlines for implementation:

- No deadline, as this is a continuing process; and
- End-December 2012

Entities responsible for implementation:

- MINAGRI, supported by IFAD implementation-support missions; and
- MINAGRI, supported by IFAD.

C.1.b. Support harmonized thematic programmes in rural/micro finance and cooperative development.

15. Within as well as outside IFAD-financed portfolio, support is provided for the development of rural/micro finance and cooperatives but approaches and methodologies often differ. The present CPE finds that such support is of an *ad hoc* character and that systemic issues are not addressed in a coherent and harmonized manner. Through a modest financial contribution to harmonized thematic programmes, IFAD could establish its presence in high-level policy dialogue and share its experiences.
16. *In rural finance, explore the option for support to Access to Finance Rwanda (AFR).* IFAD should stay involved in rural finance in Rwanda. Despite problematic experiences in Rwanda, the Fund has relevant lessons to contribute through its regional and global portfolio. AFR, established by the Government and several development partners led by the United Kingdom Department for International Development (DfID), is expected to address systemic issues with a view to increasing access to finance, particularly for the large numbers of people who have no, or only limited, access to financial services. Recently, DfID has supported Government in developing a Rural and Agricultural Finance Strategy and AFR has presented a sustainability strategy for Savings and Credit Cooperatives. Even a modest financial participation from IFAD would be important because it would allow IFAD to contribute to the agenda and work, based on its own experience in implementing the portfolio and, at the same time, benefit from exchanges of information. Being outside these harmonized frameworks would severely limit IFAD's ability to engage in policy dialogue and knowledge management. Obviously, IFAD's contribution to AFR should be based on an assessment of whether this facility provides an effective contribution to rural poverty reduction objectives.
17. Regarding cooperative development, IFAD should contribute to efforts to develop a harmonized support framework. The Rwanda Cooperative Agency reports that it is planning to harmonize the current highly fragmented support for cooperative development; it would be appropriate for IFAD to support this endeavour. If the initiative leads to a harmonized framework with financial support from government and several development partners, IFAD should explore the possibility of making a financial contribution so as to become an active participant, as per the rationale described above.
18. **Proposed follow-up:** IFAD will: (i) work with MINAGRI to implement the Rural and Agricultural Finance Strategy, including possible collaboration with sector-wide initiatives to strengthen rural financial services, such as AFR; (ii) continue the integration of systematic support packages to cooperative development in its Country Programme.
 - **Deadline for implementation:** End-December 2014.
 - **Entity responsible for implementation:** IFAD

Recommendation 2

C.2. Move towards more strategic programme management and reliance on national systems, in line with the Paris Declaration.

19. Increased engagement in non-lending activities will call for a review of current transaction costs in individual project follow-up. In line with the Paris Declaration, IFAD/Government project cooperation should rely more on the Government's accountability and implementation systems, recognized as among the best and most efficient in sub-Saharan Africa. IFAD should move away from micro management, leaving this to government systems, while adopting a more strategic management approach.
20. In this new role, IFAD would use more of its country programme management resources for addressing strategic issues both within and above projects. This should also include more strategic use of technical assistance grants, not only for project design but also for developing the capacity of institutions so that national institutions can take over activities once the projects end. This would be a gradual process, adapted to capacity improvements in government systems, where IFAD and the Government would continuously reassess what should and can be done by government institutions, and what are the most conducive cooperation procedures for ensuring accountability and local ownership. The introduction of portfolio-wide annual joint reviews between the Government and IFAD has been a commendable step towards strategic portfolio management. Additional measures are indicated below.

C.2.a. Replace PCUs with facilitation support.

21. In the current portfolio, there is a tendency to perceive projects as independent institutions and the PCUs as their managers - while in reality "a project" is no more than a temporary initiative for partner institutions. Recent government policy encourages Ministries to reduce the number of PCUs by establishing a single project implementation unit for all donor-assisted projects. Though the efficiency of this new set-up has yet to be demonstrated, eventually IFAD may have to comply and change its implementation management procedures. Under the new set-up, it is recommended that IFAD-supported projects should include the provision of technical assistance/facilitation support, not as decision-making managers but as advisers and facilitators, to the implementing management units - whether at the central ministry level or within district administrations.
22. **Proposed follow-up:** IFAD will explore opportunities for integrating the agricultural existing and new projects it supports in the forthcoming agricultural SWAp by:
 - (i) supporting MINAGRI and the Ministry of Trade and Industry (MINICOM) in transforming the PCUs to a single unit of the MINAGRI Single Project Implementation Unit;
 - **Deadlines for implementation:** End-December 2011
 - **Entities responsible for implementation:** MINAGRI

C.2.b. Articulate more clearly the division of labour between the headquarters, the IFAD regional office in Nairobi and the country office.

23. This implies giving a more substantive role to the latter in partnership-building, policy dialogue and knowledge management. In this context, consideration should also be given to defining the technical backstopping functions of the Nairobi office, which, for example, could include quality assurance of baseline and impact surveys.
24. **Proposed follow-up:** IFAD will raise the implementation-support role of its Rwanda country office, covering both technical and fiduciary issues. Support will be provided by the Regional Office in Nairobi. However, a quality assurance role is not foreseen for the Regional Office.

- **Deadlines for implementation:** No deadline, as this is a continuing process.
- **Entities responsible for implementation:** IFAD

C.2.c. Undertake joint supervision missions with the Government and development partners.

25. One can reduce transaction costs of IFAD, of the concerned Ministries and of development partners by having more joint supervision and implementation-support missions. When feasible, it should be considered to field a single mission covering several projects executed by the same Ministry.
26. **Proposed follow-up:** IFAD has conducted joint missions with the Department for International Development (United Kingdom) for PAPSTA and UNIDO for PPPMER, with good experience. This practice will continue for cofinanced projects. Single missions covering several projects may be experimented with, in particular thematic supervision missions (for example focusing on M&E, knowledge management or financial management of several projects). However, the prospects of providing concrete implementation-support in the context of increasing project size must be kept in view in such undertakings.
27. **Target for implementation:** At least one joint mission per calendar year, and explore scope for thematic supervision missions.

Entities responsible for implementation: IFAD

Recommendation 3

C.3. Develop strengthened sub-sectoral support activities around three main axes: (a) protection of the natural resource base in the watersheds; and develop pro-poor agricultural value chains based on private-public partnerships in (b) food crops and (c) cash and export crops.

C.3.a. Sustainable natural resources development in the watersheds and carbon financing.

28. IFAD's future programme should continue its watershed development initiatives, including the promotion and scaling up of agricultural innovations and soil and watershed protection. It should better assess and document environmental risks as well as opportunities. Both the 2007 COSOP and past project design documents did not include a detailed assessment of environmental risks and trade-offs, and thus no mitigation plans. The next COSOP should include a strategic analysis of environmental and natural resource management issues, in line with the requirements of IFAD's Environment and Natural Resource Management Policy, and explore opportunities for qualifying for carbon financing. Future project designs should include environmental and social impact assessments.
29. **Proposed follow-up:** The recommendation regarding priority sub-sectors will be considered during the design of the next COSOP. In this context, the possible uptake of the three proposed main axes will remain the joint decision of IFAD and the government, supported by the Country Programme Management Team. However, a detailed assessment of environmental risks and trade-offs is not likely to be practical at the COSOP stage, as a risk analysis and the development of mitigation measures will always depend on the clear definition of activities, which is only done after the COSOP stage when proceeding to project design. Such analysis would thus risk remaining superficial and irrelevant.
- **Deadline for implementation:** September 2013
 - **Entities responsible for implementation:** IFAD

C.3.b. Support for the development of value chains for food crops and livestock products through private-public partnerships.

30. While many farm households have increased their production of food crops and livestock products beyond subsistence needs over the last three years, the systems needed to handle these surpluses (e.g. warehouses, processing and marketing) are not available. Major investments (capital and human resources investments) are required to handle the rapidly increasing surpluses. Given Rwanda's small farm sizes, the country's long-term competitive advantage is unlikely to be in low-value staple food crops that can be produced at lower cost in countries with an abundance of land.
31. For this reason, IFAD should consider moving towards higher-value commodities produced in intensive systems with a high labour input, and with potential for creating significant non-farm employment in processing and marketing enterprises. Based on current intensive zero-grazing systems, dairy would be an obvious candidate - but other candidates may include high-value horticultural products.
32. **Proposed follow-up:** The recommendation relates to the choice of both the priority sub-sectors and the support approach. While the former is covered by recommendation 3.a above, the latter (the choice of the value chain approach) is fully agreed for the sub-sectors that require the horizontal integration of the up and downstream industries. Its integration will be looked at during the design of the next COSOP.
- **Deadline for implementation:** September 2013
 - **Entities responsible for implementation:** IFAD

C.3.c. Support a pro-poor development of export and cash crops and products through private-public partnerships.

33. Apart from their foreign exchange contributions, some crops have potential for generating significant on- and off-farm employment. For tea and coffee, there are still a number of unexploited value addition activities. Albeit currently in a difficult start-up phase, sericulture could well create many on- and off-farm jobs in activities that are highly labour-intensive and with products of high value to weight. According to international sericulture experts, Rwanda's climatic and natural resource conditions are well suited to sericulture.
34. Special mitigating measures (e.g. based on support to subsistence crops or food-for-work schemes) need to be considered for very poor households. This is because value-chain development for export and cash crops often fails to involve marginal landholders, and expansion of export/cash crop areas may be at the cost of food crops and food security.
35. In pursuing public-private partnerships, support will be needed to promote transparent agreements and competition in order to address situations whereby a large private investor, owing to limited competition, might exploit producers. Consideration will need to be given to the complexity and scale of operations. For certain levels of scale and complexity, private companies may be in a better position than the newly-established cooperatives. Thus, an approach for private-sector development, including development of public-private partnerships, should be developed to guide such support.
36. **Proposed follow-up:** The recommendation has already been implemented in the design of the Project for Rural Income through Exports (PRICE), which builds on the successful public-private partnership of the Smallholder Cash and Export Crops Development Project (PDCRE) in the tea sub-sector. PRICE also includes innovative public-private partnerships in the sericulture and horticulture value chains.
- **Deadline for implementation:** September 2011.
 - **Entities responsible for implementation:** IFAD, with support from MINAGRI.

Signed by:

Hon. Agnes Matilda Kalibata

Minister of Agriculture and Animal Resources

Government of Rwanda

_____ Date:

And

Mr. Kevin Cleaver

Associate Vice President

Programme Management Department

IFAD

_____ Date:

PBAS scores and annual allocation

1. Table 1 presents the most recent PBAS scores and annual allocation, and Table 2 shows how the allocation could vary in response to changing project-at-risk (PAR) and rural sector scores.

Table 1. PBAS calculation for COSOP year 1

<i>Indicators</i>		<i>Scores</i>
A(i)	Policy and legal framework for rural organizations	4.00
A(ii)	Dialogue between government and rural organizations	4.50
B(i)	Access to land	4.50
B(ii)	Access to water for agriculture	4.75
B(iii)	Access to agricultural research and extension services	4.33
C(i)	Enabling conditions for rural financial services development	4.25
C(ii)	Investment climate for rural businesses	4.33
C(iii)	Access to agricultural input and produce markets	4.33
D(i)	Access to education in rural areas	5.00
D(ii)	Representation of women	5.00
E(i)	Allocation and management of public resources for rural development	5.00
E(ii)	Accountability, transparency and corruption in rural areas	4.50
	Sum of combined scores	54.50
	Average of combined scores	4.54
	PAR rating 2012	5
	IRAI rating 2011	3.82
	Annual allocation 2013 (US\$ million)	14.1

Table 2. Relationship between performance indicators and country score

<i>Financing scenario</i>	<i>PAR rating (+/- 1)</i>	<i>Rural sector performance score (+/- 0.3)</i>	<i>Percentage change in PBAS country score</i>
Hypothetical low case 1	4	4.5	-5%
Hypothetical low case 2	3	4.72	-16%
Base case	4	4.72	0%
Hypothetical high case 1	4	5	6%
Hypothetical high case 2	5	4.72	17%

Ongoing portfolio and pipeline development during COSOP period

1. The on-going RB-COSOP for Rwanda was approved by IFAD Executive Board in September 2007 and was to cover the period 2008-2012. It articulated IFAD's contribution to Rwanda's newly formulated Economic Development and Poverty Reduction Strategy (EDPRS), the objective of which was to tackle poverty by promoting equitable economic growth, modernizing agricultural production systems and introducing an export orientation. The EDPRS built on the first Strategic Plan for the Transformation of Agriculture (PSTA) and emphasized support to the agricultural sector, mainly through a flagship programme known as Vision 2020. The 2012 Rwanda CPE concluded that synchronization of the 2008-2012 RB-COSOP and national processes to defining strategies and objectives allowed a high degree of alignment at this level.
2. Rwanda is one of the best IFAD performing countries in the East and Southern Africa (ESA) region in terms of achievements of country programme results. At present, IFAD portfolio in the country consists of four ongoing projects:
 - Support project for the Strategic Plan for the Transformation of Agriculture (PAPSTA), total project cost of US\$31.1 million (2006-2013)
 - Rural Small and Micro-enterprise Promotion Project – Phase II (PPPMER II), total cost US\$17.6 million (2004-2013)
 - Kirehe Community-based Watershed Management Project (KWAMP), total project costs US\$ 49.3 million (2009-2016) with supplementary financing of US\$15.4 million (approved by IFAD Executive Board in July 2013 via Lapse of Time)
 - Project for Rural Incomes through Exports (PRICE), total cost of US\$56.1 million (2012-2018)
3. IFAD country programme has contributed significantly to improving incomes and food security in rural areas, particularly through watershed development, increased production in irrigated marshland and hillsides, development of livestock (PAPSTA, KWAMP), export crops (PDCRE and PRICE) and rural enterprise development (PPPMER I-II). PAPSTA and KWAMP have piloted a number of innovations including a rice intensification system (now being scaled-up nationwide), crop-livestock integration and intensification, support for water users associations, development of farmer managed veterinary pharmacies, and introduction of biogas flexi-low cost technology. Regarding off-farm employment, PPPMER I-II have targeted the rural poor, including youth, supported vocational training mainly through the apprenticeship programme, and assisted start-up of micro and small enterprises.
4. Through PAPSTA, IFAD has provided substantial resources and technical assistance to government to develop policies and strategies in particular the Strategic Plan for Agricultural Transformation and supported development of MINAGRI's new institutional structure (RAB and NAEB). It has also built decentralized institutional capacity at district level through the District Land Bureau and Local Committees for Management and Supervision (CLGS).
5. Two projects, PPPMER and PAPSTA, are closing in 2013. A new operation, the Post-harvest and Agribusiness Support Project (PASP) (US\$27 million), is under formulation and is scheduled to be submitted to IFAD Board in December 2013. An Adaptation for Smallholder Agriculture Programme (ASAP) investment (US\$7 million) will be fully-embedded in PASP components to increase the climate resilience of value chains and reduce the impact of climate change on productivity and profitability of smallholders farming systems.

	2010	2011	2012	2013	2014	2015	2016	2017	2018
COSOP period				PBAS 1			PBAS 2		
KWAMP	■			■					
PRICE			■			■			
PASP (+ASAP)				■			■		

6. The present RB-COSOP will cover two IFAD’s performance-based allocation (PBAS) cycles, 2013-15 and 2016-18. Based on the current PBAS scores and criteria, the IFAD funding available for the combined period will be between US\$90-95 million approximately, including financing from the Adaptation for Smallholder Agriculture Programme (ASAP).
7. The Concept Note (CN) for the new blended IFAD-ASAP operation, the Post-harvest Agribusiness Support Project, was presented and approved by OSC for pipeline entry in June 2013¹. If approved by the Executive Board, the Post-harvest and Agribusiness Support Project and KWAMP supplementary financing together will absorb the full 2013-15 PBAS allocation.
8. Specific investment for the second 2016-18 PBAS allocation will be identified during the course of the COSOP, but these are likely to include: (i) possible supplementary financing for PRICE; (ii) expansion of integrated watershed management, marshland and hillside irrigation and agricultural intensification in other priority districts; and (iii) micro and small enterprise support.

¹ Even though an earlier CN had been approved by OSC under the 2018-2012 COSOP, it was presented without ASAP co-financing as the facility had not been established at that time.

CONCEPT NOTE: Post-harvest Agribusiness Support Project (PASP) with a blended investment from the Adaptation for Smallholder Agriculture Programme (ASAP)

Context and justification

1. Agriculture is the backbone of Rwanda's economy and the majority of households in Rwanda are engaged in crop or livestock production activity. The Government's Crop Intensification Program (CIP) and *Girinka* (One Cow, One family) initiative have led to substantial increases in smallholders' production of CIP crops and milk supply, which are now placing pressure on the post-harvest handling and marketing systems.
2. Studies reveal that post-harvest losses for staple crops throughout Rwanda are estimated between 25-40%. These losses are likely to increase given the country's reliance on rain-fed agriculture both for rural livelihoods and exports of, particularly, tea and coffee and its vulnerability to climate change. The agriculture sector will be the hardest hit by adverse climate conditions, as agricultural production, both pre and post-harvest, is very exposed to climate change risks through drought, intense and erratic rainfall, and increasing incidence of high winds and temperature shifts¹.
3. While Rwanda is located in the East Africa and Central Africa regions where climate models are difficult to simulate, climate modeling scenarios project increases in mean annual temperature of up to 3.25°C by the end of the century. These changes are expected to cause substantial additional losses and damage to agricultural production, particularly in the dairy sector if adequate cooling and storage facilities are not made available. Changes to rainfall are less certain, though most models predict rainfall intensity will increase with changes in traditional harvest periods.
4. A growing population is also an issue of concern in Rwanda. A major environmental protection issue is the imbalance between this growing population and the pressure it is exerting on the natural resource base (land, water, forests, flora, fauna and non-renewable resources) which has been degrading for decades. This degradation includes major deforestation, depletion of bio-diversity, erosion and landslides, pollution of waterways, and the degradation of fragile ecosystems, such as swamps and wetlands.
5. In a bid to strengthen value chains and reduce post-harvest losses resulting from harvesting, drying, processing and inappropriate storage facilities, the Post-Harvest Agribusiness Support Project (PASP) will aim at supporting the technical, marketing, infrastructure and direct capacity-building needs of cooperatives, self-help groups and small medium enterprises (SMEs) seeking to undertake viable and climate-resilient post-harvest investments.
6. PASP will be strengthened through an ASAP investment providing incremental support to reduce the vulnerability of post-harvest market chains to the impacts of climate change and ensure that appropriate mechanisms are established to safe guard food security, including appropriate and timely climate information services.
7. The project builds on the significant achievements made by KWAMP, PAPSTA in increased agricultural productivity through support to the CIP, marshland and hillside irrigation works, watershed protection and agriculture and livestock intensification. Furthermore it is in line with the proposed 2013-18 Country Strategic Opportunities Paper (RB-COSOP) for Rwanda that has the following pillars: (i) Agricultural productivity sustainably increased through investments in physical and social capital resulting in improved incomes and livelihoods; (ii) Climate resilient export value

¹ A study by Stockholm Environment Institute (2009) found that existing climate variability has significant economic costs in Rwanda, at least 1% of GDP per year if not addressed. Major floods that occurred in 1997, 2006, 2007, 2008, and 2009 resulted in infrastructure damage, fatalities and injuries, landslides, loss and damage to agricultural crops, soil erosion and environmental degradation.

chains, post-harvesting and agribusiness developed to increase market outlets, add value to agricultural produce and generate employment in rural areas; and (iii) Nutritional status of the rural poor improved and vulnerable groups included in economic transformation process. The proposed new project incorporates activities that will strongly support pillars (ii) and (iii) of the new RB-COSOP.

Geographic area and target groups

8. While most of the PASP-ASAP focused value chains (maize, beans, cassava, irish potatoes and dairy) are found nationwide, the project will initially support geographical areas determined using three main criteria: (i) food-basket areas/land area dedicated to individual crops, determined on the basis of 2011-2012 data provided by the MINAGRI CIP; (ii) poverty, assessed by cross referencing EICV data and *Ubudehe* data; and (iii) potential for value chain development and growth based on current and prospective processing facilities². As PASP delivery capacities are developed, MINAGRI intends to expand successful operations to other major market driven crops or livestock activities and geographical areas..
9. The projected number of direct beneficiaries is estimated at about 155,000 people in rural households, particularly targeting households in the *Ubudehe* categories 2, 3 and 4 (very poor, poor and resourceful poor)³. This primary target group for PASP are poor smallholder farmers either engaged in production and primary processing in the priority value chains, including poor farmers with some production potential and members of cooperatives who own small land plots and smallholders who supplement their income through agricultural wage work.

Key Project objectives

10. Consistent with the GoR development objectives, the overall project goal is to alleviate poverty, increase rural income, reduce food insecurity and malnutrition, and contribute to the overall economic development of Rwanda.
11. PASP development objective is to increase smallholder and rural worker incomes (including women, youth and vulnerable groups) from climate resilient CIP crop and dairy businesses. The proposed ASAP investment will be blended within PASP through focused support to reduce the vulnerability of post-harvest market chains to the impacts of climate change and ensure appropriate mechanisms are established to safe guard food security. This could be described as increasing the climate resilience of value chains and reducing the impact of climate change on productivity and profitability of the smallholders farming system through the promotion of adaptation policies, techniques and technologies – (through helping build a low-carbon and climate resilient postharvest agribusiness sector).

Ownership, harmonization and alignment

12. The project matches the national development objectives of reducing poverty and achieving economic growth found in the Vision 2020, EDPRS II and PSTA III, which now incorporate climate priorities that were identified in the National Strategy on Climate Change and Low-Carbon Development (NCCLCD). In particular, PASP-ASAP will support the implementation of Programme 2 of the NCCLCD: Agricultural Diversity in Local and Export Markets. The project is also consistent with the National Post-harvest Staple Crop Strategy (PHSCS). PASP builds on ongoing IFAD investments concerning: (i) strengthening of support services in the food crops and

² The three food-basket areas selected are: North West food-basket including the Districts of Musanze, Nyabihu and Rubavu; Southern Province food-basket including Muhanga, Kamonyi and Ruhango; and Eastern Province food-basket with Gatsibo, Kayanza, Ngoma and Nyagatare.

³ *Ubudehe* is a classification of poverty based on participatory self-assessment.

agricultural value chains and (ii) institutional support and non-lending activities for harmonized approaches to rural finance and cooperative development. In addition, ASAP financing will allow climate risk management to be mainstreamed into implementation of these areas, providing examples that can be adopted for ongoing GoR and other development partners activities in these technical sectors.

Components and activities

13. PASP will have two technical components supported by a project management component. The focus of implementation will be the first significant point where primary produce is aggregated – a product aggregation point or business hub (HUB) located at sector level. A HUB includes the physical place where primary products are aggregated and where value addition could take place, together with the necessary managerial and technical skills, facilities, technology and equipment (e.g., for quality control, sorting, packaging, storing, value adding, etc.) to serve smallholders harvest and post-harvest services' needs, either directly or by brokering or facilitating access to other relevant institutions and/or private sector providers.
14. **Component 1: Strengthening business and climate risk management capacity and market linkages** will focus on assessing and building the capacity of the HUBs and their immediate business partners and business service providers including MFIs/SACCOs and agro-dealers and traders, so that HUBs have the skills, services and confidence to more effectively and efficiently deliver larger volumes of improved produce to the market chain, manage climate risks more effectively and provide value adding services to their owners and suppliers.
15. Sub-component 1.1: *HUB business management capacity assessment and development* will assist HUBs in each selected value chain identify and address their financial and climate-risk management skills gaps and produce business plans to develop their services more profitably with stronger linkages to supplying farmers. Sub-component 1.2: *HUB business development planning and implementation* will build on the initial sensitization and need assessments carried out in sub-component 1.1 and, depending on the identified needs, provide more focused technical trainings linked to implementation of the business plans, such as: business planning, costing, negotiation, market analysis and/or marketing. Sub-component 1.3: *Strengthening agribusiness support services to HUBs* will ensure that agribusiness support services targeting HUBs acquire the technical and business skills necessary to provide sustainable, climate resilient and low-carbon business services to HUBs, their members and suppliers. Sub-component 1.4: *Implementation partner capacity building* will build the capacity of PASP implementation partners for their mandated roles, particularly the technical departments of the PHHTF and the three RAB departments (Agriculture Extension, DAE; Animal Resources Extension and Agricultural Infrastructure, DARE; and Mechanization, DAIM) and increase their interactions with the Rwandan Meteorological Services, to deliver the specialized facilitation and technical services for successful implementation of PASP.
16. **Component 2: Investment and climate risk management support to HUB agri-businesses** will provide investment support to the HUBs to upgrade their existing post-harvest facilities, quality management and handling processes and invest in value addition and market development activities. An integral part of the business plans for investment in equipment and facilities will be specialized technical assistance for product and market development, specialized business management skills, and continuous support (mentoring) during the implementation process. The technical and commercial viability of new technologies and equipment will be demonstrated in a commercial context.
17. An important aspect of the investment component will be to sensitize and assist the lending organizations which will provide most of the financial capital to the increasingly important issue of climate risk management, which is to be integrated

with the financing package for HUB business plans. Assessment of business plans will take account of the longer investment time horizon and payback period during which a number of climate change risks are materializing. ASAP grants will enable the financing of concrete climate change adaptation activities which are not normally included in a loan assessment process. Such activities may include the targeted use of climate information services for agricultural processing and storage management, measures to increase availability of freshwater and efficiency of water use (such as rainwater harvesting), or the application of improved building codes for infrastructure.

18. ASAP grant funding will enable consideration and inclusion of climate smart technologies and processes in the investment package of HUB business plans. For example, the use of a combination of solar power and biogas, linked to a simple milk pre-cooling system, can allow rapid cooling of milk early in the supply chain to increase its storage life and provide greater flexibility for delivery of milk at night, thereby buffering the effects of growing temperatures and increasing farmer returns.
19. Other adaptation interventions which can be integrated into HUB business plans include access to less climate-sensitive inputs, improved low-carbon technologies to reduce dependency on climate-sensitive energy sources and exploit new opportunities in warmer temperatures (biogas, solar cooling, solar drying), improvements to pre/post-harvest management techniques to increase storage life and reduce losses from humidity and pest infestations, on-farm equipment to reduce post-harvest losses and improve storage life (e.g. sealed bag storage, metal silos, improved processing equipment), and relevant technical advice on the handling of grains, tubers and dairy products. The adaptation benefits of integrated crop-livestock systems, which include the diversification of income sources for smallholder farmers alongside benefits such as the use of chopped whole cassava silage and by-products from grain and tuber cleaning as high value stock-feed, will be analyzed and promoted among farmers.

Cost and financing

20. PASP will be financed by IFAD, the GoR (including Central and District levels), leveraged commercial borrowing from the financial sector, as well as by contributions from value chain actors/beneficiaries. IFAD financing will be in the form of 50% DSF grant and 50% highly concessional loan, equivalent to US\$27 million and an ASAP grant of US\$7 million. The GoR will contribute US\$12.35 million in the form of foregone taxes and duties, and approximately US\$10.17 million would be provided by project beneficiaries/value chain actors in the form of cash, labor and in-kind inputs to the construction and operating costs of the infrastructure for markets and supply chains. It is expected that PASP and ASAP contributions under components 1 and 2 will leverage commercial loans to project beneficiaries from the financial sector amounting to US\$26.33 to support climate resilient post-harvest handling, processing and marketing investments. Total project investment costs are estimated to be US\$85.85 million to be spent over a 7-8 year implementation period.

Organisation and management

21. PASP will be integrated within the existing Single project Implementation Unit (SPIU) that coordinates and manages the two ongoing IFAD-supported projects in the Ministry of Agriculture and Animal Resources, namely the Kirehe Community-Based Watershed Management Project (KWAMP) and the Project for Rural Income through Exports (PRICE). It will be responsible for project coordination and financial management, procurement, monitoring and evaluation, knowledge management and communication. A team of specialists will be established in the SPIU to provide the technical guidance and expertise needed for the effective project implementation. This includes specialists in rural finance, gender, value chain development and one specialist in climate and environment that will complement existing staff capacities for

implementing ASAP activities. The post-harvest and handling expertise will be provided by the PHHTF and RAB Department of Agricultural Infrastructure and Mechanization (DAIM). National and international NGOs will also assist in implementing project activities. These technical, financial and training service providers will be contracted by the SPIU using competitive government procurement procedures and based on renewable performance-based contracts.

Monitoring and evaluation indicators

22. PASP will design a participatory project learning system (PLS) integrating planning, M&E and knowledge management (KM). Main indicators will be gender-disaggregated and will include: (i) average income increase for direct beneficiaries; (ii) number of participating HUBs implementing a business development plan that increases HUB profit; (iii) percentage of HUBs demonstrating improved climate risk management skills (e.g. climate resilient post-harvest handling, storage, diversified energy systems); (iv) percentage of HUBs demonstrating improved business skills (e.g. business planning, production planning, cost calculation, provision for maintenance, strategic use of climate information); (v) number of people trained in post-production, processing and marketing; (vi) number of HUBs / SMEs accessing financial services from local SACCOs / MFIs supported by the project; (vii) number of new or improved policies and institutional processes within MINAGRI, REMA, Rwandan Meteorological Services and other relevant agencies to promote low-carbon, climate resilient agribusiness; (viii) number of functioning market, storage, processing facilities (infrastructure management capacity); and (ix) number of HUBs introducing and using alternative energy sources and/or energy-reducing technologies that reduce energy used per unit of output.

Risks

23. The blended PASP-ASAP project will face the following main risks: (i) the natural resistance felt by some institutions and stakeholders to work across sectors on post-harvest and climate issues; (ii) weak management capacities of cooperatives; (iii) environmental risks; and (iv) price volatility and high transport costs compared to competing regional production.

Key file 1: Rural poverty and agricultural/rural sector issues

Priority areas	Affected group	Major issues	Actions needed
High levels of poverty in general and chronic malnutrition (stunting) in children under five and pregnant mothers	Landless households or household with very small landholding (<0.2 ha) without alternative employment possibilities; Often women-headed households	The affected households do not have enough land to feed their families and productivity is low; Generally situated in more remote areas with reduced access to social services, credit and opportunities for non-farm employment resulting in very low income levels; Low level of education and often confronted with difficulty to participate in farmers association or cooperatives remaining isolated; Low level of knowledge regarding nutritious diet and inaccessibility to nutritious food;	Adopt strategies to maximize equitable distribution of lands benefiting from major investments in irrigation; Promote access to livestock on cut-and-carry systems and/or small ruminants and poultry; Promote the establishment of kitchen gardens with water collection systems; Provide nutrition education; Assist in vocational training and generation of off-farm employment possibilities; Support adult literacy programmes; Coordinate with other UN agencies involved in assisting in the implementation of District Plans to end malnutrition, to mainstream specific activities within areas supported by IFAD;
Productivity of crop and livestock production	Majority of producers	Production on marginal lands due to population pressure on arable land; Limited utilization of improved technology, improved seeds, inorganic fertilizer and pest management; Non-sustainability of the fertilizer subsidy and inefficiency in its use; Limited access to irrigation; Low productivity of traditional endogeneous livestock races and inappropriate feeding and management practices; Limited access to relevant advisory services	Continue supporting the CIP programme taking care not to reduce the diversity of the production system thus minimizing risk; Adopt integrated soil fertility management practices to improve efficiency of fertilizer and reduce costs; Expand the coverage of the Farmer Field school approach for empowering farmers and improving their technical capacity; Continue supporting the "one cow per poor family" programme and up-scale the crop-livestock integration activities;

		and credit; Limited budget of MINAGRI	
Access to credit	Majority of producers	Small involvement in the agriculture sector of financial institution; inadequate skills for risk assessment ; lack of products to serve rural smallholders; insufficient trust among the actors across the value chain; inadequate rural banking infrastructure.	Policy dialogue and support to new strategy implementation. Alignment with national entities such as Business Development Fund. Develop innovative financial products tailored for agriculture Capacity building of MFIs and SACCOs
Post-harvest and agro-processing	Majority of producers, in particular the resource poor with marketable surpluses	In some areas, results of irrigation development and CIP have produced significant surplus production which encounters problems of market outlet; Post-harvest losses are significant, estimated between 20 and 40%; Insufficient organization of farmers associations and cooperatives for bulking of inputs and produce and low negotiation power; Producers lack knowledge of post-harvest handling levels to obtain a quality product and premium prices; Lack of infrastructure for drying and storage as well as processing; High transport costs	Support extension system to provide training to farmers on post-harvest handling and processing; Assist in investing in necessary drying and storage infrastructure; Support cooperatives to establish contractual relations with the private sector with the necessary knowledge of rights and duties of each party; Support private sector to better undertake their specific role in the value chain; Action Research on potential high value crops and products to be developed;
Farmers organizations/cooperatives	Majority of producers	Cooperative movement is growing rapidly, but still a minority of farmers are organized; Need of capacity development, in particular regarding management and business skills; Many partners provide assistance to cooperative movement, but need to harmonize methods and approaches;	Support capacity development of cooperatives to (i) provide training to their members on production and post-harvest handling and quality control of product; (ii) acquire business skills necessary to be able to develop a business model and serve as a bulking center for their members; Strengthen WUAs;

		<p>Low capacity specifically of the water users associations (WUAs) and their insufficient independence from the cooperatives;</p> <p>Rwanda cooperative agency (RCA) needs to be supported to coordinate and harmonize approaches</p>	<p>Assist RCA in its regulatory and capacity development role</p>
Off-farm employment and youth	Micro and small enterprises	<p>High number new of youth entering the workforce annually</p> <p>Low capacity and lack of collateral.</p> <p>Low linkages with financial sectors</p>	<p>Development and reinforcement of national vocational training.</p> <p>Linkages with rural finance and development of tailored products for youth without collateral for credit.</p>
Decentralization	Entire population and District governance systems	<p>Insufficient resources at District level to offer required services</p> <p>Limited capacities at District level and lack of trained personnel, in particular in planning and monitoring and evaluation;</p> <p>Insufficient participation of civil society in decision making processes at local level;</p> <p>Duplication of functions between RAB and district technical extension services;</p> <p>Insufficient coordination between partners intervening in same district</p>	<p>Strengthen capacities at district level in order to maximize synergies between different partners and improve the level of services delivered;</p> <p>Increase the capacity of local organizations to participate in the decision making processes;</p>

Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT]) analysis

Organisation	Strengths	Weaknesses	Opportunities/Threats	Notes
MINAGRI	Clear vision high ownership and implementation capacity. SWAp implementation efficient ASWG and satisfactory PFM assessment; Establishment of SPIU for IFAD/WB/AfDB supported operations; creation of NAEB and RAB to harmonize the support to production, export and research. Establishment of task forces to drive implementation of government/sector priority: irrigation/mechanization and post-harvest task.	Low budget for agriculture; Need to strengthen capacities in specific areas such as M&E data consolidation	Great emphasis on sustainable and equitable agriculture development in the new EDPRS and PSTA III. Emphasis on private sector involvement in agriculture to drive sector growth High donor aid dependency	
MINECOFIN	Coordination of aid through the External Finance Unit; Existence of a long-term investment plan (LTIP); establishment of SPIU; Qualified staff assistance and access to technical assistance.	THIS SECTION NEEDS TO BE UPDATED	Good financial performance management attracting external investments; Good management of the Rwanda revenue (Rwanda Revenue Authority) allows to contribute significantly to the state budget. Strong commitment to provide counterpart funding to external funded projects. High dependency on external aid to plan public investments	
MINALOC	MINALOC plays a key coordination role between government institutions at central and decentralized level (districts, sectors); Existence of district development plans	Weak coordination capacity with decentralized entities; High mobility of staff involved in the process of decentralization; Low budget allocated to	Acquired capacity on decentralisation will give to the Ministry a leading role with donors on decentralised project implementation. Devolution of authorities, responsibilities and implementation to district level.	

	and strong institutional capacity; establishment of the local development support fund. Establishment of the Rwanda governance Board.	MINALOC; Weak capacity to collect, analyze, process and disseminate statistics.		
MINICOM	Clear policies and strategies for all sectors: Commerce, Industry and Tourism, Cooperatives; Establishment of RCA and Rwanda Development Board.	Low departmental budget; weak capacity to collect, analysis, processing and dissemination statistics;;	Great emphasis in EDPRS2 on SMEs development and integration in regional markets. A new restructuration is ongoing but it is currently awaiting official confirmation from the Prime Minister's Office to be implemented. Privatization of BDS Implementation of PROBA nationwide	
LOCAL GOVERNMENT	High level of delegations of authority particularly in agriculture, land allocation and trade; participatory structure at several levels (cell, sector and CDC district); Establishing the Rwanda local development Fund; Performance contracts signed between districts and the President of the Republic; Direct transfer of a proportion of state budget to districts; joint action development forum to facilitate participation, decision making and joint planning.	Limited financial resource base; need of qualified personnel at district level and limited capacity, especially in the areas of planning and monitoring - evaluation;	The on-going third phase of The National Decentralization Policy (2011-2015) intends to enable communities and decentralized structures to take full responsibility for implementing national policies and strategies. Preferred counterpart for local project implementation.	
Farmers' organisations	Farmers' associations and cooperatives have increasingly provided technical assistance to	Capacity in governance and financial management is still low.	Great emphasis and support on coops by government authorities. Growing credibility as partners for private sector.	

	members, extending credit, facilitating access to inputs and organizing collective marketing. Associations of off-farm producers are emerging, and farmers' organizations, organized in commodity chains, are becoming increasingly vocal and representative.	Percentage of farmers represented by cooperatives is still low. Reduced representativeness at APEX level		
Private sector	Emerging agribusiness sector funded by private national capital; Significant progress in the privatization of state enterprises; constant growth of exports; improvement in the ease of doing business indicator (rank 52)	Limited access to rural infrastructure including electricity (high costs), services, and transport networks. Low capacity of small and micro rural entrepreneurs; limited access to efficient technologies;	Great development potential of agriculture in particular in high value crops and value addition should generate more demand for off farm services. Emphasis on high value crops, export, and value addition on PSTAIII Profitability still low due to low productivity in some commodities..	
Financial Institutions	High number of MFIs and SACCOs as well as commercial banks in the country. Strict supervision from the Central Bank; new entities such as the BDF to harmonise government intervention	Limited involvement in the agriculture sector; inadequate skills for risk assessment; limited of products to serve farmers in agriculture production; insufficient trust among the actors across the value chain; inadequate rural banking infrastructure.	New strategies and policies approved for the sector: rural and agriculture sector strategy and the Rwanda national microfinance policy implementation strategy. In addition some studies on leasing, agriculture insurance and warehouse receipt system have been led by AFR and development partners. Economic growth generates savings and demand for financial products. Donors support to the sector. Threats: high interest rate.	
NGOs	High level of competencies in the rural sector from primary production to rural finance	Dependency from donors resources.	Establishment of partnership among NGOs. Service provider in capacity building Unharmonized approach	

Key file 3: Complementary donor initiative/partnership potential

Donor/Agency	Nature of project/programme	Project/Programme coverage	Status	Complementarity/Synergy potential
World Bank	Rural Sector Support Project: Rehabilitation of marshland, Hillside irrigation, integrated management of critical ecosystems, support to public extension services, post-harvest infrastructure development.	Country-wide (RSSP)	Ongoing	Knowledge sharing with agricultural development projects, and particularly with KWAMP regarding irrigation works, rice cultivation, farmer field schools (FFS), rice drying infrastructure.
	Land Husbandry, Water Harvesting and Hillside Irrigation: Irrigation, extension services, marketing, rural finance, land husbandry.	Karongi, Nyanza and Gatsibo Districts.	Ongoing	Knowledge sharing with KWAMP in hillside irrigation, land husbandry techniques and extension services.
AfDB	Bugesera Natural Region Rural Infrastructure Support Project: Irrigation, feeder roads, storage and processing facilities.	Bugesera District	Ongoing	Experience sharing with KWAMP regarding marshland rehabilitation & feeder roads development.
	Bugesera Agricultural Development Support Project: Irrigation, water and soil protection, extension services, marketing infrastructure.	Bugesera District	Ongoing	Knowledge sharing with KWAMP (irrigation, rice intensification)
	Livestock Infrastructure Support Project: water supply for livestock, construction of milk collection centers, feeder roads, slaughtering and marketing facilities.	Country-wide	Ongoing	Knowledge sharing in water supply for livestock and construction/management of milk collection centers (KWAMP).

Donor/Agency	Nature of project/programme	Project/Programme coverage	Status	Complementarity/Synergy potential
DFID	Support to agricultural transformation: technical assistance (studies, PSTA's investment plan) and sector budget support.	Country-wide	Ongoing	Synergies with projects which provide institutional support to MINAGRI.
FAO	Programme for the development of rice production.	Country-wide	Ongoing	Complementarities with KWAMP regarding sustainable land management, FFS/rice and value chain development.
	Development of legal framework	Country-wide	In pipeline	Complementarities with all IFAD-funded projects.
	Food security programme/value chain development.	Burera, Gisagara, Musanze Districts	Ongoing	Complementarities with KWAMP (value chain development)
	Trans-boundary Agro-ecosystems Management Programme.	Nyagatare, Kayonza, Kirehe, Bugesera, Kamonyi and Rulindo Districts.	Ongoing	Complementarities with KWAMP (land management)
	School gardens programme	Nyaruguru, Nyamagabe & Gatsibo Districts.	Ongoing	Complementarities with KWAMP (kitchen gardens)
WFP	Technical assistance (market linkages) & P4P	Kirehe, Nyanza, Ngororero, Gakenke, Bugesera and Nyamaagbe Districts.	Ongoing	Complementarities with KWAMP (P4P).
European Union	Decentralised programme for poverty reduction (10 th EDF) and sector budget support: modernise rural sector by improving economic and institutional environment, increasing income, diversifying activities, developing	Country-wide	Ongoing	Synergies with PRICE (rural infrastructure, increasing income)

Donor/Agency	Nature of project/programme	Project/Programme coverage	Status	Complementarity/Synergy potential
	infrastructure.			
Netherlands	Nutrition and commodity chain organisation (potatoes processing).	North and Western Provinces	Ongoing	Synergies with PASP (post-harvest regarding potatoes commodity)
USAID	Post-harvest, capacity building and feeder road programmes.	Country-wide	Ongoing	PASP will build on PHHSP's experience. Complementarities with KWAMP (feeder roads)
JICA	Horticulture development	Bugesera and Ngoma Districts	Ongoing	Complementarities with PRICE.
	Technical Support for formulation and the implementation process of National Rice Development Strategy	Country-wide	Ongoing	Complementarities with KWAMP (rice development)
	Project for increasing crop production with quality extension services.	Eastern Province	Ongoing	Complementarities with KWAMP (extension services)
KOICA	Sericulture development programme	Country-wide	Ongoing	Complementarities with PRICE.

Key file 4: Target group identification, priority issues and potential response

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Programme Response
The abject poor Umutindi nyakajya	<i>Poverty level</i> <ul style="list-style-type: none"> Need to beg to survive Have no land or livestock Lack shelter, adequate clothing and food Fall sick often and children are malnourished <i>Poverty causes</i> <ul style="list-style-type: none"> Lack assets and access to factors of production Illiteracy Poor nutrition/health, HIV/AIDS 	<ul style="list-style-type: none"> Recourse to community solidarity Reduction of meals Do not recourse to medical care and do not send children to school 	<ul style="list-style-type: none"> Food and nutrition security, housing, access to health services Beginning of asset creation Linkages with safety nets Local employment possibilities 	<ul style="list-style-type: none"> Promote inclusion in existing organization of poorer group Promote access to land Develop income-generating activities Facilitate linkages with literacy programmes Facilitate linkages with nutrition programmes Gender specific strategies
The very poor Umutindi	<i>Poverty level</i> <ul style="list-style-type: none"> Have either no land or very small landholdings and no livestock Lack adequate shelter, adequate clothing and sufficient food Fall sick often and children are malnourished <i>Poverty causes</i> <ul style="list-style-type: none"> Lack assets and access to factors of production Illiteracy Poor nutrition/ health, HIV/AIDS 	<ul style="list-style-type: none"> Minimise risk through diversification of productive activities Sell labour for food, other goods or cash Reduction of meals Do not recourse medical care and children do not go to school regularly 	<ul style="list-style-type: none"> Food and nutrition security Risk reduction strategies Savings generation Access to off-farm or non-farm employment possibilities for members of the household Beginning of asset creation Organisational development 	<ul style="list-style-type: none"> Organisational development, including solidarity group and savings and loans associations Promote access to land Demand-driven support services Promotion of marketable productions and development of market linkages Develop micro-enterprises and rural employment Facilitate linkages with literacy programmes Gender specific strategies
The poor Umukene	<i>Poverty level</i> <ul style="list-style-type: none"> have some land and housing. live from their own labour produce and have enough to eat although balance may be unbalanced. 	<ul style="list-style-type: none"> Minimise risk through diversification of productive activities Have little access to medical care and children do not go to school regularly 	<ul style="list-style-type: none"> Increase productivity and diversification of production Access to irrigation Food and nutrition security Linkages and access 	<ul style="list-style-type: none"> Demand-driven support services On-farm investments (irrigation, soil and water conservation etc) Promotion of marketable productions

	<ul style="list-style-type: none"> • They do not have significant surplus to sell, • their children do not always go to school and • often have no access to healthcare. <p><i>Poverty causes</i></p> <ul style="list-style-type: none"> • Lack of marketable surplus • Limited access to factors of production • Lack of organisation & negotiating power • Periodic poor health, HIV/AIDS 	<ul style="list-style-type: none"> • Alternative employment • Join farmer or traditional associations 	<p>to institutions,</p> <ul style="list-style-type: none"> • markets, financial institutions • Access to off-farm or non-farm employment possibilities for members of the household • Organisational development 	<p>and development of market linkages</p> <ul style="list-style-type: none"> • Promotion of professional organizations • Credit and development of flexible financial products • Mechanisms for price regulation • Develop micro-enterprises and rural employment • Gender strategies and gender awareness
<p>The resourceful poor</p> <p><i>Umukene wifashije</i></p>	<p><i>Poverty level</i></p> <ul style="list-style-type: none"> • have some land and housing. • live from their own labour • have some small livestock • produce and have enough to eat although balance may be unbalanced. • They do not have significant surplus to sell, • their children go to school primary school • often have no access to healthcare. <p><i>Poverty causes</i></p> <ul style="list-style-type: none"> • Lack of marketable surplus • Limited access to factors of production • Lack of organisation & negotiating power • Periodic poor health, HIV/AIDS 	<ul style="list-style-type: none"> • Minimise risk through diversification of productive activities • Have little access to medical • Join farmer or traditional associations 	<ul style="list-style-type: none"> • Increase productivity through intensification • Access to irrigation • Linkages and access to institutions, markets, financial institutions • Organisational development 	<ul style="list-style-type: none"> • Demand-driven support services • Promotion of marketable productions and development of market linkages • Organise commodity chains • Promotion of professional organisations • Credit and development of flexible financial products • Mechanisms for price regulation • Develop micro-enterprises and rural employment • Gender strategies and gender awareness