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Republic of Rwanda

Country strategic opportunities programme

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For: **Review**

Note to Executive Board Directors

This document is submitted for review by the Executive Board.

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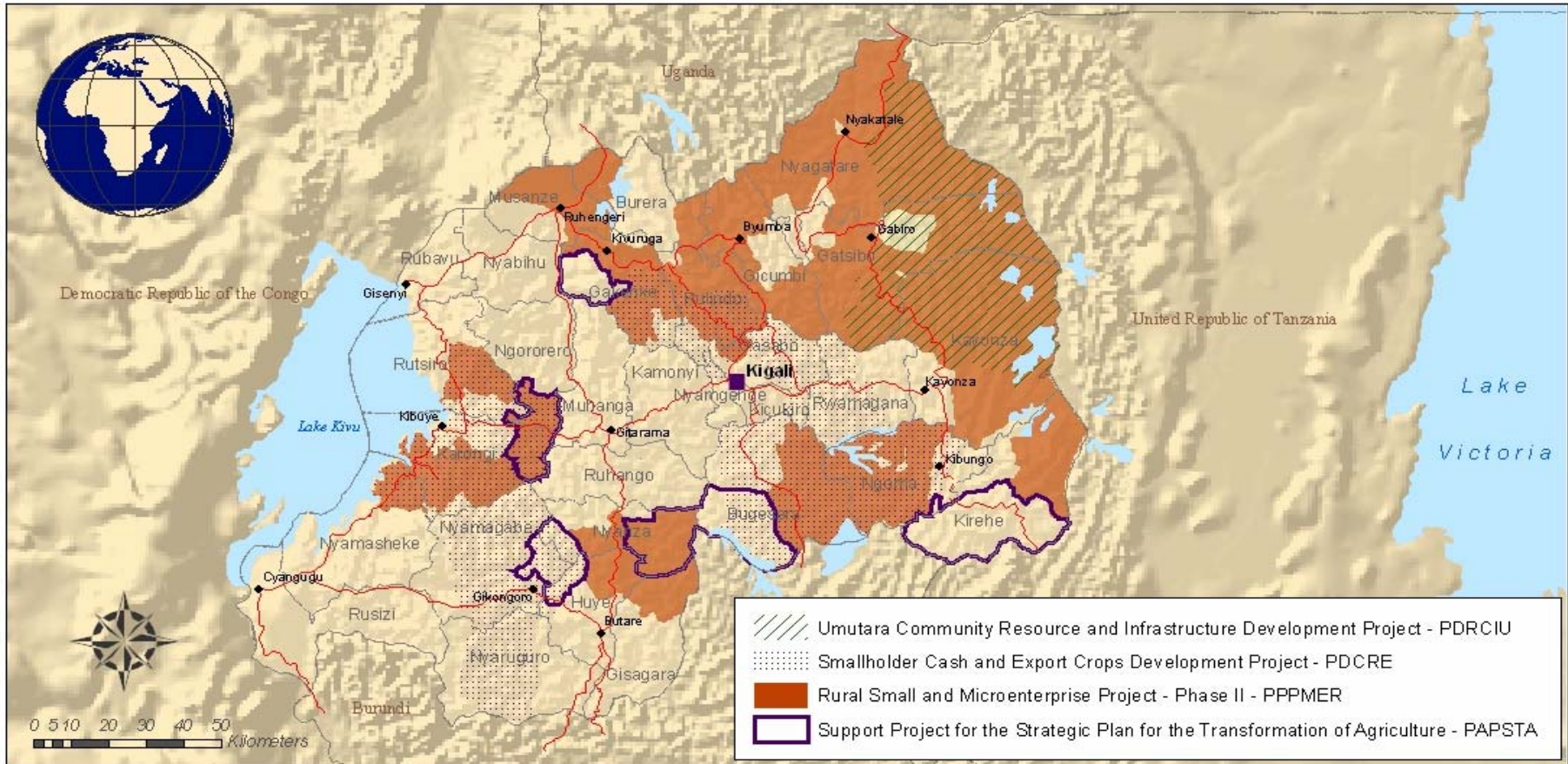
Abbreviations and acronyms

CLP	Core Learning Partnership
COSOP	country strategic opportunities programme
CPE	country programme evaluation
DFID	Department for International Development of the United Kingdom of Great Britain and Northern Ireland
DPCG	Development Partners Coordination Group
EDPRS	Economic Development and Poverty Reduction Strategy
ICFG	IFAD COSOP Focal Group
OFID	OPEC Fund for International Development
M&E	monitoring and evaluation
MFI	microfinance institution
MINAGRI	Ministry of Agriculture and Animal Resources
PAPSTA	Support Project for the Strategic Plan for the Transformation of Agriculture
PBAS	performance-based allocation system
PCU	Project Coordination Unit
PDCRE	Smallholder Cash and Export Crops Development Project
PDRCIU	Umutara Community Resource and Infrastructure Development Project
PPMER	Rural Small and Micro-enterprise Promotion Project – Phase II
PRSP	poverty reduction strategy paper
PSTA	Strategic Plan for the Transformation of Agriculture
SWAp	sector-wide approach

Rwanda

IFAD Country Programme, 2007

Map of IFAD operations in the country



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

Summary of country strategy

1. This country strategic opportunities programme (COSOP) for the period 2008-2012 provides details of IFAD's contribution to Rwanda's newly formulated Economic Development and Poverty Reduction Strategy (EDPRS), the objective of which is to tackle poverty by promoting equitable economic growth, modernizing agricultural production systems and introducing an export orientation. The EDPRS builds on the Strategic Plan for the Transformation of Agriculture (PSTA) and emphasizes support to the agricultural sector, mainly through a flagship programme known as Vision 2020 Umurenge.
2. Rwanda is one of the poorest countries in Africa. While overall recovery from the war and genocide of 1994 has been steady, poverty still affects 57 per cent of the population. Good progress has been achieved in health and education, but agricultural growth is still limited. High population growth has increased pressure on the land, resulting in a downward spiral of erosion, reduced fertility and falling productivity.
3. The COSOP defines IFAD's contribution to reducing rural poverty in the context of the EDPRS. In implementing the COSOP, the Fund will build on the ongoing project portfolio, drawing lessons from past experience both in Rwanda and in the region as a whole.
4. The overall objective of the COSOP is to empower poor rural people to participate in transforming the agricultural sector. Three strategic objectives are set:
 - (i) **Economic opportunities for the rural poor increased and their incomes raised sustainably.** Farmers will be helped to increase their agricultural productivity through sustainable agricultural intensification practices, including irrigation, soil and water conservation, and economic support services.
 - (ii) **Organizations and institutions of the rural poor as well as decentralized entities strengthened.** In line with the PSTA, IFAD will support the organization of small-scale producers along commodity chains, promote the establishment of farmers' organizations and strengthen the capacity of local governments and community development committees.
 - (iii) **Vulnerable groups participate in the social and economic transformation.** IFAD will support the community-based identification of vulnerable groups and facilitate their inclusion in the social and economic development processes.
5. IFAD's project activities will be mutually supportive and form part of a coherent, country programme that will gradually build up towards an agricultural sector-wide approach by mid-COSOP period.
6. Rwanda is now eligible for IFAD grant financing, with an allocation under the Fund's performance-based allocation system of about US\$21 million for commitment during 2008-2010. Two projects will be formulated during that period, the first mainly to address irrigation and soil and water conservation opportunities, the second aimed at enhancing rural economic development. The projects will target relatively poor and food-insecure regions, with an emphasis on areas affected by poor rainfall, and will seek operational links with other rural development initiatives.

Republic of Rwanda

Country strategic opportunities programme

I. Introduction

1. This country strategic opportunities programme (COSOP) provides details of IFAD's strategy in Rwanda, which will build on the Government's Economic Development and Poverty Reduction Strategy (EDPRS), one thrust of which is the Vision 2020 Umurenge programme in support of the agricultural sector. The five-year period covered by the COSOP (2008-2012) nearly corresponds with two three-year cycles of IFAD's performance-based allocation (PBAS) system.
2. The COSOP is the result of a participatory process that involved extensive consultation with the Government and other development partners, including local governments, professional organizations, the private sector, donors and NGOs. The IFAD COSOP Focal Group (ICFG), comprising representatives of IFAD's partners in Rwanda, was established at the start of the process. One meeting of the ICFG was held in conjunction with the country programme evaluation (CPE) workshop of November 2005; two others took place in December 2005 and June 2007, during consultative workshops with representatives of farmers' organizations. The participatory process was concluded at a national wrap-up workshop¹ convened by the Government and IFAD on 14 June 2007 for the purpose of adopting the present document.

II. Country context

A. Economic, agricultural and rural poverty context

Country economic background

3. Rwanda is a landlocked, resource-poor country with a population in 2005 of 9.5 million people (87 per cent of whom live in rural areas) and the highest population density in Africa (378 persons/km²). With a demographic growth rate of 3.1 per cent, the population density may reach more than 470 persons/km² by 2020. The genocide of 1994, which led to the loss of about one million lives and created some 800,000 refugees and displaced persons, had a devastating effect on the country's economic and social fabric. Despite post-conflict recovery and good economic progress, Rwanda remains one of the poorest countries in Africa with a real GDP per capita of US\$272 in 2006. Annual consumer price inflation stood at 7.5 per cent in 2006, although core inflation (without food and energy prices) remained below 5 per cent. Rwanda ranked 158th out of 177 countries in the 2006 United Nations Development Programme human development index. The Government's growth strategy is based on trade liberalization, privatization, development of foreign investment and the restoration of macroeconomic stability. Debt relief reduced Rwanda's total external public debt from US\$1.69 billion in 2004 to US\$354 million by end-2006, although this still represents about two thirds of its annual export earnings. To keep the country's debt sustainable, the World Bank, the African Development Bank and IFAD are now providing financial assistance in the form of grants.
4. Agriculture is the backbone of the economy, contributing about 36 per cent of total GDP in 2001-2006 and employing more than 80 per cent of the population. The sector is very fragile, however, suffering from structural constraints compounded by climatic hazards and frequent external shocks.

¹ The COSOP mission comprised C. Reiner, IFAD Country Programme Manager; M. Boulares, team leader; P. Hekmat, irrigation expert; T. Lasalle, farmers' organizations expert; and D. Ngendahayo, institutions expert.

Agricultural and rural poverty

5. Average agriculture growth over the last three years has remained at 3.6 per cent, against a target of 7 per cent, owing to structural weaknesses (decreased soil fertility, limited availability of inputs, inefficient technologies, lack of access to support services) and vulnerability to external shocks. Production growth may be attributed in part to expanded cultivated areas rather than increased productivity; production of most crops has increased, but yields have often fallen.
6. Public resources for agriculture have risen slightly during the past five years, from approximately 3 per cent to 4 per cent in the 2007 national budget. This figure is very low considering that the sector employs more than 80 per cent of the active population. It is also far from the 10 per cent target set by the New Partnership for Africa's Development.
7. **Emergence of commercial agriculture.** Tea and coffee constitute the main source of cash income for smallholders, providing 71 per cent of export earnings. The Government is promoting efforts to improve quality, develop processing methods and gain access to remunerative specialty markets. Production of rice, maize and other cash crops such as passion fruit has been stepped up recently to meet national and subregional demand. Incipient agribusinesses also offer new market outlets for a range of high-value export commodities (processed cereals, spices, vegetables and fruit). While the Government is striving to expand private investment, the challenge is to ensure that smallholders can benefit from new opportunities to develop better-quality production, access remunerative markets and raise their incomes.
8. **Off-farm employment.** The rural enterprise sector offers alternative employment for a growing rural population living on increasingly scarce land. Microenterprises and small businesses are present in construction, transport, trade and services, the production of manufactured goods and transformation of agricultural products, but this source of income remains largely untapped.
9. **High poverty levels.** In 2005/06, some 56.9 per cent of the population lived below the poverty line and 37.9 per cent were extremely poor. With the exception of Kigali, poverty is widespread throughout the country, with 2005/06 poverty rates ranging from 50 per cent in Eastern Province to 67 per cent in Southern Province.
10. About 64.7 per cent of the total rural population are poor (2005/2007). Woman-headed households (29 per cent of the total), households headed by children, large households and households affected by HIV/AIDS are particularly at risk of falling into poverty. Access to primary education has improved in rural areas (77 per cent school enrolment against 87 per cent in urban areas), but rural secondary school enrolment is as low as 6 per cent and dropout rates are higher than in urban areas, particularly for girls.
11. The Comprehensive Food Security and Vulnerability Analysis conducted in 2006 by the World Food Programme (WFP), in close collaboration with the Rwanda National Institute of Statistics, indicated that 28 per cent of the population was food-insecure and 24 per cent highly vulnerable to food insecurity. Areas most affected by food insecurity were Bugesera (40 per cent), Crete of the Nile and Lake Shore (both 37 per cent), followed by Eastern Curve and Southern Plateau (both 34 per cent).
12. **Rural livelihoods.** The agricultural production system is characterized by small family farms of less than 1 hectare (ha), with mixed farming that combines rainfed grain, root crops, banana groves, traditional livestock rearing and some vegetable production. Food crops cover 92 per cent of the cultivated area, of which two thirds are for family consumption. Higher-value cash crops are grown

by a small number of farmers: coffee and tea occupy 3 per cent and 1 per cent respectively of total cultivable land. Other income-generating activities include food processing, which provides income for 72 per cent of agricultural households. The most vulnerable population categories are the landless or those cultivating less than 0.2 ha.

13. **Rural women.** So many men were killed during the genocide that women now account for 54 per cent of the population and produce 70 per cent of all agricultural output. Most rural women are subsistence farmers, but have fewer assets than men and less access to support services and markets. In 2006, the incidence of poverty in households headed by women (often widows) stood at about 60 per cent. Such households are more likely to be food-insecure than those headed by men.

Constraints

14. **Declining agricultural productivity.** Rapid population growth has led to land fragmentation, with average farm sizes falling from 2.2 ha in 1961 to 0.7 ha in 2004. Land scarcity prompts farmers to expand cultivation on marginal land, where erosion and loss of soil fertility reduce productivity levels.
15. **Land tenure security.** Some 31 per cent of households rent land, either because they have none or what they have is insufficient to feed themselves and their families. More than 40 per cent of households cultivate less than 0.2 ha. Land disputes are widespread and constitute one of the worst obstacles to sustainable peace. The new land law of 2005 provides for land registration and titling, but spatial planning and capacity-building will be necessary before it can be applied.
16. **Poor water management and irrigation.** Agriculture is mainly rainfed and subject to erratic rainfall. Irrigation (such as it is) is mostly carried out on about 60,000 ha of reclaimed marshlands, of which only 3 per cent are rationally exploited. Hillside irrigation is not as yet practiced outside pilot activities.
17. **Poor support services.** Extension services are available to less than 15 per cent of rural households. These services lack resources, are neither demand-driven nor gender-sensitive, and focus exclusively on agricultural techniques, leaving out critical elements such as marketing, management and conflict resolution. The research system is being restructured to provide responsive services to farmers and develop improved technologies. Only 3 per cent of farmers have access to adequate financial services and agricultural credit. Other support services, such as veterinary dispensaries, marketing, packaging, distribution and transport, are very limited.
18. **Poor access to markets.** The country has a dense network of rural roads, but many are in a bad state of repair. Transport and storage facilities are very limited, resulting in fewer sales, high transaction costs and low farm-gate prices. Because the country is landlocked, exports are limited. Farmers' organizations and incipient national agribusinesses are constrained by poor technological and management skills, erratic rural electricity and water supplies, and lack of quality differentiation.

Opportunities

19. While the demand for farmers' products is growing, farming will have to become more sustainable and productive if the downward productivity spiral is to be reversed. Poor farmers will only be convinced that it is worth investing in soil improvement practices that will increase productivity if they are taught modern farming techniques (including conservation farming and irrigation) and provided with effective support services. The management skills of farmers and their organizations, as well as those of local governments, will also need to be strengthened.

B. Policy, strategy and institutional context

National institutional context

20. Over the past 30 years, IFAD has developed a strong partnership with the Ministry of Agriculture and Animal Resources (MINAGRI), which is responsible for agricultural policy formulation, coordination and monitoring. Other partners include the Ministry of Local Government, Good Governance, Community Development and Social Affairs; the Ministry of Commerce, Industry, Investment Promotion, Tourism and Cooperatives; the Ministry of Lands, Environment, Forestry, Water and Mines; the Rwanda Development Bank; NGOs; and the private sector. IFAD also works with decentralized authorities to empower local government and sector-level community development committees to implement project activities. Close partnerships are being forged with apex farmers' organizations to enable them to become the "voice" of the rural poor.
21. MINAGRI faces a number of constraints including limited human resources, poor information management and inadequate coordination, especially at the decentralized level. Important institutional changes are under way, however, such as the creation of three parastatal agencies to support extension services to farmers and the preparation of coordination mechanisms intended to lead to an agricultural sector-wide approach (SWAp).
22. Since 1994, farmers' associations and cooperatives have increasingly provided technical assistance to 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. The 2006 National Microfinance Policy is progressive and provides a good basis for sector growth, but institutional capacities and the legal framework for appropriate rural financial services still need development.
23. National NGOs are widely used as providers of technical support and advice to producers. International NGOs involved in the country programme include SNV Netherlands Development Organisation, which supports local governance and participatory democracy; the German Development Service, which provides monitoring and evaluation (M&E); CARE International, which promotes HIV/AIDS mitigation and, in parallel with Duterimbere, also innovative community finance; and, more recently, the Clinton-Hunter Development Initiative, which promotes international market integration.

National rural poverty reduction strategy

24. The reduction of rural poverty is one of the objectives of the Government's ambitious Vision 2020 Umurenge,² which constitutes the overall framework for Rwanda's long-term development. Key objectives are to transform the rural economy by modernizing agriculture and reducing the overall incidence of poverty to 30 per cent of the population. By 2020, agricultural production should have tripled, exports multiplied fivefold and the population living on agriculture fallen to 50 per cent.
25. Although poverty reduction and agricultural development formed an important part of Rwanda's poverty reduction strategy paper (PRSP) for 2001-2005, the allocation of resources was uneven, with agriculture receiving only 0.2 per cent compared with 4 per cent and 2 per cent for education and health respectively. In 2006 and 2007, the Government conducted several studies and surveys (in particular, the 2006 household survey) as a basis for reviewing PRSP performance. The main conclusion was that, despite a reduction in poverty

² Umurenge means sector, the administrative unit below the district. Thus Vision 2020 Umurenge is its application at the sector-level, based on an integrated local development approach that gives priority to the poorest sectors.

(56.9 per cent in 2005/06 against 60.4 per cent in 2000/01) and a modest increase in GDP (from US\$245 in 2000 to US\$272 in 2006), the country needed to intensify its efforts to modernize and increase its investments in economic growth.

26. In past years, although agricultural growth was positive, it fell short of targets. The main constraints were limited access to improved inputs and financial services, increased erosion accompanied by loss of fertility, and relative drought in some parts of the country. These constraints kept yields low and explain why the overall decline in rural income poverty has been modest and why the gap between the poor and the poorest is widening.
27. The new EDPRS, which covers a five-year (2007-2011) planning horizon for Rwanda's medium- and long-term development, contains three flagship programmes: (i) export-led growth; (ii) Vision 2020 Umurenge; and (iii) governance. These programmes, which are directly relevant both to the agricultural sector and to rural poverty reduction, aim at re-establishing a balance between the productive and social sectors, and have helped guide the choice of IFAD's major thrusts in Rwanda: development of human capital, water, rural finance, access to markets, decentralization, agricultural productivity and rural employment, and land reform.
28. Planning for development of the agricultural sector and rural poverty reduction is based on the Strategic Plan for the Transformation of Agriculture (PSTA), prepared by IFAD in collaboration with the Department for International Development of the United Kingdom of Great Britain and Northern Ireland (DFID) and The Netherlands. This plan aims at transforming subsistence farming into market-oriented agriculture through a concerted pro-poor approach associating the administration, producers, support services, civil society and the private sector. While centred on promoting commercial agriculture and the development of commodity chains, it also addresses the needs of poorer smallholders by supporting enhanced productivity of food crops and targeting vulnerable areas and groups.
29. Based on the PSTA, in 2005, MINAGRI adopted a medium-term expenditure framework that laid the ground for a SWAp and an increase in the agricultural budget in order to meet both the country's poverty reduction objectives and the target set by the New Partnership for Africa's Development. This is reflected in the EDPRS, which gives the agriculture sector second priority and hence a higher share of financial resources.

Harmonization and alignment

30. In July 2006, the Government adopted Rwanda's first-ever external aid policy, which incorporates many elements of the Paris Declaration on Aid Effectiveness and sets objectives for the negotiation and management of aid in response to Rwanda's development needs. The recent fielding of a liaison officer to Rwanda allows IFAD to participate more actively in aid coordination structures, particularly in the Development Partners Coordination Group (DPCG) and in two cross-sectoral clusters (rural development and the private sector). As a signatory of the 2005 Paris Declaration, IFAD will also seek closer alignment with government procedures and aid modality preferences, in line with the partnership principles prepared under the auspices of the DPCG and as directed by the Executive Board.
31. The ICFG work was conducted with a special focus on the need for harmonization and alignment, taking fully into account the principles set out in the Paris Declaration. The group agreed that the COSOP should be fully aligned with the EDPRS and the PSTA strategic objectives. Together with strategic partners, IFAD is already funding the ongoing Support Project for the Strategic Plan for the

Transformation of Agriculture (PAPSTA), which assists MINAGRI in implementing the PSTA and is also helping lay the groundwork for the agricultural SWAp.

32. IFAD is actively participating in the United Nations Development Assistance Framework exercise currently being finalized. IFAD is also contributing to the pilot "One UN" exercise in Rwanda and increasing its collaboration and coordination with other United Nations agencies, especially the Food and Agriculture Organization of the United Nations (FAO) and WFP.

III. Lessons from IFAD's experience in the country

A. Past results, impact and performance

33. IFAD has provided 12 highly concessional loans to Rwanda since 1981 for a total of US\$120 million. Two IFAD grants were provided for post-conflict reconstruction, and a Belgian Survival Fund grant helped re-establish the country's public health services. While pre-1994 projects had to do with integrated rural development, subsequent interventions have concentrated on specific rural development issues. The current country programme totals US\$68 million and focuses on four areas: (i) off-farm employment (Rural Small and Micro-enterprise Promotion Project – Phase II [PPPMER]); (ii) decentralization and local development (Umutara Community Resource and Infrastructure Development Project [PDRCIU]); (iii) market access (Smallholder Cash and Export Crops Development Project [PDCRE]); and (iv) policy support and mainstreaming of technical innovations (PAPSTA). IFAD grants of US\$1 million have been provided to support national agricultural policy implementation, rural finance and HIV/AIDS impact mitigation.
34. One of the main results of IFAD's country programme has been increased production by microenterprises on irrigated marshlands, terraces and nurseries. Progress in livestock development has been more modest owing to implementation delays. The impact of rural credit has improved with the introduction of more appropriate financial products and specialized financial institutions. In PDRCIU, financial management difficulties at the project and district level have highlighted the need for harmonized systems, independent controls and effective support and capacity-building services. In addition, poor community management threatens to reduce the expected benefits of infrastructure investments.
35. The main findings and recommendations of the CPE of 2005 are given in the agreement at completion point (see appendix V). Although the CPE stressed the relevance of IFAD's portfolio to the country's development needs and its alignment with local capacity and COSOP objectives, this did not promote concrete coherence and synergies between projects. Similarly, policy dialogue attempts were very limited, although this has since changed with IFAD's contribution to the PSTA elaboration.
36. The CPE noted progressive changes in project design to facilitate the increased participation of the target population and strengthen their organizations. All projects encountered implementation difficulties, however, especially in terms of human and institutional capacity-building, gender-based approaches and sustainability.

B. Lessons learned

37. The main findings and recommendations of the CPE are as follows:
 - Past COSOPs were administrative documents rather than tools for a coherent programme approach and strategic management. IFAD's programme strategy should rest on (i) complementarities among projects; (ii) support to national priorities; (iii) a clear definition of the roles of all stakeholders and capacity development to facilitate their

effective participation; (iv) programme M&E linked to the monitoring of the PRSP; (v) creation of a programme steering committee; and (vi) joint annual programme reviews.

- IFAD's interventions should target the rural poor in accordance with PRSP categories, with a focus on rural women, farmers' associations and young people.
 - With the exception of recent efforts in supporting the PSTA process, little attention has been paid to policy dialogue, partly because IFAD has had no permanent field presence. The Fund should define its policy dialogue objectives, building on its field experience, and work with key strategic partners, including farmers' organizations.
 - Participatory methods have not been effective, and a beneficiary perception has prevailed rather than a joint decision-making partnership. Capacity-building activities have not been given priority, and no real strategies exist to ensure sustainability after project completion.
 - IFAD's previous COSOP and design documents did not propose comprehensive approaches for improving gender equality, contributing to conflict prevention, or promoting unity, reconciliation and social equity. This situation should be redressed.
 - M&E systems did not reflect the principles of result-based management recently adopted by IFAD; nor do they include impact evaluation or self-evaluation by the rural poor, or link up to the Government's poverty monitoring system. M&E units should be provided with adequate human and material resources.
 - Complex approval processes and unfamiliarity of project staff with administrative and financial regulations often led to disbursement difficulties. Procedures should be streamlined, where possible, and project staff trained in financial procedures.
38. The 2007 external evaluation of an IFAD grant-financed HIV/AIDS pilot intervention confirmed the validity of an approach combining health care and economic empowerment, which helped bring people living with HIV/AIDS back into the social and productive sphere.
39. Equally important are lessons drawn from the Ministry of Finance and Economic Planning's recent country portfolio performance reviews, which stressed that project design should promote flexible, demand-driven processes matched by unallocated resources to adapt to rapidly changing environments rather than predetermined activities. Project coordination units with limited management capacity and scarce accountability to project stakeholders might be improved by (i) developing staff capacity through technical assistance; (ii) increasing stakeholder participation in planning, implementation and monitoring; and (iii) using more external service providers for implementation.

IV. IFAD country strategic framework

A. IFAD's comparative advantage at the country level

40. IFAD played a leading role in developing the Government's comprehensive policy framework for agriculture, which brought donors back to the agricultural sector and provided the momentum for a revived rural development cluster. The Fund's niche builds on its comparative advantages in Rwanda, i.e. a focus on improving the livelihoods of small producers and vulnerable rural poor through the development of innovative demand-driven approaches, coupled with institutional and policy support to develop and scale up successful pro-poor policies and

approaches. This twofold approach will be applied to four key areas: (i) production/market support for both food and export crops; (ii) rural enterprise development; (iii) support to decentralization and participatory democracy; and (iv) rural finance.

41. IFAD's strategy is to build on opportunities available to poor smallholders, on lessons drawn from project implementation and on experiences of strengthening the institutional capacity of (i) communities and local government administration to use development plans and local management structures; and (ii) farmers' groups and organizations. Through its work in other African countries, IFAD has acquired experience in coordinated sector programmes that may be gainfully applied when developing an agricultural SWAp in Rwanda.

B. Strategic objectives

42. **The overall COSOP objective** is to reduce poverty by empowering the rural poor to participate in transforming the agricultural sector. This objective builds on the national policy fabric of the EDPRS, the PSTA and other sector strategies for rural development, and is in line with the objectives of the IFAD Strategic Framework 2007-2010 regarding access to natural resources and agricultural technologies, effective markets, rural finance, and policy and programming processes.
43. **Strategic objective 1. Economic opportunities for the rural poor increased and their incomes raised sustainably.** Farmers will be helped to increase productivity through sustainable agricultural intensification practices, including irrigation. Activities will thus aim at reconciling long-term environmental restoration with poor farmers' short-term needs to increase and commercialize their agricultural production on irrigated and rainfed land. Innovative techniques will be developed and replicated through PAPSTA and the two new projects in the pipeline. IFAD will also promote the off-farm rural sector by building on the development of small-scale and microenterprises under PPPMER. Moreover, to raise on-farm and off-farm income, the Fund will focus on: (i) securing access to support services, building on public-private partnerships in line with government policy; (ii) developing market linkages based on commodity chains reflecting comparative advantages and market opportunities, both nationally and internationally (with PDCRE); and (iii) improving access to sustainable rural financial systems by strengthening existing rural microfinance institutions (MFIs) and networks, with an emphasis on savings, product diversification and links with the formal banking sector. IFAD will also support implementation of the new land law through PDRCIU and PAPSTA, and through the projects to be launched in 2008. In the light of future grant financing, investments towards strategic objective 1 will need to have maximum poverty impact; therefore, low cost-benefit ratios should be achieved involving large numbers of poor farmers.
44. **Strategic objective 2. Organizations and institutions of the rural poor as well as decentralized entities strengthened.** Empowerment of the rural poor and strengthening of their organizations are critical elements for building up citizenship and consolidating peace. IFAD will encourage the organization of small-scale producers along commodity chains with a view to exploiting economies of scale, and support the development of organizational networks from the local to the national level. Activities will build on existing organizations and networks where feasible and focus on capacity-building in areas matching rural producers' priorities. IFAD will also work to strengthen the capacities of district governments and sector community development committees so as to promote local pro-poor development, provide cost-effective and responsive services to citizens, and manage development resources accountably.

45. **Strategic objective 3. Vulnerable groups participate in the social and economic transformation.** The inclusion of marginalized groups and their participation in the development process are seen as essential for ensuring sustained reconciliation. IFAD will ensure that vulnerable groups are identified in a participatory and non-discriminatory manner, and that appropriate strategies are developed to facilitate their inclusion in social and economic development processes. Lessons learned to date will help gear programme interventions towards mitigating the effects of HIV/AIDS, addressing vulnerability issues more effectively and developing community-based inclusive approaches. In line with CPE recommendations, IFAD will also encourage the active participation of rural women in local planning and in the implementation of development activities.

C. Opportunities for innovation

46. **Innovative approaches** will derive from experience gained from ongoing projects supported by IFAD and others, grant-funded activities carried out by NGOs and pilot activities under PAPSTA.
47. Under **strategic objective 1**, the COSOP will be a major vehicle for further developing and scaling up innovative institutional and technological approaches introduced by PAPSTA. These include conservation farming and other intensive agricultural practices, watershed-based management, and crop-livestock integration to improve soil fertility, increase agricultural productivity and thereby raise farmers' incomes. The 2008 irrigation project will develop new forms of water retention for supplementary hillside irrigation methods and local water management arrangements, and will design mechanisms for developing market linkages and improving farmers' access to financial and extension services tested under PDCRE and other projects. Under **strategic objective 2**, innovative partnerships will be forged, greater stakeholder and farmers' organization involvement ensured in the management of programme activities, and synergies fostered with relevant partner-funded projects. Pilot activities, to be carried out at community innovation centres, will develop novel agricultural and environmental practices for nationwide dissemination through the management information system to be developed by MINAGRI under the PAPSTA. Access to markets and financial services will be assured thanks to a knowledge and communication development system run and owned by local communities. Under **strategic objective 3**, innovations will relate to development of inclusive approaches to be extended over time to all IFAD-financed interventions.
48. Innovative approaches successfully developed with international NGOs, such as watershed management with the German Development Service and HIV/AIDS mitigation with CARE International will be extended to the rest of the country programme. As future project financing from IFAD will be grant-based, opportunities exist to increase the use of NGOs and private stakeholders to support innovative activities that have relatively high, but manageable risk levels and that promise high returns in terms of poverty reduction.

D. Targeting strategy

49. **Targeting of social groups.** IFAD will ensure that the constraints facing the most vulnerable groups are addressed appropriately. As defined in the 2006 household survey, four categories of poor are seen as potential target groups: (i) those living in extreme poverty; (ii) the very poor; (iii) the poor; and (iv) the resourceful poor. Other IFAD target groups include farmers' organizations and farmers' associations. The target population will be identified using community-based participatory diagnosis.
50. **Strategic objective 1** will mainly address the very poor and the resourceful poor who have small plots of land and some assets. Provided they are targeted effectively and economic integration is successful, these two categories are those most likely to see a great improvement in their livelihoods. For agricultural

activities, men and women will be targeted on an equal basis, and every effort will be made to include both husbands and wives from participating households. Rural finance and microenterprise activities will be targeted especially at women. Collateral benefits will be provided to non-poor groups and the food-rich within targeted communities. It is, however, noted that in rural areas in Rwanda most households are poor and the notion of “non-poor” does not imply wealth.

Strategic objective 2 will target the rural poor through farmers’ organizations and associations and their local constituencies. **Strategic objective 3** will address vulnerable target groups: women heads of households, young people and the landless, orphans and people with HIV/AIDS. To that end, IFAD will (i) promote the active participation of such groups in local planning and implementation of development activities; and (ii) strengthen the inclusive approach by combining support for family planning with assistance to people with HIV/AIDS.

51. The **geographical focus** of new interventions will involve areas with: (i) a high incidence of poverty and food insecurity; (ii) potential for productive investment in irrigation, water harvesting and economic development directly benefiting the poorest people; and (iii) scope for complementarities with other rural pro-poor investments. For the poverty incidence, data used will include the available PSTA poverty mapping, which have been enhanced in the EDPRS on the basis of the 2006 household survey, the comprehensive food security and vulnerability analysis and the mapping of food insecurity. Investments in irrigation and water harvesting will focus on rainfall-deficient areas.

E. Policy linkages

52. Contributing to policy formulation for PSTA implementation constitutes an important challenge under **strategic objective 1**. IFAD’s focus will thus be on fostering policy dialogue regarding (i) SWAp preparation; (ii) the organizational and legal framework for water management; and (iii) microfinance policies to increase poor farmers’ access to agricultural credit.
53. Regarding **strategic objective 2**, promotion of dialogue among different socio-economic groups through participatory approaches and rural facilitation will help prevent conflicts. Another essential element of IFAD’s support to pro-poor policies and strategies will be to develop consultative mechanisms that will allow stakeholders from civil society and the private sector to participate in policy definition, implementation and monitoring. IFAD will also consider the possibility of building up the capacity of civil society organizations, especially apex professional organizations, so that they can voice the concerns of the poor, and of involving farmers’ organizations in agricultural trade negotiations and in national and regional development initiatives.
54. Studies and policy dialogue will be initiated to examine how to make water users’ associations more sustainable. While investments in irrigation and drainage systems will no doubt provide better access to water for crops, farmers’ participation in system management is crucial for sustaining system operation and ensuring equitable water distribution. Existing farmers’ organizations provide a useful vehicle for entrusting farmers with greater responsibility for participatory management of irrigation and drainage schemes, although the necessary enabling conditions are not yet in place to allow the development of specialized organizations for this purpose.
55. To promote the inclusion of vulnerable groups (**strategic objective 3**), IFAD will develop and test practical approaches for ensuring equal access to land, support services and markets. On this basis, information on new approaches and impact may be made available to policymakers so as to raise awareness of, and increase policy support for inclusive approaches to poverty reduction.

V. Programme management

A. COSOP management

56. **Country programme.** IFAD will progressively build up a country programme for Rwanda that is characterized by financial and non-financial instruments based on existing loans and future grant-based projects, policy dialogue, partnerships and knowledge management. The programme will respond to the identified strategic objectives, and it will be managed in partnership with rural development stakeholders. Through such an approach, IFAD expects to foster synergies, boost programme impact and maximize the use of resources. Specific instruments for this purpose, as identified by CPE workshop participants, will include integrated studies on effectiveness and sustainability, and a programme M&E approach. IFAD will seek the support of ICFG with regard to COSOP management, particularly for the annual programme reviews.

B. Country programme management

57. **Methodological support.** IFAD projects seek to bring new approaches and instruments to reduce rural poverty and facilitate the integration of the rural poor into the development process. Faced with complex problems, project design often includes complex approaches, which, by definition, are new to the teams entrusted with their implementation. To facilitate and speed up project implementation, IFAD will ensure that project teams have access to methodological support, particularly in the early stages of project implementation. To operationalize IFAD's quality enhancement efforts, members of IFAD's project development teams will be invited to participate in the design of new projects and possibly in supervision.
58. **Project management.** IFAD's goal is to improve project performance through a combination of: (i) technical assistance (national and international) to design appropriate management instruments and develop staff management capacities; (ii) training, particularly in procurement, financial management and participatory approaches; and (iii) close supervision. Ways and means will be sought for increasing stakeholder participation in the planning, implementation and monitoring of project activities with a view to increasing project team accountability.
59. **Monitoring and evaluation.** IFAD will work to establish harmonized M&E systems to ensure compliance with programme objectives, increase operational efficiency, steer programme implementation, and capitalize and disseminate innovations. This will contribute to establishing a country programme-wide M&E system, which will be harmonized with information systems at the national (including EDPRS's monitoring system and MINAGRI's management information system) and district levels. As a first step, COSOP results indicators were selected from EDPRS. The ICFG will review programme achievements annually.
60. **Supervision and implementation support.** The Fund will seek to increase direct project supervision with a view to improving country programme performance and taking timely corrective measures as required. IFAD supervision will focus on the achievement of project objectives, innovation and methodological developments, whereas cooperating institutions will concentrate on technical monitoring and loan management. Cofinanciers and farmers' organizations will also be involved in project supervision.
61. **Sustainability.** IFAD will ensure that projects are integrated within strong institutional frameworks, that assistance is directed primarily to existing structures (government, districts, community organizations, farmers' organizations, MFIs), and that these build up their capacity and autonomy as appropriate. Where applicable, appropriate exit strategies will be developed to ensure the sustainability of supported activities.

C. Partnerships

62. The Government's July 2006 external aid policy incorporates many elements of the Paris Declaration on Aid Effectiveness. Aid coordination in Rwanda is carried out through the (i) Development Partners Coordination Group, (ii) the Budget Support Harmonization Group and (iii) three technical clusters. Through its field presence, IFAD actively participates in the rural development cluster. The partnership with the ICFG will be continued to ensure plurality of views in managing the country programme.
63. IFAD's major achievement in terms of institutional collaboration has been the elaboration of the PSTA with the Government, DFID and The Netherlands. This initiated the process of establishing an agricultural SWAp, to which the Government has accorded high priority. This process will reinforce the impact of strategic objective 2 in the areas of capacity-building for national and local government institutions, communities, farmers' organizations and institutions. In addition to donors that have allocated resources to the PSTA, further partnerships were forged during COSOP consultations. These included, in particular, partnerships with Belgian Technical Cooperation for proximity services to the rural poor; with WFP for food-for-work projects; with FAO, the African Development Bank and the World Bank for water and soil conservation and hillside irrigation; with farmers' apex organizations for representation; and with MFIs for improved access to agricultural credit for small farmers. Links will be strengthened with recipients of regional IFAD grants, such as SNV Netherlands Development Organisation and the International Centre of Insect Physiology and Ecology, for coffee, sericulture and honey value chains. Such partnerships will also contribute to achieving strategic objective 3, to be enhanced by seeking the participation of institutions with an orientation towards the integration of women and young people in mainstream economic processes.
64. **Non-governmental organizations.** National and international NGOs provide a wide range of technical and advisory services in Rwanda. IFAD will continue to build on NGO innovation potential and ensure that their activities are integrated into local development strategies. Current NGO involvement in the IFAD country programme in Rwanda is described in paragraph 23.
65. **Private sector.** In relation to strategic objectives 1 and 2, IFAD will explore the possibility of developing partnerships between smallholders and private investors in areas where IFAD support to smallholders warrants a more balanced relationship in commercial negotiations and asset ownership. Through PPPMER, IFAD will support selected agricultural commodity chains by offering stable input supplies to small entrepreneurs and support services to agricultural producers.

D. Knowledge management and communication

66. Innovative approaches will be documented and shared among projects for replication throughout the country programme. IFAD will promote knowledge management through information systems connecting projects, local/national authorities and professional organizations so that information on project achievements and lessons learned is disseminated and influences policy dialogue. Key elements of this new system will be (i) the establishment of community innovation centres in PAPSTA pilot areas to collect and disseminate basic information on innovative approaches; and (ii) the establishment of a management information system within MINAGRI under PAPSTA. Knowledge compilation and sharing will be major elements of the new system. Pending its full operation, projects will harmonize their data collection and reporting through strengthened M&E units, and boost their technical communication capacity through website maintenance and thematic exchanges. Ongoing and new project activities will include: (i) undertaking and updating baseline surveys; (ii) ensuring adequate staffing and resources; (iii) preparing M&E manuals and

providing staff training during the start-up phase; (iv) identifying a limited number of indicators, including those for impact assessment, based on projects' logical frameworks and the COSOP results framework; and (v) ensuring participation of project stakeholders.

E. PBAS financing framework

67. On a score of 1 (low) to 6 (high), the country's present rural policy and institutional framework stands at 4.72, an excellent result compared with averages of 3.41 and 3.25 respectively for countries covered by IFAD's Eastern and Southern Africa Division and IFAD Member States eligible for project support. The risk rating for IFAD-supported projects in Rwanda stands at 4.00, which indicates room for improvement against the division's and IFAD's averages of 4.13 and 4.69 respectively. With the International Development Association (IDA) reallocation index, these scores form a combined score of 4.22, which, together with demographic and economic information, produces the provisional country score.

Table 1
PBAS calculation for COSOP year 1

<i>Factor</i>	<i>Results for 2007</i>
Performance factors: rural sector score	4.72
PAR (project-at-risk rating for IFAD supported projects)	4
IDA reallocation index	3.48
Country performance rating	4.22
Other factors: total population (2004) (millions)	8.8
GNI per capita (United States dollars)	210
Country score	6 262
Annual allocation (United States dollars)	6 678 461

68. The PBAS thus reflects a very conducive rural development framework and slightly below-average IFAD portfolio performance. Based on the provisional country score, it provides Rwanda with a grant envelope of approximately US\$21 million for the period 2007-2009 and possibly the same figure or more for 2010-2012. More than two thirds of the hypothetical country score change is a result of project-at-risk (PAR) changes.

Table 2
Relationship between performance indicators and country score

<i>Financing scenario</i>	<i>Rural sector performance score (+/- 0.3)</i>	<i>PAR rating (+/- 1)</i>	<i>Country score</i>	<i>Percentage change in PBAS country score from base scenario</i>
Hypothetical low	4.42	3	4 905	-22
Base case	4.72	4	6 262	0
Hypothetical high	5.02	5	7 784	+24

F. Risks and risk management

69. It is assumed that the country will remain stable, that the pace of growth will increase and that donor support will continue to grow. By increasing the incomes of poor and vulnerable people, IFAD will contribute to eliminating one of the root causes of violent conflict.
70. Given their perfect alignment with the EDPRS, there are no major risks that might jeopardize the achievement of the COSOP objectives provided those of the EDPRS are met. The Government's strong commitment to the EDPRS will ensure due attention to its effective implementation. Subordinate risks include: (i) non-

realization of the proposed increase in the agriculture sector budget; and
(ii) difficulties encountered by Government in setting up an effective monitoring system for the EDPRS and within MINAGRI for the PSTA.

71. In relation to strategic objective 1, transforming agriculture into a commercial and export-oriented sector may be difficult because the changes expected from smallholder farmers may not be forthcoming in such a limited period of time. In relation to strategic objective 2, the two major risks relate to the real transfer of competences and resources to local government and the opening up of policy processes to civil society organizations, including farmers' organizations. This risk will be mitigated by policy dialogue and effective capacity-building. For strategic objective 3, the problem of access to land and water for vulnerable groups, such as women, young people and landless people, may be difficult to resolve in view of land scarcity and the slow pace of job creation. Mitigation measures envisaged include sound targeting and geographical concentration of activities to ensure a tangible and measurable impact on the target population. Effective policy dialogue will help to achieve this strategic objective.

COSOP consultation process

The COSOP preparation was initiated in October 2004 with a first exploratory field mission, during which the IFAD COSOP Focal Group (ICFG) was constituted to provide contributions at different key steps of the COSOP preparation process. This group is composed of representatives from: (i) government institutions implementing IFAD-supported activities in Rwanda, (ii) farmer and civil society organisations; (iii) donors; and (iv) NGOs. The first mission produced a draft COSOP serving as a basis for discussion with IFAD partners in Rwanda.

However, the COSOP preparation process was then put on hold to allow the finalisation of a Country Programme Evaluation (CPE) by the IFAD Office of Evaluation and Studies which took place between February and October 2005. Its draft report was finalised in August 2005. The Agreement at Completion Point was signed by government and IFAD in January 2006.

The CPM organised in November 2005 a meeting of the ICFG to present the main findings and recommendations of the CPE and discuss their implications on the COSOP. The ICFG meeting was followed by a meeting with farmers' organisations in December 2005 aiming at involving them in a more organised manner in IFAD activities in the country. The first COSOP draft was reviewed and amended according to the CPE recommendations and the outcomes of two meetings mentioned above. It was sent to PDMT in March 2006.

In the meantime a results-based COSOP format had become mandatory in IFAD, and government had embarked on the review and evaluation of its first PRSP to prepare its update, the EDRSP. Therefore, it was decided to finalise the COSOP following the new format once the EDPRS is available.

In May 2007, in view of the progress made in the preparation of the EDPRS, government invited IFAD to finalise the COSOP. In June 2007, a mission held thorough discussions with all stakeholders concerned. The initial meeting with staff of the Ministry of Finance and Economic Planning was chaired by the Minister of State of Finance and Economic Planning. Extensive field visits gave the mission an opportunity to visualize small-scale hillside irrigation funded by RSSP and to discuss technical, managerial and organisational aspects, and to measure the problems of water deficits during the dry season in government's priority areas.

An ICFG meeting was organised on 6 June 2007. It discussed the alignment of COSOP objectives to the EDPRS, reviewed the readiness of the implementation of an agricultural SWAp and discussed the geographical targeting for new IFAD interventions in the country.

A second consultative meeting with Farmers Organisations was organised on 8 June 2007, with 29 representatives from 7 national and regional farmers organisations (INGABO, IMBARAGA, BAIR, UCORIRWA, RWASHOSCCO, UDAMACO and IMPUYAKI) and 2 national platforms (CNAO and ROPARWA). In the meeting, farmers' organisations recognised the adequacy of establishing a Farmers' Forum to open communication amongst farmers and donors. In view of ROPARWA's active participation in the ICFG, all delegates mandated ROPARWA to elaborate and spearhead the Farmers' Forum initiative. A wrap-up meeting was organised on 14 June 2007 under the auspices of the Ministry of Finance and Economic Planning. Participants from various ministries, farmers' organisations, NGOs and donors' representatives attended the meeting. Three working groups (SWAp; the role of farmers' organisations; and agricultural microfinance) were set to discuss and validate the mission's proposals. An Aide Memoire summarizing the mission's outcome was signed on 15 June 2007.

Country economic background

RWANDA

Land area (km² thousand) 2004 1/	25	GNI per capita (US\$) 2005 6/	230
Total population (million) 2005 3/	9.46	GDP per capita growth (annual %) 2005 6/	3.2
Population density (people per km²) 2005 1/ & 3/	378	Inflation, consumer prices (annual %) 2006 5/	8.9
Local currency	Rwanda Franc (RWF)	Exchange rate: US\$1 =	RWF 547
Social Indicators		Land Use	
Population (average annual population growth rate) 1999-2005 6/	3.1	Arable land as % of land area 2004 1/	49 a/
Crude birth rate (per thousand people) 2004 1/	41	Forest area as % of total land area 2005 4/	12
Crude death rate (per thousand people) 2004 1/	18	Irrigated land as % of cropland 2004 1/	1 a/
Infant mortality rate (per thousand live births) 2004 1/	118	Economic Indicators	
Life expectancy at birth (years) 2004 1/	44	GDP (US\$ million) 2005 6/	2 100
Number of rural poor (million) (approximate) 3/	5.1	GDP growth (annual %) 6/	
Poor as % of total rural population 3/	64.7	2004	4.0
Total labour force (million) 2004 1/	4.08	2005	5.0
Female labour force as % of total 2004 1/	51	Sectoral distribution of GDP 2005 6/	
Education		% agriculture	42
School enrolment, primary (% gross) 2005 3/	140	% industry	20
Adult illiteracy rate (% age 15 and above) 2004 1/	35	% manufacturing	10
Nutrition		% services	38
Daily calorie supply per capita 2005 /4	1 734 kcal	Consumption 2005 6/	
Malnutrition prevalence, height for age (% of children under 5) 2005 4/	52.2	General government final consumption expenditure (as % of GDP)	13
Malnutrition prevalence, weight for age (% of children under 5) 2005 4/	19.4	Household final consumption expenditure, etc. (as % of GDP)	88
Health		Gross domestic savings (as % of GDP)	-1
Health expenditure, total (as % of GDP) 2004 1/	4 a/	Balance of Payments (US\$ million)	
Physicians (per thousand people)	0	Merchandise exports 2004 1/	99
Population using improved water sources (%) 2002 2/	74	Merchandise imports 2004 1/	285
Population with access to essential drugs (%) 2/	n/a	Balance of merchandise trade	-186
Population using adequate sanitation facilities (%) 2002 2/	42	Current account balances (US\$ million)	
Agriculture and Food		before official transfers 2004 1/	-338
Food imports (% of merchandise imports) 2004 1/	12 a/	after official transfers 2004 1/	-6
Fertilizer consumption (hundreds of grams per ha of arable land) 2004 1/	137 a/	Foreign direct investment, net 2004 1/	8
Food production index (1999-01=100) 2004 1/	113	Government Finance	
Cereal yield (kg per ha) 2004 1/	984	Cash surplus/deficit (as % of GDP) 2006 5/	-5.0
		Total expenditure (% of GDP) 2006 5/	26.2
		Total external debt (US\$ million) 2006 5/	383
		Present value of debt (as % of GNI) 2004 1/	15
		Total debt service (% of GNI) 2004 1/	1
		Lending interest rate (%) March 2007 7/	16.0
		Deposit interest rate (%) 2007 7/	7.9

a/ Data are for years or periods other than those specified.

1/ World Bank, *World Development Indicators* database CD ROM 2006

2/ UNDP, *Human Development Report*, 2006

3/ Oxford Policy Management, EICV Poverty Analysis for Rwanda's EDPRS Final Report, May 2007

4/ Government of Rwanda (the Ministry of Finance and Economic Planning), *Economic Development and Poverty Reduction Strategy*, 2008 – 2012

5/ Government of Rwanda (the Ministry of Finance and Economic Planning), *Economic Performance Indicators 2006 and Outlook for 2007*

6/ World Bank, *Rwanda at a glance*, August 2006.

7/ National Bank of Rwanda, www.bnr.rw/en/

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:</p> <p>A - National poverty reduced from 56.9% in 2006 to 46% in 2012</p> <p>B - Per capita income increased from US\$272 in 2006 to US\$336 in 2012</p> <p>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</p> <p>Specific Objectives</p> <ol style="list-style-type: none"> 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>IFAD Overall Objective: Reduce poverty by empowering the rural poor to participate gainfully in the transformation of the agricultural sector</p> <p>Strategic Objectives:</p> <p>SO 1. Economic opportunities for the rural poor increased and their incomes raised sustainably (PSTA 1 & 3)</p> <p>SO 2. Organisations and institutions of the rural poor as well as decentralised organs strengthened (PSTA 2 & 4)</p> <p>SO 3. Vulnerable groups participate in the social and economic transformation (PSTA 1, 2 & 4)</p>	<p>Overall Outcome: The rural poor are realising economic opportunities into concrete and sustainable activities.</p> <p>Specific Outcomes:</p> <p>1a. Production and marketing in the supported watersheds rises sustainably and equitably</p> <p>1b. Increased access to rural finance for farmers and small entrepreneurs</p> <p>2. Rural poor and vulnerable groups represented and actively contributing in local governance organs</p> <p>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:</p> <p>Overall:</p> <ul style="list-style-type: none"> ◆ Reduce the share of under-weight children under five by one third (EDPRS target C) <p>SO 1:</p> <ul style="list-style-type: none"> ◆ 20% increase in rural per capita income (EDPRS target A) ◆ 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>SO 2:</p> <ul style="list-style-type: none"> ◆ 80% of total rural population effectively represented in CBOs and farmer organisations <p>SO 3:</p> <ul style="list-style-type: none"> ◆ 50% of the vulnerable households access extension and rural finance services ◆ 20% reduction of landless rural households 	<p>Support the SWAp preparation process</p> <p>Assist government in the organisation 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 organisations in country programme management and support their engagement in agri-trade negotiations and national/ regional development initiatives</p>

Previous COSOP results management framework

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions/Risks
<p>Goal: Rural poverty reduced in IFAD project areas through effective participation of poor rural households in sustainable institutional, economic and human development activities</p>	<ul style="list-style-type: none"> • Poverty indices • Welfare indicators • Role of the poor in local government • Income from on- and off-farm activities • Active groups engaged in sustainable common interest activities • Rural infrastructure 	<ul style="list-style-type: none"> • National statistics • Poverty studies • Institutional assessment studies 	<ul style="list-style-type: none"> • Political stability and improved security • Continued government commitment to poverty reduction and decentralization • Government continues to support the outsourcing of public services and IFAD funding of line ministries subject to good performance • Significant foreign debt renegotiation • Successful rehabilitation of the traditional export sectors
<p>Purposes:</p> <ul style="list-style-type: none"> • A system of local governance that empowers the poor to effectively manage assets and resources devolved on a matching grant basis • A sustainable network of MFIs linked to the formal banking system • Poor rural households' full participation in exploitation of all opportunities for income generation, including export crop production and off-farm activities • Participatory diagnosis of farmers' problems, support to genuine farmer innovators and demand-driven agricultural research and development identify and spontaneously diffuse adoptable technologies that combine improvement in land productivity and sustainable natural resources management • Equal opportunities for rural women to access education, assets and social services 	<ul style="list-style-type: none"> • Representatives of poor households holding decision-making positions on local governments • Public services respond to peoples' demand • Financially sustainable MFIs do business with formal banks • Increased cash earnings through more production and better producer prices, improved food security • Better natural resource management reduces land degradation • More women's groups participating in IFAD project activities • Women trained in functional literacy, paraveterinary practices and other technical skills 	<ul style="list-style-type: none"> • IFAD project design includes instruments of accountability to target group; outcome of participatory workshops to evaluate the performance of service providers contracted for IFAD project implementation • Improved progress reporting and computerization of financial, progress and impact reports, allowing for remote follow-up by CPM and more timely intervention • Ad hoc consultation with communities for in-depth impact assessment 	<ul style="list-style-type: none"> • Area-based projects with substantial capacity-building at the lower levels of the local government and at local group level • Social stratification in rural areas is not an impediment to empowering the poor under the present local government setting • National and international NGOs are willing and able to contract for services funded by IFAD projects • Crop-based projects with links to private enterprises can be effectively targeted at the poor

CPE agreement at completion point

The core learning partnership and the users of the evaluation

From February until October 2005, the Office of Evaluation of the International Fund for Agricultural Development (IFAD) carried out a Country Programme Evaluation (CPE) for Rwanda, to take stock of the results and impact of the programme's operations in the last ten years (1994 – 2004) and to provide an input into the ongoing revision process of the Country Strategic Opportunities Paper (COSOP).

A Core Learning Partnership (CLP) of this evaluation was constituted. The CLP members will be involved in the implementation of the evaluation's recommendations by participating in the ICFG (IFAD COSOP Focal Group). It is composed of representatives of the Rwandan Authorities (Ministry of Finance and Economic Planning – MINECOFIN; Ministry of Agriculture and Animal Resources – MINAGRI; Ministry of Local Government, Community Development and Social Affairs – MINALOC; Ministry of Commerce, Industry, Investment Promotion, Tourism and Cooperatives – MINICOM; and the Ministry of Gender and Family Promotion – MIGEPROFE), farmers' organizations (Network of Farmers' Organizations of Rwanda – ROPARWA) and Rwandan financial institutions (Union of Popular Banks and National Bank of Rwanda). The CLP also includes the Coordinator of the United Nations Agencies in Rwanda, the United Nations Office for Project Support (UNOPS) Country Portfolio Manager and the respective directors of IFAD's Programme Management Department, IFAD's Eastern and Southern Africa Division and IFAD's Office of Evaluation.

The CLP discussed the Approach Paper for the evaluation in May 2005. The evaluation mission was fielded in June 2005 after a desk review of strategic and project documents had taken place. The evaluation team met a large number of stakeholders concerned with rural and agriculture development, both in the capital (Kigali) and in rural areas where projects funded by IFAD were or are implemented. Immediately after the evaluation mission, the aide memoire of the evaluation team was presented to the CLP members at a wrap-up workshop. During August and September 2005 the draft report was reviewed by members of the CLP, whose comments were taken into account when finalizing the report. The final report of the CPE was communicated to the Government and stakeholders in November 2005.

This Agreement at Completion Point (ACP) presents a summary of the main findings and recommendations of the CPE, and the modalities agreed upon by the ACP signatories on how the evaluation's recommendations will be acted upon. The preparation of the ACP involved discussions with a large number of stakeholders in Rwanda during a workshop in Kigali on 28 November 2005, followed by written exchanges on the draft ACP between IFAD and the Government of Rwanda. The process leading to the ACP was facilitated by the Office of Evaluation of IFAD. The ACP was agreed upon and signed by the Government of Rwanda, represented by MINECOFIN and MINAGRI, and IFAD's Programme Management Department on 13 January 2006, at IFAD headquarters in Rome, Italy.

II. Main findings of the evaluation

Main Findings on IFAD's Programme and Strategy in Rwanda

Programme approach. During the period under review (1994-2004), IFAD's country strategy in Rwanda was broadly relevant to the national priorities reflected since 2000 in the Poverty Reduction Strategy Paper (PRSP) and the Vision 2020 of Rwanda, and to IFAD's mandate. Comparing the COSOPs of 1999 and 2002, analytical underpinnings improved in the second COSOP. However, the analyses in both of these country strategies were inadequate for promoting a programme approach – as the concept is

understood today – that would be coherent with and complementary to the national priorities in the agriculture sector. While the COSOPs anticipated synergies within the IFAD portfolio and between projects sponsored by IFAD and other development partners, both COSOPs remained essentially administrative documents instead of tools for a strategic and dynamic management of IFAD's programme in Rwanda.

IFAD's role and focus in Rwanda. The Fund targets the poor geographically and focuses on vulnerable categories of the population. It promotes the development of farmer groups and aims at offering economic alternatives in rural areas. In its efforts to tackle the fundamental causes of poverty, IFAD distinguishes itself from other development partners through its innovative and flexible approaches. However, there are still weaknesses in prioritizing target groups during implementation, and new opportunities emerge from the Land Reform Policy, the decentralization and ongoing administrative reforms and, the Strategic Plan for Agricultural Transformation (PSTA).

Policy dialogue. Many stakeholders in Rwanda considered IFAD's recent efforts in assisting the formulation of the PSTA as an important contribution to policy formulation and regard the upcoming project for support to the implementation of the PSTA mainly through pilot schemes as highly relevant. Yet, policy dialogue was mostly considered as an evident by-product of project level interventions and little attention was given to feeding project experiences into policy dialogue at the national level. In addition, IFAD's lack of a permanent field presence, numerous changes in programme and project management staff, and the shortage of adequate financial and human resources have limited IFAD's capacity to engage actively and effectively in such a policy dialogue.

Cross-cutting themes: gender equality, environment and post-conflict management. For all issues the analytical underpinnings of IFAD's country strategy and project design documents were not well rooted in a comprehensive and accurate understanding of social and economic realities. As a result, neither design nor implementation of projects involved appropriate features to improve gender equality, to avoid negative impact on natural resources or to contribute to long-term post-conflict reconstruction and reconciliation.

Capacity building. Capacity building at all levels, for the stakeholders as well as project staff, remains a major challenge for IFAD's programme in Rwanda although it is an essential ingredient of sustainability. Project disbursements regarding capacity building are usually slower and lower than the amounts originally allocated, an indication of the lack of priority given to it by the implementation bodies of the projects.

Sustainability strategies in project design. Project design documents are usually well written, however, giving too little attention to the analysis of critical conditions and risks, like the withdrawal of a co-financier. Proper exit strategies are also often absent in these documents.

Microfinance. The mechanisms under which projects provided guarantee funds or credit to microfinance institutions and the weak recovery rate make the sustainability of the proposed credit lines very unlikely. Since 2000, notable progress has been made in the way micro-credit was tackled by the IFAD programme, which is reflected in project design since 2004. Tangible results are soon expected from the new approach adopted in different projects to support the financial sustainability of local institutions.

Main Findings on IFAD Funded Project Implementation in Rwanda

Participation and ownership. At the national level, apart from the Lead Ministry, other ministries concerned by IFAD-funded interventions are too little involved in project design and implementation. This curbs opportunities for working with cross-cutting viewpoints and for following an integrated approach. Project Steering Committees in general do not take up their roles regarding strategic discussion about project orientations or possible adjustments that need to be made in order to ensure the achievement of the project's development goals. Ownership of the project documents by

the lead ministries and the Project Coordination Units (PCU) is usually limited. This sometimes leads to differences of opinion about project priorities, insufficient respect of these priorities and inadequate compliance to the implementation approaches that were planned. Participatory methods are not yet effectively used in IFAD-funded projects. The populations and institutions supported by IFAD are often considered as beneficiaries rather than stakeholders or partners invited and capacitated to take part in the decision process of IFAD-funded projects. It should also be noted that there is need for clarity of the role of the Community Development Committees (CDC) at district level who tend to take part too much in the operational management of projects instead of solely in strategic planning and monitoring as was intended in the national framework.

Partner performance. Shortcomings in project management have implications on the performance of IFAD's partners, for instance the high turn-over of PMU staff and delays in disbursements of counterpart funds. The performance of service providers to the projects is sometimes curbed by a lack of resources and a lack of flexibility in terms of time and procedures, which would be necessary to enable them to make the projects benefit entirely from their expertise.

Fiduciary issues. Projects often suffer disbursement difficulties because of the complex approval process in four steps (project, Lead Ministry, cooperating institution and IFAD) and, above all, because the lack of familiarity of the project staff with the administrative, financial and procurement regulations. In some cases, delays in disbursements are due to delays in processing disbursement requests.

Monitoring and evaluation (M&E). The M&E system, particularly regarding the achievement of impacts, is still inadequate. While some useful tools for M&E have been developed by the projects, there is a lack of consistency between the projects and the Government's poverty monitoring system. This makes, for instance, an assessment of IFAD's contribution to poverty alleviation and, at a national level, to the achievement of the Millennium Development Goals very difficult.

III. Recommendations of the evaluation agreed upon

Recommendations on IFAD's Programme and Strategy in Rwanda

Code	ACP Agreed Action	PMD Follow-up
1.	<p>Programme approach. IFAD, building upon a stronger field presence, should put into place a programme (rather than a project) strategy and management approach through the development of new coordination mechanisms. This approach should include:</p> <ul style="list-style-type: none"> • projects designed and managed as pillars of a wider programme, owned and managed by the Government, in support to the development and implementation of the Government's policies for the supported sectors; 	<ul style="list-style-type: none"> • Moving towards this goal: PAPSTA is designed on the basis of government's agricultural strategy document (PSTA), and the present COSOP is fully based on the updated poverty reduction strategy (EDPRS) and PSTA. • 2008 project to be fully integrated into PSTA programme 1, and eventually together with PAPSTA into the SWAP.
2.	<ul style="list-style-type: none"> • well planned synergies and complementarities between the projects financed by IFAD within the programme; 	<ul style="list-style-type: none"> • Current progress: M&E support from DED for PDRCIU and other IFAD-supported projects, and PPPMER assists PDRCIU with income-generating activities support. • Future programme: PAPSTA to assist PDRCIU in agricultural activities; and strong operational linkages of the 2008 project with PAPSTA, PAIGELAC (AfDB-financed) and PDRCIU; and of the 2011 project with agricultural projects and PPPMER
3.	<ul style="list-style-type: none"> • a clear understanding of the roles of and relationships between all stakeholders in the supported sectors, at all levels (national, provincial and local) with reference to the institutional framework of the country and the decentralization policy; 	<ul style="list-style-type: none"> • OK for PAPSTA, PDCRE and PPPMER. For PDRCIU, the relationship with MINITERRE was clarified by the June 2007 supervision mission.
4.	<ul style="list-style-type: none"> • an analysis of the support that could be given to 	<ul style="list-style-type: none"> • Strengthened role for farmer organisations

	these stakeholders, including to the Government, civil society organizations, farmers' organizations, the private sector and academic institutions;	defined during COSOP consultations, to be elaborated further during the design of the 2008 project.
5.	<ul style="list-style-type: none"> in accordance with the Paris Declaration on Development Aid Harmonization, broader and stronger relationships with other relevant development partners, and Government assessment of partner performance; 	<ul style="list-style-type: none"> Highly constructive relations with donors (DED, DFID, OFID), with concrete plans to step up collaboration with AfDB, Belgium, the European Commission, Netherlands, World Bank and others. In Aid Effectiveness Report (Nov06) IFAD was scored best (100%) on data quality for the Development Assistance Database.
6.	<ul style="list-style-type: none"> a monitoring and evaluation system at the programme level in harmony with the project M&E system and the Government's monitoring system for the PRSP, which also permits monitoring of the continuously changing external environment in order to steer IFAD's programme and projects. 	<ul style="list-style-type: none"> Not achieved yet. The DED expert to assist all IFAD-supported projects in M&E is to contribute towards this. PAPSTA will start supporting MINAGRI in establishing a sector-wide MIS. Further M&E harmonisation under PAPSTA and for the country programme.
7.	To ensure an effective coordination of the IFAD programme, a Programme Steering Committee comprised of IFAD, the Government and the other main stakeholders should be formed. This Committee will, among others, organize an annual joint review of the programme. A Country Team should also be formed in order to facilitate and support programme implementation.	<ul style="list-style-type: none"> CEPEX organised the Country Portfolio Performance Review in March 2007, held jointly with IFAD and UNOPS. Country team to be evolving out of IFAD COSOP Focal Group.
8.	Considering the numerous requirements of an integrated programme approach, it is recommended to allow more time and resources for the development of the next COSOP. Considering that country programme allocations are now based upon a Performance Based Allocation System, the assessment process should ensure that the Government is fully involved and that it is informed about the criteria and ratings.	<ul style="list-style-type: none"> COSOP development took almost 2 years, allowing time to Government to prepare the EDPRS. Government involvement in the process is intensive, including a dialogue on the Project Status Reports (PSRs) during the Country Portfolio Performance Review (CPR).
9.	<p>IFAD's role and focus in Rwanda. IFAD and its partners, in their reflection upon IFAD's role in Rwanda and the strategic orientations of the next COSOP, should concentrate IFAD's intervention on following target groups (in particular in the field of agriculture, animal husbandry and off-farm activities):</p> <ul style="list-style-type: none"> the poor rural populations of the country, making use of the categories of the poor as defined in the PRSP; productive and economically active women in rural areas; farmers' organizations, given their role as important political and economic players representing the farmers in the context of decentralization; young people in rural areas, and specifically on developing their business capacity to address the prevalent unemployment rates. 	<p>The present COSOP:</p> <ul style="list-style-type: none"> uses the three categories of the poor defined in the EDPRS; has a clear focus on economically active women; seeks to strengthen the role of farmer organisations in the country programme; and has a clear focus on youth.
10.	Policy dialogue. The Government and IFAD should define the broad priority areas for policy dialogue to which the Fund can contribute in Rwanda, and make its objectives clear in the next COSOP. Policy dialogue should be carried out in collaboration with other relevant strategic partners, including civil society and farmers' organizations. IFAD-funded project experiences should provide the main input for IFAD's contribution at policy dialogue.	<ul style="list-style-type: none"> Areas for policy dialogue are defined in the results framework.
11.	Active involvement in this matter will require a stronger local presence and specific material resources. This could realistically be achieved by formalizing the Country Team facilitated by the locally appointed IFAD Liaison Officer.	<ul style="list-style-type: none"> PF has formalised the appointment of the IFAD Liaison officer through FAO. It is planned to transform the ICFG into a permanent body accompanying COSOP implementation.
12.	Policy dialogue should be carried out in partnership, through channels put into place by the Government of Rwanda. Accordingly, IFAD should take part more actively in the Development Partners Consultative Group (DPCG), comprised of the main development	<ul style="list-style-type: none"> IFAD is participating actively in the rural development cluster, the EDPRS dialogue and the One UN initiative.

	partners and the partner ministries. In that respect, the IFAD Liaison Officer and the Coordinators of IFAD-funded projects should continue their participation in the DPCG's Rural Development Cluster, Private Sector Cluster and Decentralization Cluster.	
13.	Cross-cutting themes: gender, environment and post-conflict management. In order to improve its impact on women, IFAD should develop a systematic approach to mainstream gender in its entire programme in Rwanda. Differentiated indicators according to gender should be used and reflected in the M&E system at project level by collecting and analysing disaggregated data. At the same time, a particular effort should be made to increase gender awareness and sensitivity of project teams and technical assistance teams, and this at all levels of responsibility.	<ul style="list-style-type: none"> • Much gender disaggregated data is already available. However, a more systematic approach needs to be followed in the development of a common M&E system for the country programme.
14.	IFAD-funded projects should promote sustainable use of natural resources (soil, water and forests) and mitigate environmental impact of project activities.	<ul style="list-style-type: none"> • Already followed by PAPSTA and PDRCIU, and to be expanded greatly under the 2008 project.
15.	In similar situations, IFAD should adopt more elements and tools for analysis, at the programme level as well as at the level of the projects, to ensure its contribution to post-conflict reconstruction and reconciliation. These elements should take particularly into account reconciliation, contribution to the climate of trust and the preservation of equity between citizens	<ul style="list-style-type: none"> • Land tenure support activities are still at an infant stage in PDRCIU. However, the June 2007 supervision mission has made concrete recommendations to address the issue.
16.	Capacity building. IFAD, the Government and the project teams should put greater emphasis on capacity building for grassroots organizations and public institutions to promote sustainable development.	<ul style="list-style-type: none"> • In rural finance, this has already happened through PDRCIU contracting 2 specialised NGOs (CARE and Duterimbere). PDCRE cooperative capacity building is back on track. PAPSTA watershed planning has started, with room for improvement (to be enhanced in the 2008 project).
17.	IFAD's programme and projects should: <ul style="list-style-type: none"> • integrate capacity development as a long-term process in the design and implementation of its programme 	<ul style="list-style-type: none"> • Done in PAPSTA, PDCRE and PDRCIU. • Community-based capacity development to be stressed in the 2008 project.
18.	<ul style="list-style-type: none"> • devote greater attention to the development of planning, management, organization and dialogue skills for the stakeholders and, in particular, for farmer associations 	<ul style="list-style-type: none"> • Fully addressed in the present COSOP (community-based approach).
19.	<ul style="list-style-type: none"> • base capacity building activities on needs assessments and monitor progress in order to focus efforts 	<ul style="list-style-type: none"> • Fully addressed in the present COSOP (community-based approach).
20.	<ul style="list-style-type: none"> • use a broader approach to capacity development than solely trainings, including learning by doing, exchange of experiences between peers, field visits, mass communication (magazines, community radio) etc 	<ul style="list-style-type: none"> • Fully addressed in the present COSOP (knowledge management strategy).
21.	<ul style="list-style-type: none"> • provide training for trainers and ensure the use of participatory training methods, using people's knowledge and experiences as the basis for their own capacity development 	<ul style="list-style-type: none"> • Currently PPPMER is emphasising this through switching to community-based <i>formateurs d'entreprises</i>) • To be addressed by the 2008 and the 2011 projects.
22.	<ul style="list-style-type: none"> • consider capacity building within IFAD's programme and project structures in the larger context of human resources management, comprising clear job descriptions, recruitment of the right people, regular performance monitoring, the proper use of incentives and the creation of a stimulating working environment in order to retain capable staff 	<ul style="list-style-type: none"> • Has been started with the advent of Government's performance evaluation system. Some staff have actually lost their jobs as a result. PDRCIU adoption of the same is underway, to be strengthened by an external performance evaluation.
23.	Sustainability strategies in project design. Project design should give more attention to the assessment of risks and should promote a more flexible process approach rather than a blueprint, to ensure sustainability of the structures put into place by the projects.	<ul style="list-style-type: none"> • The grant-based financing arrangements allow IFAD to be more risk-friendly, provided the investments have proportionally high returns in terms of poverty reduction and the risks are manageable.

24.	Progressive exit strategies should be taken into account from the start of the interventions by building upon partnerships, in particular with local authorities and civil society organizations at the grass-roots level, which should operate as co-managers of project activities. Exit strategies should be re-discussed and re-agreed upon by IFAD and its partners at the mid-term review of each project.	<ul style="list-style-type: none"> • PDRCIU: to be addressed by PCU. • PDCRE: not applicable, as the cooperatives need more support than thought by the PCU. • PAPSTA, 2008 and 2011 project: will be applied.
25.	Microfinance. IFAD's programme and projects should continue to use and support existing financial institutions in rural areas, in order to promote the access of the rural poor to sustainable financial services, considering those institutions as genuine organizations and not solely as service providers to the projects.	<ul style="list-style-type: none"> • OK, fully taken on board in PDRCIU contracting 2 specialised NGOs (CARE and Duterimbere), other projects to follow.
26.	An in-depth study of the actual status of micro-finance institutions operating in rural areas is necessary to focus IFAD's support to these institutions, particularly in order to enable them to adopt the new regulatory framework and to ensure access for the poor to their services.	<ul style="list-style-type: none"> • Evaluation of CARE microfinance activities in IFAD-supported projects ongoing. • Further studies envisaged.

Recommendations on IFAD funded project implementation in Rwanda

27.	Participation and ownership. The Government and IFAD should develop an approach and proper tools in order to capacitate the different stakeholders in its projects on participatory approaches. The Government and IFAD should give particular attention as to the implementation of these approaches by the PCUs and by the decentralized administrative bodies. To this end, projects should promote methods for rural facilitation (<i>animation rurale</i>), enabling better communication between parties, especially between stakeholders and project teams, service providers and rural communities	<ul style="list-style-type: none"> • PAPSTA based on community-led watershed management plans. • This approach would be refined under the 2008 project.
28.	IFAD and the Government should develop and promote a consultative process during the design and the implementation of IFAD-funded projects through the enlargement of the Steering Committees to other stakeholders and through the strengthening of the mandate of these committees for strategic supervision. This consultation would enable a better strategic integration of IFAD-supported interventions and, above all, a better integrated management of each project. Well thought participation mechanisms and frequent dialogue between key partners in project implementation would ensure a common and continuous understanding of project objectives and approaches.	<ul style="list-style-type: none"> • PAPSTA Steering Committee already includes farmer organisations. • This approach would be refined under the 2008 and 2011 projects.
29.	Performance of partners. The Government should aim at improving stability of PCU staff through sound selection procedures and ensuring a stimulating working environment. A particular effort by the Government is required, when changing personnel, to ensure the transfer of knowledge internally.	<ul style="list-style-type: none"> • Selection procedures provided by Government system.
30.	The Government should facilitate project implementation through avoiding delays in disbursement of the counterpart funds and monitoring smooth implementation of contracts with service providers.	<ul style="list-style-type: none"> • Counterpart funds no issue. • Contract monitoring to be improved, especially with regard to timeliness and quality.
31.	Fiduciary issues. It would be beneficial to IFAD, the Government and the Cooperating Institution to review, simplify where possible and harmonize administrative and financial project management procedures.	<ul style="list-style-type: none"> • This is very general, the devil is in the detail. Where possible, IFAD will promote harmonisation.
32.	Monitoring and evaluation. The project and programme level M&E system and indicators should	<ul style="list-style-type: none"> • COSOP indicators based on EDPRS. • PAPSTA, PDCRE, and 2008 and 2011 projects

	be harmonized and articulated with the tools developed by the Government of Rwanda for the monitoring of the national poverty reduction programme (PRSP).	to develop harmonised M&E system through SWAp.
33.	To improve M&E in IFAD-funded projects, the M&E units need to be provided with adequate human and material resources and, if needed, adequate training.	<ul style="list-style-type: none"> • IFAD provided direct M&E training during 2006. With the recent arrival of the DED expert on M&E this is expected to improve further. More support envisaged.
34.	Moreover, IFAD and the Government should, in their partnership approach, put emphasis upon building the key stakeholders' capacity for carrying out self-monitoring and self-evaluations.	<ul style="list-style-type: none"> • To be included in MINAGRI's MIS to be developed under the SWAP.

IV. SIGNATURES

This Agreement at Completion Point reflects the main findings and recommendations of the Country Programme Evaluation, as agreed between the Government of Rwanda and the IFAD Programme Management Department. These recommendations will be taken into account in the design of IFAD future strategy in Rwanda, which will be presented in the 2006-2011 Country Strategic Opportunities Paper.

The agreement was signed by the Government of Rwanda and IFAD on 13 January 2006. Signatories for government were the Minister of State in Charge of Economic Planning, Ministry of Finance and Economic Planning and the Secretary General, Ministry of Agriculture and Animal Resources. The IFAD signatories were the Assistant President of the Programme Management Department, and the Director of the Eastern and Southern Africa Division.

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

Domaines prioritaires	Groupes concernés	Principaux problèmes	Mesures requises
Productivité de l'agriculture et de l'élevage	Tous les agriculteurs	<p>Mise en culture non viable de terres marginales en raison de la pression démographique ;</p> <p>Érosion des sols et baisse de la fertilité ;</p> <p>Faible maîtrise de la gestion des eaux ;</p> <p>Recours à des systèmes d'exploitation rudimentaires, utilisation limitée d'engrais et faible intégration de l'agriculture et de l'élevage ;</p> <p>Faible productivité des races locales, mauvaise santé animale, accès limité à des intrants améliorés et réduction des pâturages ;</p> <p>Le système public de vulgarisation est inefficace parce qu'il manque de moyens humains, matériels et logistiques, n'est pas mu par la demande et ne tient pas compte des sexospécificités.</p> <p>Les ONG assurent la plus grande partie des services de vulgarisation, mais manquent de coordination et de transparence, et les organisations d'agriculteurs offrent de plus en plus souvent des conseils techniques à leurs membres. Les autres services d'appui (pharmacies vétérinaires, services de commercialisation, de distribution et de transport, etc.) restent insuffisants ;</p> <p>Le budget du Ministère de l'agriculture est très faible.</p>	<p>Concilier la restauration à long terme des sols et les besoins à court terme des agriculteurs pauvres en prenant la production agricole comme point de départ pour promouvoir la protection de l'environnement ;</p> <p>Développer et augmenter les surfaces arables des marais, élaborer un plan directeur de développement de l'irrigation ;</p> <p>Assurer l'intégration de l'agriculture et de l'élevage en conformité avec les objectifs du PSTA ;</p> <p>Mettre en œuvre la stratégie nationale sur les fertilisants à travers le MOU signé avec la BRD et la stratégie nationale sur les semences ;</p> <p>Créer une offre de services d'appui agricole répondant à la demande et aux besoins en s'appuyant sur des partenariats entre les prestataires publics et privés, y compris les organisations d'agriculteurs ;</p> <p>Élaborer une politique nationale en vue de la fourniture sur demande de services de recherche-développement et d'appui conseil (vulgarisation) aux petits exploitants ;</p> <p>Contribuer à une augmentation importante du budget de l'agriculture.</p>
Sécurité foncière	Petits exploitants, paysans sans terre et femmes exploitantes	<p>10% de la population sont sans terre et 30% louent des terres en raison de la petite taille de leurs exploitations ;</p> <p>Environ 75% des ménages ruraux disposent de moins d'un ha. La superficie cumulée de leurs exploitations ne représente qu'environ 30% de la superficie totale des exploitations du Rwanda ;</p> <p>Les petits agriculteurs doivent jouir de la sécurité foncière afin de pouvoir investir dans la restauration des sols et financer l'achat d'intrants.</p>	<p>Promulguer les décrets portant mesures d'application de la nouvelle loi foncière ;</p> <p>Mettre en exécution ces mesures par voie de concertation élargie en garantissant la sécurité foncière aux pauvres, et en particulier aux femmes chefs de ménage et aux autres groupes vulnérables.</p>

Domaines prioritaires	Groupes concernés	Principaux problèmes	Mesures requises
Accès aux services financiers	Tous les petits producteurs	La politique de micro finance a été adoptée par le Gouvernement mais les mesures d'application ne sont pas encore diffusées; Accès limité des ruraux au crédit : le secteur bancaire formel n'offre pas de services financiers adaptés aux petits producteurs qui n'ont pas généralement les garanties requises par les banques ; La culture d'épargne et de crédit n'est pas encore développée en milieu rural ; Nombre élevé d'IMF ayant des capacités institutionnelles limitées ; Insuffisance des prestataires de services non financiers destinés à former les petits agriculteurs sur les mécanismes d'octroi et de gestion de micro crédits; La facilité existante de garantie agricole n'est pas suffisamment utilisée.	Instaurer un contexte institutionnel et politique favorisant la fourniture durable de services financiers en milieu rural ; Accroître l'aptitude des IMF et des réseaux connexes à fournir des services financiers adaptés à la production agricole pour les petits exploitants ; Promouvoir la création de liens entre les IMF et le secteur bancaire formel ; Explorer de nouveaux instruments de crédit prometteurs faisant appel aux organisations d'agriculteurs, au secteur privé et aux IMF ; Renforcer les capacités des prestataires de services non financiers ; Opérationnaliser la facilité de garantie agricole.
Secteur non agricole	Petites et micro entreprises non agricoles	Pour réduire les pressions foncières, il est nécessaire de trouver d'autres sources de revenus que l'agriculture mais les emplois non agricoles sont très limités ; Faibles niveaux de compétence et d'éducation aux métiers ; Faible accès aux technologies.	Aider à renforcer les compétences des petites et micro entreprises rurales dans les domaines technique et commercial et en matière de gestion ; Promouvoir une offre de services de formation et de services consultatifs répondant aux besoins et à la demande des entreprises rurales ; Soutenir le développement du secteur rural du bâtiment ; Encourager les entreprises de taille moyenne qui créent des emplois ruraux ou qui assurent de nouveaux débouchés aux produits agricoles.
Organisations professionnelles	Agriculteurs et autres petits producteurs	Manque de compétences techniques, de gestion et de négociation ; Faiblesse des processus démocratiques internes ; Faible mobilisation de capital.	Accroître l'aptitude des organisations professionnelles à fournir des services à leurs membres au meilleur prix, à conclure des partenariats avec des parties prenantes des secteurs public et privé et à participer à la définition des politiques et au suivi de leur mise en œuvre ; Encourager les petits producteurs à s'organiser en filières de produits ; Encourager le développement de réseaux d'organisations professionnelles depuis le niveau local jusqu'au niveau national.
Décentralisation	Collectivités locales et CDC Ensemble de la population	Manque de ressources financières au niveau des districts ; Manque de personnel qualifié au niveau des districts et capacités limitées, particulièrement dans les domaines de la planification et de suivi-évaluation; Absence de liens de partenariat entre les agences d'exécution (RADA, RARDA) et les districts ; Insuffisance de coordination des différents intervenants	Renforcer les capacités institutionnelles des districts et des CDC sectoriels afin qu'ils puissent promouvoir un développement local bénéficiant aux pauvres ; Accroître la capacité des organisations de producteurs et d'autres groupes d'intérêts (y compris les groupes vulnérables) de participer aux processus décisionnels locaux ; Développer, mettre en exécution et assurer le suivi des

		au niveau district et secteur.	MOU entre les agences d'exécution (RADA, RARDA) et les districts.
Développement institutionnel du MINAGRI	Personnel du MINAGRI	Faibles capacités dans la collecte, l'analyse, le traitement et la diffusion des données statistiques; Faibles capacités de traduire les politiques dans les programmes concrets de mise en œuvre; Coordination insuffisante entre les services centraux et les districts.	Renforcer les capacités institutionnelles du MINAGRI pour la mise en œuvre du Plan stratégique de transformation de l'agriculture ; Promouvoir la concertation entre les parties prenantes du secteur agricole ; Mettre en place un mécanisme de suivi et de contrôle de la mise en œuvre du Plan stratégique et de la future approche sectorielle pour l'agriculture ; Définir les rôles des services centraux et décentralisés dans la mise en œuvre du PSTA.
Développement rural profitant à tous	Les femmes, en particulier celles qui sont chef de famille, les paysans sans terre et les familles touchées par le VIH/SIDA.	Les politiques nationales ne comprennent pas de stratégies ni de mécanismes intégrant les femmes et les autres groupes vulnérables ; Absence de stratégies claires ciblant les femmes et les autres groupes vulnérables au niveau des institutions rurales (MINAGRI, services de vulgarisation, etc.) ; Les femmes et les autres groupes vulnérables sont faiblement représentés dans les instances de prise de décision des organisations d'agriculteurs.	Encourager l'élaboration de stratégies concrètes au niveau national et décentralisé pour faire face aux problèmes des personnes les plus vulnérables en liaison avec la mise en œuvre du Plan stratégique pour la transformation de l'agriculture ; S'assurer que les plans de développement des districts (PDD) prennent en considération les besoins exprimés par les femmes et les autres groupes vulnérables ; Pour ce faire, renforcer les capacités des autorités des districts, des communautés (cellules, secteurs), des organisations professionnelles, des groupes de femmes et des autres parties prenantes dans la préparation des PDD.

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

Key File 2- Organisations Matrix				
Organisation	Points forts	Points faibles	Possibilités/menaces	Remarques
MINAGRI	<p>Le Plan stratégique pour la transformation de l'agriculture est le document de référence servant d'outil de base pour la planification dans le secteur agricole ;</p> <p>Plans en vue de l'élaboration du SWAp ;</p> <p>Alignement du CDMT sur le PSTA à partir de 2006 ;</p> <p>Création des agences d'exécution (RARDA, RADA, RHODA) dans le cadre de la restructuration du MINAGRI.</p>	<p>Faiblesse du budget de l'agriculture ;</p> <p>Insuffisance du personnel qualifié ;</p> <p>Faibles capacités dans la collecte, l'analyse, le traitement et la diffusion des données statistiques;</p> <p>Faibles capacités de traduire les politiques dans les programmes concrets de mise en œuvre;</p> <p>Coordination insuffisante entre les services centraux et les districts ;</p> <p>Expertise insuffisante du personnel des agences d'exécution dans certains domaines de leur intervention.</p>	<p>Possibilités</p> <p>EDPRS accorde le plus haut degré de priorité au développement agricole ;</p> <p>Appui important des donateurs à ce secteur ;</p> <p>Menaces</p> <p>Des mesures ne sont pas systématiquement prises pour qu'un personnel national qualifié accompagne l'assistance technique (AT) et assure la relève au départ de cette AT.</p>	<p>Augmenter le budget du MINAGRI ;</p> <p>Renforcer les capacités de planification, de coordination et de suivi-évaluation du personnel du MINAGRI ;</p> <p>Renforcer les capacités techniques des agences d'exécution et leurs liens avec le personnel au niveau décentralisé.</p>
MINECOFIN	<p>Coordination des investissements publics et de la mise en œuvre des projets à travers le CEPEX ;</p> <p>Coordination de l'aide publique à travers l'Unité de financement externe (<i>External Finance Unit</i>);</p> <p>Coordination des activités des Unités de Planification des autres ministères par le <i>Planning Unit</i> du MINECOFIN;</p> <p>Existence d'un plan d'investissement à long terme (LTIP) ;</p> <p>Personnel qualifié appuyé par l'assistance technique.</p>	<p>Insuffisance de coordination de plusieurs départements qui sont sous la tutelle du MINECOFIN ;</p> <p>Instabilité du personnel au niveau du CEPEX ;</p> <p>Personnel du CEPEX avec une expérience insuffisante suite à la récente restructuration.</p>	<p>Possibilités</p> <p>Les bonnes performances de gestion financière du MINECOFIN attirent beaucoup d'investissements extérieurs ;</p> <p>La bonne gestion de l'Office rwandais des recettes (<i>Rwanda Revenue Authority</i>) lui permet de contribuer significativement au budget de l'Etat.</p> <p>Menaces</p> <p>L'instabilité du personnel au niveau du CEPEX risque de réduire ses capacités de coordonner les investissements publics et la mise en exécution des projets.</p>	<p>Augmenter les ressources humaines en charge de la coordination des différents départements du MINECOFIN et stabiliser le personnel du CEPEX.</p>

MINALOC	<p>Le MINALOC joue un rôle clef de coordination entre les institutions publiques au niveau central et les structures décentralisées (districts, secteurs) ;</p> <p>Existence de plans stratégiques de développement communautaire, de décentralisation, et de renforcement des capacités institutionnelles ;</p> <p>Mise en place d'outils de mise en œuvre du plan stratégique de développement communautaire (CDF, HIMO, Ubudehe) ;</p> <p>Création du « <i>National Decentralisation Implementation Secretariat</i> » (NDIS) pour mettre en œuvre la stratégie de décentralisation.</p>	<p>Faibles capacités de coordination des entités décentralisées;</p> <p>Forte mobilité du personnel impliqué dans le processus de décentralisation ;</p> <p>Faible appropriation du processus par les autres institutions publiques et les communautés à la base;</p> <p>Faiblesse du budget alloué au MINALOC;</p> <p>Insuffisance du personnel qualifié ;</p> <p>Faibles capacités dans la collecte, l'analyse, le traitement et la diffusion des données statistiques.</p>	<p>Possibilités</p> <p>Les connaissances accumulées par le MINALOC lui permettent de jouer le rôle de point focal en matière de décentralisation pour les institutions nationales et pour les partenaires extérieurs de développement;</p> <p>Appui important des donateurs au processus de décentralisation;</p> <p>Menaces</p> <p>La forte mobilité du personnel couplé avec la non appropriation du processus par les communautés à la base menace la durabilité du processus de décentralisation.</p>	<p>Faire une analyse institutionnelle afin de définir une stratégie de développement des carrières au sein du MINALOC.</p>
MINICOM	<p>Le MINICOM dispose des politiques et des stratégies pour tous les secteurs : Commerce, Industrie, tourisme et Coopératives servant d'outils de base pour les investissements dans le secteur ;</p> <p>Création des agences d'exécution (RIEPA, RBS, ORTPN, CAPMER,.....) et prochainement de l'Office des Coopératives dans le cadre de la restructuration du MINICOM.</p> <p>Existence des offices OCIR Café et OCIR Thé et de la FRSP (Fédération Rwandaise du Secteur Privé), ainsi que des <i>Business Development Centers</i> (BDS) qui sont actifs dans le domaine des exportations.</p>	<p>Faiblesse du budget du Ministère ;</p> <p>Insuffisance de ressources humaines ;</p> <p>Manque de personnel qualifié ;</p> <p>Des salaires non attractifs qui entraînent l'instabilité du Personnel ;</p> <p>Faibles capacités dans la collecte, l'analyse, le traitement et la diffusion des données statistiques;</p> <p>Faibles capacités de traduire les politiques dans les programmes concrets de mise en œuvre;</p> <p>Coordination insuffisante entre les services centraux et les districts ;</p> <p>Expertise insuffisante du personnel des agences d'exécution dans certains domaines de leur intervention.</p>	<p>Possibilités</p> <p>EDPRS accorde le plus haut degré de priorité au développement du secteur privé ;</p> <p>Adhésion du Rwanda au COMESA ;</p> <p>Perspective d'adhésion du Rwanda à la Communauté de l'Afrique de l'Est à partir de juillet 2007;</p> <p>Promotion des produits artisanaux de qualité sur le marché international ;</p> <p>Menaces</p> <p>Les produits locaux subissent une forte concurrence suite à la suppression des taxes d'entrée des produits importés des pays du COMESA.</p>	<p>Augmenter le budget du MINICOM;</p> <p>Renforcer les capacités du personnel du MINICOM;</p> <p>Renforcer les capacités techniques des agences d'exécution et leurs liens avec le personnel au niveau décentralisé;</p> <p>Création de mesures incitatives pour les investisseurs nationaux.</p>

MINITERE	Création d'un Secrétariat d'Etat en charge des Terres et de l'Environnement ; Ratification par le Rwanda de plusieurs conventions internationales de sauvegarde de l'environnement ; Existence d'une loi organique instituant REMA (<i>Rwanda Environment Management Authority</i>) ; Exigences d'impact environnemental pour tous les projets d'investissement ; Création d'un Office des forêts ; Décision politique de réglementer la coupe des boisements ; Planification de la plantation des arbres dans tous les secteurs ; Décision politique de reculer les travaux agricoles des rives des marais, rivières et lacs ;	Faiblesse du budget affecté à l'environnement ; Manque de personnel qualifié dans le domaine de l'environnement ; Faibles capacités dans la collecte, l'analyse, le traitement et la diffusion des données statistiques; Faibles capacités de traduire les politiques dans les programmes concrets de mise en œuvre; Coordination insuffisante entre les services centraux et les districts.	Possibilités L'EDPRS inclut les aspects de l'environnement dans tous les secteurs ; Volonté manifeste de beaucoup de bailleurs d'investir dans l'environnement; Volonté politique de veiller à la protection de l'environnement; Menaces La protection de l'environnement n'est pas encrée dans la culture de la population, ce qui ne favorise pas l'appropriation des politiques de protection de l'environnement par les communautés à la base.	Investir dans l'éducation environnementale au niveau des communautés à la base; Renforcer les capacités, de coordination et de suivi-évaluation des aspects environnementaux dans tous les secteurs d'activités ; Renforcer les capacités techniques de REMA et sa représentativité au niveau décentralisé.
Pouvoirs publics locaux	Délégations de compétences étendues, notamment en ce qui concerne l'agriculture, l'attribution des terres et le commerce ; Structure participative à plusieurs niveaux (cellule, secteur et CDC de district) ; Création du Fonds commun de développement pour fournir des ressources financières aux pouvoirs publics locaux ; Contrats de performance signés entre les districts et le Président de la République ; Transferts directs d'une proportion importante du budget de l'Etat aux districts ; Alignement du budget des districts au budget des services centraux, notamment du MINAGRI.	Base de ressources financières limitées; Manque de personnel qualifié au niveau des districts et capacités limitées, particulièrement dans les domaines de la planification et de suivi - évaluation; Absence de liens de partenariat entre les agences d'exécution (RADA, RARDA) et les districts ; Insuffisance de coordination des différents intervenants au niveau district et secteur ; Faible implication de la société civile (organisations professionnelles notamment) dans l'élaboration des plans de développement locaux).	Possibilités Plusieurs projets financés contribuent au renforcement des capacités au niveau décentralisé et à la création des infrastructures socio-économiques ; Menaces Le manque de ressources financières et de capacités fait obstacle à la réalisation des objectifs assignés aux districts dans le cadre des contrats de performance.	Offrir un cadre et des instruments (plans de développement locaux) pour coordonner les interventions au niveau local et créer des liens entre les secteurs public et privé ; Conclure des MoU entre les agences d'exécution et les districts en vue de renforcer les capacités au niveau décentralisé.
Organisations professionnelles (OP)	OP nombreuses et dynamiques ; Emergence de plateformes d'organisations faitières telles que - le Réseau national des organisations paysannes du Rwanda (ROPARWA), qui regroupent tant des syndicats (IMBARAGA, INGABO) que des unions de coopératives par filières (l'Union des	Manque de structure paysanne de base pour la gestion commune des ressources naturelles (eau, ...) Participation des OP aux processus décisionnels au niveau central et décentralisé encore très limitée ; Dispersion des compétences techniques, de gestion et de	Possibilités Le Plan stratégique pour la transformation de l'agriculture reconnaît que les OP ont un rôle essentiel et le MINAGRI est disposé à envisager la création de mécanismes de consultation avec les OP ; L'adhésion du Rwanda à la CAE	Les OP sont les principaux partenaires du FIDA pour la promotion d'une croissance rurale favorable aux pauvres. Ces OP doivent néanmoins améliorer

	<p>coopératives rizicoles (UCORIRWA), UCORIRWA, RWASHOSCCO, UDAMACO, IMPUYAKI</p> <p>- La Chambre Nationale des Artisans Organisés (CNAO)</p> <p>Mise en place d'audit interne assurant la transparence</p> <p>Adoption d'un plan stratégique incluant l'initiative de forum paysan</p> <p>Organisation des OP autour d'activités commerciales en filière en lien avec des structures syndicales de plaidoyer</p> <p>Intégration des femmes dans les délégations (moitié) dans les organes nationales</p>	<p>négociation ;</p> <p>Difficulté d'articulation et de communication entre groupements de base et organes dirigeants</p> <p>Manque d'engagement dans les défis d'intégration régionale</p> <p>Faible engagement dans les négociations commerciales agricoles internationales</p> <p>Manques de mécanismes de financement des OP en lien avec la production agricole</p> <p>Les femmes et les autres groupes vulnérables sont faiblement représentés dans les processus décisionnels.</p>	<p>comme cadre de consultation avec les autres OP de la région</p> <p>Prise en compte de l'initiative de forum paysan pour renforcer le rôle des plateformes</p> <p>Menaces</p> <p>Absence de statut juridique approprié pour certains fonctionnements (gestion des ressources naturelles, intergroupements....) Formalités d'enregistrement excessivement bureaucratiques ;</p> <p>La participation limitée des OP aux processus décisionnels peut faire obstacle à l'approche participative inclusive préconisée par le PSTA ;</p> <p>Détérioration des termes de l'échange pour le secteur agricole et manque de revenus pour les OP non commerciales</p>	<p>leurs systèmes de gouvernance en impliquant davantage les femmes et les autres groupes vulnérables dans les processus décisionnels.</p>
Secteur privé	<p>Secteur agroindustriel naissant financé par des capitaux nationaux;</p> <p>Progrès significatifs enregistrés dans la privatisation des entreprises étatiques ;</p> <p>Croissance soutenue des exportations qui ont doublé au cours de la période 2002-2005.</p>	<p>Accès limité des entrepreneurs ruraux aux infrastructures susceptibles de stimuler la croissance du secteur privé, notamment l'électricité, les services de transport, et les réseaux de communication ;</p> <p>Faibles niveaux de compétence et d'éducation des petits et micro entrepreneurs ruraux ;</p> <p>Manque d'accès aux technologies performantes;</p> <p>Organisation insuffisante des commerçants et des entreprises rurales.</p>	<p>Possibilités</p> <p>Il existe un grand potentiel de développer les activités non agricoles ;</p> <p>La croissance attendue de la productivité agricole devrait engendrer une demande accrue de produits et de services non agricoles ;</p> <p>Menaces</p> <p>Faible rentabilité du secteur agricole par rapport aux autres secteurs, ce qui empêche les investisseurs de s'engager dans ce secteur.</p>	<p>Améliorer les compétences des entrepreneurs ruraux et développer les infrastructures d'appui au secteur privé.</p>
Institutions financières	<p>Nombreuses IMF dans tout le pays dont les activités sont réglementées par la BNR ;</p> <p>Réseau rural étendu de l'Union des banques populaires du Rwanda (banque coopérative) ;</p> <p>Réseau d'IMF (Forum rwandais de micro finance) disposé à oeuvrer au</p>	<p>Secteur bancaire fragile, peu disposé à prendre des risques dans le secteur agricole ;</p> <p>Le crédit agricole représente actuellement moins de 5% du volume de crédits octroyés par les institutions financières ;</p> <p>Présence limitée de l'UBPR dans le</p>	<p>Possibilités</p> <p>Politique de micro finance en cours de finalisation ;</p> <p>OP désireuses de développer les services financiers ;</p> <p>Nouveaux instruments de crédit faisant appel aux organisations d'agriculteurs, à l'agro industrie et</p>	<p>Les IMF sont actuellement la principale source de crédit dans les zones couvertes par les projets du FIDA ;</p> <p>Il y a nécessité de renforcer les capacités</p>

	renforcement des capacités des IMF et à harmoniser les démarches ; Capacités d'octroi de crédit renforcées à travers l'existence d'une facilité de garantie agricole et des lignes de crédit opérationnelles sur financent des projets de développement ; Mission spécifique de la BRD de s'impliquer dans le financement du secteur agricole.	secteur rural ; Faibles capacités des IMF et absence de liens avec le secteur bancaire formel ; Les IMF ne répondent pas en général aux besoins des petits agriculteurs ; Faibles capacités des IMF dans le suivi du recouvrement de crédits.	aux IMF ; Banque coopérative en voie de création sur l'initiative du MINICOM. Menaces Les taux d'impayés peuvent influencer négativement sur le développement des IMF ; Le manque de rigueur dans l'analyse de dossiers financés sur les lignes de crédit conduit à un taux élevé d'impayés.	des ruraux pauvres pour les aider à accéder au crédit.
ONG	Bénéficient d'un important appui financier de donateurs internationaux ; Jouent un rôle essentiel dans les zones rurales, en particulier pour ce qui est de la vulgarisation, de l'autonomisation des ruraux pauvres, de la commercialisation et de la micro finance.	Ne rendent guère de comptes ; Coordination insuffisante avec les autorités locales et nationales.	Possibilités Les ONG sont considérées comme d'importants partenaires de développement ; Menaces L'absence de ressources propres des ONG fait que leurs activités prennent fin avec la clôture des financements extérieurs.	Les ONG sont la principale source de services de vulgarisation, mais sont tributaires des donateurs.

Key File 2

Key file 3: Complementary donor initiative/partnership potential

Donor/Agency	Nature of project/programme	Project/Programme coverage	Status	Complementarity/Synergy potential
Belgium	Development of seed production Support to extension services	Nation wide Nationwide	Ongoing	Linkages with UCRIDP with regard to seed production and involvement of farmer organisations. Possible synergies with PAPSTA
	Lutte contre les ravageurs Horticulture value chain development Reforestaion	Nation wide	pipeline	
Canada/ILO	Programme de Développement Local à Haute Intensité de Main d'Oeuvre	Job creation through decentralised development of infrastructure	2004-2008	Linkages with PPPMER-II: promote sector of rural construction
DFID	Support to agricultural transformation	Technical assistance/institutional support - possible focus: agriculture, land, HIMO, Common Development Fund	Yet to be defined	Synergies with National Agricultural Policy Support Project (institutional support to MINAGRI) Possible cofinancing.
FAO	Programme for the development of rice production		Under formulation	Complementarities with the pilot component of the National Agricultural Policy Support Project
WFP	PRRO	Nation wide	ongoing	Collaboration with PAPSTA and new project for "Food for Work" activities
European Union	Decentralised programme for poverty reduction (9th EDF)	Modernise rural sector by improving economic and institutional environment, increasing income, diversifying activities, developing infrastructure	2004-2006	Synergies with National Agricultural Policy Support Project (institutional support to MINAGRI)
	STABEX/support to production and marketing of export crops (coffee, tea and new crops)		Until 2006 or 2007	Knowledge sharing with Cash crop Project.(PDCRE)
Netherlands	Agriculture development	Support to farmer organisations and commodity chain organisations, support to ISAR (research institution)	End 2005	
			Yet to be defined	Synergies with National Agricultural Policy Support Project (institutional support to MINAGRI) Possible cofinancing

	Programme d'investissement dans les filières agricoles	Under preparation. Will be based on support to implementation of Strategic Plan for Agriculture Transformation		Synergies with National Agricultural Policy Support Project Possible cofinancing.
	Support to decentralisation	Technical and financial assistance to Common Development Fund, institutional support to MINALOC, strengthening of province capacities, support to Rwandese Association of Districts	2005-2009	Synergies with UCRIDP (decentralised infrastructure development), particularly with regard to CDF involvement. SNV, which provides methodological assistance to project, is a Dutch-based NGO cofinanced by Dutch government.
	Contribution to Programme de Développement Local à Haute Intensité de Main d'Oeuvre	Job creation through decentralised development of infrastructure	2005-2007	Linkages with PPPMER-II: promote sector of rural construction
	Support to a national programme for soil and water conservation			Knowledge sharing with agricultural development projects, and particularly with National Agricultural Policy Support Project
USAID	Assistance à la Dynamisation de l'Agribusiness au Rwanda (ADAR)	Technical assistance to agribusiness enterprises to increase productivity, and access markets and financing	2001-2006	Linkages with Cash Crop Project's component on product diversification and UCRIDP to develop partnerships between smallholders and agribusiness
World Bank	Rural Sector Support Programme	Rehabilitation of marshland and hillside areas, integrated management of critical ecosystems, promotion of commercial and export agriculture, support to public extension, infrastructure development, off-farm activities.	2001-2017	Knowledge sharing with agricultural development projects, and particularly with National Agricultural Policy Support Project Complementarities with PPPMER Synergies with PAPSTA in the RSSP remaining phases
African Development Bank	Projet d'Appui au développement de l'élevage bovin laitier (PADEBL) Projet d'appui à l'aménagement intégré et à la gestion des lacs (PAIGELAC) Projet d'appui au développement agricole du Bugesera (PADAB)	Nation wide Nation wide Bugesera	Ongoing Ongoing Ongoing	Synergies with PDRCIU and PAPSTA Synergies and eventually collaboration with the new IFAD project

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

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Programme Response
<p>Those in deep poverty</p> <p><i>Umutindi nyakujya</i></p>	<p>Poverty level</p> <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 <p>Poverty causes</p> <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 security • Beginning of asset creation 	<ul style="list-style-type: none"> • Support to district authorities and communities to develop collective response strategies • Support to poorer groups organisation and empowerment • Promote access to land • Develop income-generating activities • Develop micro-enterprises and rural employment • Literacy • Gender strategies and gender awareness • Mitigation of socio-economic impact of HIV/AIDS and HIV/AIDS sensitisation and awareness
<p>The very poor</p> <p><i>Umutindi</i></p>	<p>Poverty level</p> <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 <p>Poverty causes</p> <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 • Trading of labour for food, other goods or cash • Reduction of meals • Do not recourse to medical care and children do not go to school 	<ul style="list-style-type: none"> • Food security • Risk reduction • Savings generation • Beginning of asset creation • Organisational development 	<ul style="list-style-type: none"> • Organisational development, including solidarity group and savings and loans association development • Promote access to land • Demand-driven support services • Promotion of marketable productions and development of market linkages • Mechanisms for price regulation • Develop micro-enterprises and rural employment • Literacy • Gender strategies and gender awareness • Mitigation of socio-economic impact of HIV/AIDS and HIV/AIDS sensitisation and awareness

<p>The poor/the resourceful poor</p> <p><i>Umukene</i> <i>Umukene wifashije</i></p>	<p>Poverty level</p> <ul style="list-style-type: none"> • Have some small landholding and housing - in addition, <i>Umukene wifashije</i> have some small ruminants • Have a small shelter and unbalanced food • Live on their own labour • Have no savings • Do not have a surplus to sell in the market <p>Poverty causes</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 care and children either do not go to school regularly (<i>Umukene</i>) or go to primary school (<i>Umukene wifashije</i>) • Join farmer or traditional associations 	<ul style="list-style-type: none"> • Increase productivity • 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 • Mitigation of socio-economic impact of HIV/AIDS and HIV/AIDS sensitisation and awareness
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