

Climate, Food, Trade

Analysis of Institutional Interplay and
Information Exchange

Rwanda



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37-39 rue de Vermont, 1202 Geneva, Switzerland
Ph : +41(0)22 734 6080 | Fax : +41(0)22 734 3914
Email : geneva@cuts.org | Web : www.cuts-geneva-org
Skype: cuts.grc

Author:

John Kalisa

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John Kalisa, CUTS International Consultant, prepared this report.

Note on Author

John Kalisa is a World Bank Urban Economy Consultant and holding Master's degree in Economic Development, Public Policy and Management reforms from Potsdam University, Faculty of Economics, Germany, 2007. He commands extensive experience in regional trade and economic policy analysis, and Rwandan government policies development and programmes' design and its implementation strategies. He supported and participated in the development of the Rwanda National Policy Making process since 2008.

Acronyms

DDP:	District Development Plan
CCI:	Cross Cutting Issues
CPAF:	Common Performance Assessment Framework
EDPRS:	Economic Development and Poverty Reduction Strategy
EICV:	Integrated Household Living Conditions Survey
FONERWA:	Fonds National de l'environnement du Rwanda
GACU:	Government Action Coordination Unit
GGGI:	Global Green Growth Institute
ICC:	Inter Ministerial Coordination Committee
IDP:	Integrated Development Programme
IPAR:	Institute of Policy Analysis and Research
JADF:	Joint Action Development Forum
MDA:	Ministerial Delivery Agency
MINAGRI:	Ministry of Agricultural and Animal Resources
MINICAAF:	Ministry of Cabinet Affairs
MINICOM:	Ministry of Trade and Industry
MINIRENA:	Ministry of Natural Resources
MTEF:	Medium Term Expenditure Framework
NCD:	Non Communicable Diseases
NEPAD:	New Partnership African Development
NPA:	Norwegian People Aid
NRG:	National Reference Group
PMO:	Prime Minister Office
RALGA:	Rwanda Association of Local Government Authorities
RGB:	Rwanda Governance Board
REMA:	Rwanda Environment Management Authority
SEA:	Strategic Environment Assessment
SWG:	Sector Working Group
TMEA:	Trade Mark East Africa
WB:	World Bank

Executive Summary

This study on “Food-Climate-Trade Linkages: Understanding and Improving Institutional Interplay” builds on the previous study examining the climate, food, and trade policy nexus in Rwanda. It seeks to identify, understand, and improve the institutional interplay from the local to the national level for the holistic tackling of the three issues of climate change, food security and trade.

The previous study provided analytical information on linkages of trade policies with food security and climate change and has made recommendations for Rwanda to better cope with climate change-related hunger through trade. Building on the findings of the study, EACSO Rwanda, through partnership with CUTS International, undertook an advocacy campaign, in accordance with one of the selected recommendations of the study. The campaign was done at the policy level, targeting climate change with a focus on trade policy processes.

Accordingly, this study was undertaken, focussing on the two districts of Gicumbi and Bugesera. These two districts were chosen based on their potential for agricultural export produce that has, or could be, affected by climate change. The methodology used in conducting this study was based on desktop review and field consultations that included interviews of relevant stakeholders, and inputs from experts.

The report is divided into five chapters. The introductory chapter describes the background of the study, objectives, methodology, and the policy nexus between climate change, food security and trade. The second chapter explains the institutional framework in Rwanda with a focus on decision-making process both at the local and central government levels. In the same chapter, interactions between the local government and central government are described in detail. Chapter three of this report focuses on understanding and improving institutional interplay in the two selected districts and their linkages with the national government. The fourth chapter identifies the gaps in institutional interplay on climate change, food and trade in Rwanda. Lastly, Chapter five proposes ways forward and makes policy recommendations.

Study Highlights

Rwanda has taken major steps in the decentralisation of powers, including transfer of funds from the central to local government to make sure local communities are empowered and participate in development initiatives. The planning process is all-inclusive and ensures close collaboration between central and local governments. However, gaps, shortcomings and weaknesses still exist within the institutional arrangements and across central government and district authorities. There are some areas that need more improvement to ensure effective coordination and institutional interplay for better implementation of policies in place.

At the district level, challenges within the local government focused on insufficient coordination and communication, insufficient involvement of the local people/citizens, lack of ownership and sustainability, weak M&E systems (including for innovative technologies), an insufficient consultation process, and weak follow up of implementation of the home grown solutions. There is a need to

ensure that local government administrators have sufficient capacity to effectively utilise the resources they receive and mobilise locally, in order to plan and spend prudently and plan their own agenda. To address issues related to gaps in institutional interplay, as described above, the study proposes a number of recommendations to stakeholders as highlighted below:

District Level:

- UMUGANDA/Community Work should be purposely used for climate change, agriculture and trade policy implementation and coordination.
- IMIHIGO/Performance approach should incorporate climate change, trade and agriculture as priorities.
- The District Development Plans (DDPs) and Strategic Plans should be aligned and harmonised to increase the citizen's participation and promote ownership of government policies and programmes while implementing the climate change, trade and agriculture policies.
- Gicumbi and Bugesera home grown initiatives should be replicated in all 30 districts. The rest of the districts should borrow a leaf from Kabeza and Mayange green model villages.

National Government Level:

- There is a need to implement climate change, agriculture and trade policies through JADF to avoid the duplication of efforts and ensure alignment with EDPRS.
- MINICOM and districts should oversee the price regulation mechanism to maintain incentives for farmers to consistently increase their production without fear of market imperfections.
- Strengthen coordination and communication systems across sectors as well as between the local and central government, with more focus on policies implementation and harmonisation.
- Enhance ownership and sustainability through involvement of grass root people in planning, policy consultations, and implementation.
- Establish a strong M&E framework for all policy initiatives that are being implemented across sectors and at the district level to consolidate achieved results and replicate best practices in other districts.
- There is a need to decentralise cooperative management at the district level.
- The decentralisation process should adopt a bottom-up approach instead of the current existing top-down approach to link climate change, agriculture and trade policies implementation.
- The focus on joint planning and cross-sectoral action through JADF and IDP should be further emphasised.

Positive Lessons Learned:

- The implementation of green village development projects – Kabeza Green Village and Mayange Millennium Development Project - should be replicated in the other districts and sectors in order to maintain and sustain the home grown solutions in different districts.
- Homegrown initiatives have become success stories in strengthening socio-economic development. Those include Imihigo/ Performance contract and Umuganda/Community work.

Chapter 1

Introduction

1.1. Background

Under the project “Promoting Agriculture, Climate, Trade Linkages in the East African Community (PACT EAC)”, CUTS International in partnership with EACSOE – Rwanda have conducted a study in Gicumbi and Bugesera Districts. The study, “Food-Climate-Trade Linkages: Understanding and Improving Institutional Interplay,” builds on a previous study that examined the climate, food, and trade policy nexus in Rwanda. The previous study provided analytical information on linkages of trade policies with food security and climate change and made recommendations for Rwanda to better cope with climate change-related hunger through trade. Building on the findings of the study, EACSOE Rwanda, through partnership with CUTS International, undertook policy-level advocacy that targeted climate change with a focus on trade policy processes.

This follow-up study seeks to identify, understand, and improve the institutional interplay from the local to the national level for the holistic tackling of the three issues of climate change, food security and trade. Accordingly, this study focuses on two districts of Gicumbi and Bugesera. These two districts were chosen based on their potential for agricultural export produce that has or could be affected by climate change.

1.2. Objectives of the Study

The specific objectives of the study are threefold:

1. To identify and examine the different institutions (both public and private), as well as their interactions, involved in the

agriculture, climate change and trade in Gicumbi and Bugesera districts, with a view to outlining current status of institutional interplay related to the three issues at the district level;

2. To examine the formal and informal linkages between the selected districts and national policy making and implementation related to trade, climate change, and food security, with a view to outlining the current status of the flow of information/inputs from the district level to the national level, and of the flow of policy directions/explanations from the national to district level; and
3. To identify existing gaps and shortcomings both at the horizontal (i.e. in the institutional interplay at the district level) and the vertical (i.e. between the district and national level) dimensions, and make recommendations to address these for better policy and institutional coherence.

1.3. Research Methods and Approach

The methodology used in conducting this study was based on three elements: desk research and literature review, field consultations that included interviews of relevant stakeholders, and inputs from experts and validation workshop. The techniques of interviews and focus groups interviews were used while collecting data.

- **Desktop research and literature review:**
The researcher reviewed existing literature about climate, food and trade with a focus on the policy nexus and institutional interplay.

We reviewed the policy framework of Rwanda both at the local and central government levels in line with interactions between different institutions dealing with the three variables.

- **Field survey/interviews of relevant stakeholders in Gicumbi and Bugesera Districts:**

The researcher conducted interviews with key stakeholders selected based on the information they could provide. These included but were not limited to:

- Government Institutions- Ministerial Delivery Agency (MDA) in charge of agriculture, trade and environment/climate change.
- Private Sector (Traders/input dealers/agro-processing);
- Civil Society Organisations (CSOs) involved in agriculture, trade and environment/climate change;
- Officers in charge of agriculture, trade and environment/climate change at district level;
- Farmers in two selected districts (Gicumbi and Bugesera). The Millennium Villages (MV) of Kabeza² (in Rubaya Sector, Gicumbi District) and Mayange³ Cassava plant in Mayange sector (Bugesera District) were also visited. Thus 12 people, including famers and officials from the Gicumbi different sectors, were interviewed and 12 farmers and officials in Bugesera District, some collaborating with Mayange Millennium Development project, were interviewed as well.

- **Validation workshop:**

To improve the quality of the report, inputs and feedback from PACT project National Reference Group members, EACSO Rwanda organised a validation workshop⁴ on 27th February 2015, attended by different experts in trade, climate change and food security. CUTS International was also consulted.

1.4 Trade, Climate and Agriculture: Where is the Policy Nexus?

In Rwanda, climate change is altering agricultural and trade patterns by increasing the intensity and frequency of extreme weather events. It is important to note that lower yields, increases of crop diseases, reduction of water resources, and floods cause food insecurity for the population.

The research commissioned by PACT EAC Project on “*Climate, Food, and Trade: Where is the Policy Nexus?*” revealed that some of the climate change drivers include the high productivity efforts of Rwandan agriculture sector (which favors use of inorganic fertilisers) and agriculture mechanisation and irrigation that requires excessive use of chemicals and energy, both of which contribute to greenhouse gas emissions in the atmosphere. In addition, the current agro-processing technology requires wood-energy that favors deforestation, reduces carbon sinks, and increases vulnerability to climate change.

As climate change is anticipated to increase the incidence of food insecurity in Rwanda, trade has the potential to counter this effect by delivering agricultural goods to regions experiencing a decline in productivity. Another strategy to counter climate change effects is to increase the adaptive capacity of rural population by developing technologies at various levels of the value chain of different commodities, as well as develop and promote small and medium industries that can create more off-farm employment in Rwanda, thus reducing the pressure on land.

Food security in Rwanda is negatively affected by several factors, among which is the lack of agriculture insurance, high transportation costs, low diversification of export products, high taxes, and trade deficits. The Rwandan high trade deficit affects general population income and reduces government annual tax incomes, which in turn contributes to the vulnerability of the

population to climate change and reduces the budgeting capacity of the government to intervene in climate change resilience capacity activities.

Rwanda has policies and strategies that positively contribute to agricultural productivity, enhance trade, and address climate change. However, there is a need to improve road networks and food commodity markets as an incentive for agriculture productivity and enhanced trade.

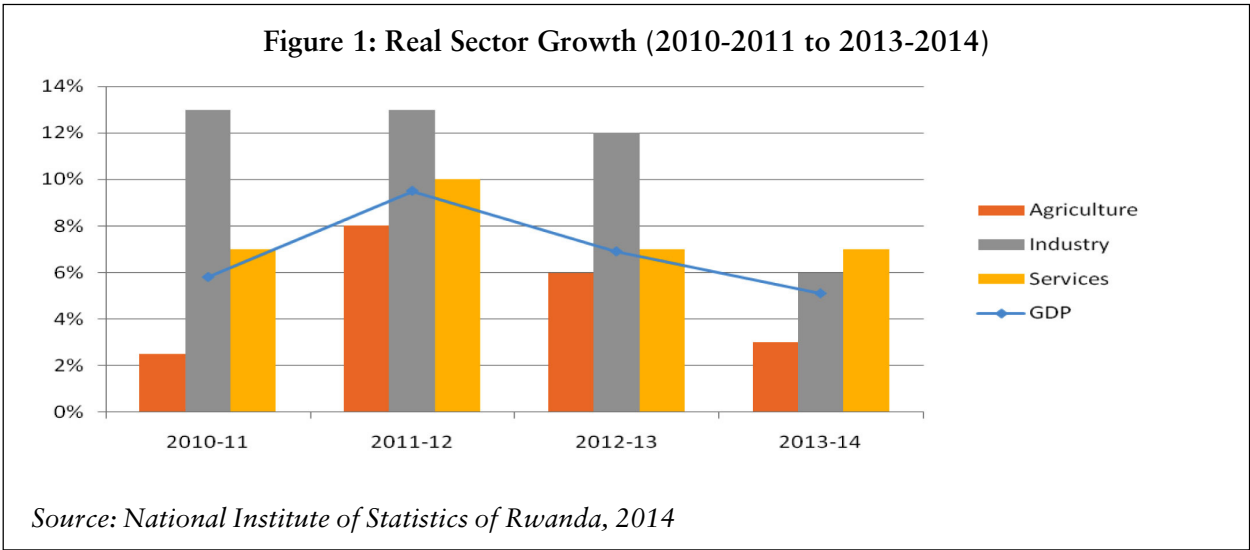
Rwanda still heavily depends on the agricultural sector, and the increased trade opportunities could empower its economic growth. There is a need at the policy level to integrate and synergise the trade policy with climate change, food security and disaster management programmes and to create a vulnerability reduction strategy based on the national poverty reduction strategies and other government policies. Also, investing in road network and market infrastructure, soil erosion control, agricultural production and processing, and diversifying the small and medium industry for off-farms employment is necessary.

From the foregoing, it is necessary to build linkages between national stakeholders that include government policy makers, private sector, farmers, development partners and CSOs dealing with these inter-related issues of climate change, food security, and trade in order to ensure that the challenges arising are effectively addressed.⁵

1.5 The Rwandan Economic Overview

The Rwandan economy has been growing at a good pace during the last twenty years. The main risks to the Rwandan economy are familiar ones: uncertainties regarding donor funding envelopes and disbursements, agricultural vulnerabilities, and an export base that is heavily reliant on global price trends. However, the 2013-2014 fiscal year saw the government take steps to alleviate these risks by stepping up dialogue with its development partners, modernising the tax revenue system, expanding the tax base to ensure greater receipts, supporting increased diversification in both the agriculture and export sector, and introducing enhanced scrutiny of public investment programmes to ensure quicker, more effective results.⁶

The graph below shows that the Rwandan economy recorded the lowest performance in 2013-2014 compared to the last four fiscal years, mainly due to the low production registered in agriculture and industry sectors. Despite the ongoing implementation of the crop intensification programme, weather conditions contributed to the poor harvest registered in 2013-2014 compared to the two previous fiscal years. The growth rate of the industry sector decelerated mainly in the manufacturing and construction sectors, with poor performances in 2013-2014. Manufacturing recorded low growth for the second consecutive fiscal year



and construction has registered its lowest growth since 2009-2010. Disrupted trade with the Democratic Republic of Congo adversely affected manufacturing growth, whereas the slowdown in construction was related, in part, to delayed public expenditure on key large projects as well as decelerated private sector credit growth.

Agriculture

In 2013-2014, agriculture grew by 3 percent, lower than the 6 percent recorded in 2012-2013. It contributed to around 33 percent to GDP in 2013-2014, down from 34 percent in 2012-2013. Despite the poor performance of the season, total food crops and livestock products performance during the 2013-2014 fiscal year were sufficient for food security.

Trade Balance

The trade balance deficit slightly increased by three percent in 2013-14, to US\$1,234.8mn from US\$1195.6mn in 2012-13. Imports (fob) increased by three percent (*MINICOM, 2014*). The below-average increase is related to the delays in the implementation of big projects which would otherwise increase the imports of raw materials and capital goods. Exported goods remained almost flat with only a two percent increase. This was due to the decline of prices in international markets, especially cotton prices starting in January 2014 (while over the 2013 calendar year it was the leading foreign exchange earner). In FY 2013-14, exports (fob) covered 37 percent of imports (fob), which is almost the same as the previous fiscal year (*MINICOM, 2014*).

1.6 Rwanda's Vision 2020

The Rwanda Vision 2020 was a result of a national consultative process that took place in 1999. There was a broad consensus on the necessity for Rwandans to clearly define the future of the country. This process provided the basis upon which this Vision was developed. In 2011, with less than 10 years towards the realisation of the Vision, it was necessary to assess the relevance of the indicators and targets and ensure that they continue to reflect the

ambition and the progress of the country towards attaining its long-term development goals. This culminated in a revision of the original Vision 2020 targets through a consultative process. The original Vision 2020 contained 47 indicators and targets, which have been revised to a total of 48. The guiding rationale for revising the Vision 2020 was based on the addition of more indicators and targets including those for climate change, among others. Alongside the six pillars of the Vision 2020, there are three crosscutting areas of gender, environment and climate change, along with science and technology. With the revised Vision 2020, the Cross Cutting Issues (CCI) are capacity building, environment and climate change, regional integration, gender and family, disaster management, disability and social inclusion, and HIV/AIDS and NCDs.

The Rwanda Vision 2020 states that, "climate change is widely recognised as the major environmental problem facing the globe that is becoming inextricably linked to development." Rwanda is increasingly facing global climate change consequences including flooding, resulting in disasters, such as landslides, that cost lives and resources, and droughts that adversely affect agricultural output. Other threats to the environment take the form of depletion of biodiversity, degradation of ecosystems, such as swamps and wetlands, and the pollution of waterways. Rwanda will continue to put in place strategies to mitigate the impact of climate change by focusing on developing eco-friendly policies and strategies in all sectors of the economy and by promoting green growth.

1.7 Rwanda's Economic Development and Poverty Reduction Strategy – EDPRS II

The Rwanda Economic Development and Poverty Reduction Strategy 2013-2018 provides for mainstreaming environmental sustainability into productive and social sectors in order to reduce vulnerability to climate change.

Rwanda has taken important steps at a high level to recognise the importance of the environment

and climate change. The adoption of the National Green Growth and Climate Change Adaptation Strategy highlights the center stage this issue has taken in government policy making. With the changing international environment giving more recognition of climate change as a global issue, Rwanda stands to gain by moving rapidly and quickly to ensure sustainability of interventions through environment mainstreaming, ecosystem protection and rehabilitation, as well as tapping into the growing international pool of green investments.

The Environment and Climate Change Innovation Center also works towards piloting promising ‘green’ technologies. EDPRS II supports pilots of innovative technologies that are likely to provide large-scale environmental and economic benefits. Technical and financial support is provided through the Center and Fund for Environment and Climate Change (FONERWA) respectively.⁷

Rwanda’s economy is heavily dependent on its environment and natural resources, and the livelihoods of rural (and increasingly urban) communities depend on the access, use, and management of such resources. Without sound environmental management, development activities in key sectors such as agriculture, industry, infrastructure, commerce, and energy can lead to significant environmental degradation that can undermine economic growth.

Economic impacts are likely to be exacerbated by climate change, which through increased floods, landslides and droughts, is likely to increase damage to infrastructure and property. Research has estimated that climate change could result in additional net economic costs (on top of existing climate variability) for Rwanda that are at least equivalent to a loss of almost one percent of GDP each year by 2030 (REMA, 2014).

Achieving sustainable economic growth in Rwanda requires the prudent use of natural resources and ensuring that climate resilience is built into economic planning. Mainstreaming

environmental sustainability provides an opportunity for improved and sustained livelihoods of present and future generations of Rwandans.

The government has made significant progress towards mainstreaming environmental sustainability, for example through the Budget Call circular that has included environment and climate change mainstreaming guidelines for sectors, the increasing use of strategic environmental assessment and successful pilots of rural ‘climate proofed’ settlement development. However, there is need for improvement, particularly in terms of the capacity to implement and enforce environmental policy and to factor in complex, cross-cutting environment and climate change issues into strategic planning.

The National Green Growth and Climate Resilience Strategy, approved by the Cabinet and developed with various sectors, promotes cross sector interventions to mainstream environment and climate change while addressing national priorities. The strategy is supported by FONERWA to facilitate access to sustainable financing and support implementation. The EDPRS II considers these strategic tools as entry points for guiding specific interventions within national sector strategic plans and their implementation. Attention is also placed on robust M&E systems, such as the green accounting framework, which will be essential in ensuring more effective policy implementation and to demonstrate the economic benefits of environmental protection.

Priority areas for environment and climate change as crosscutting issues are: (i) mainstreaming environmental sustainability into productive and social sectors; (ii) reducing vulnerability to climate change and (iii) preventing and controlling pollution. Key sectors expected to deliver on these include agriculture, energy, environment and natural resources, infrastructure, health, private sector and financial sector.

Chapter 2

Understanding the Institutional Framework in Rwanda

2.1. Decision Making Process in Rwanda's Central Government

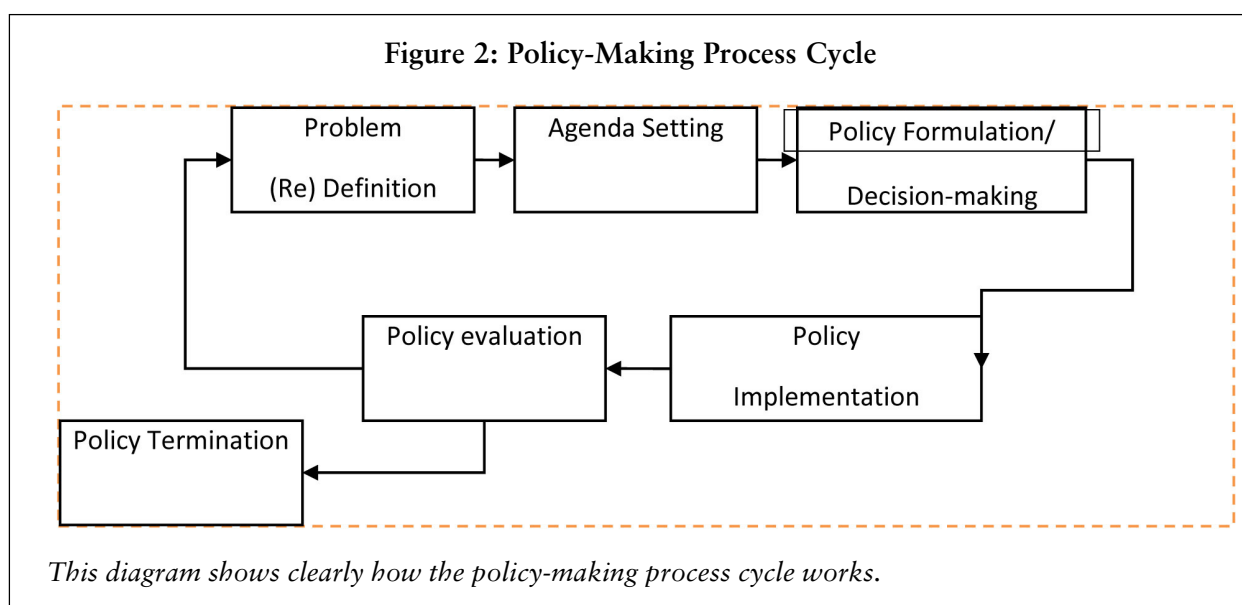
2.1.1. Public Policy Making Process Cycle

Theory and empirical evidence demonstrate that the public policy management process involves a number of phases, each of which poses particular management challenges. Good public policies should be based on a wide range of information such as facts, figures, research and opinions of the individuals or groups who have an interest in or are affected by a particular policy proposal and are capable of influencing the development and implementation of policy proposals (Prof. Jann Werner⁸, 2007).

Public policies, laws and instructional frameworks should be evaluated based on

performance, as well as the outputs and outcomes that the policies and laws could bring to the society. Citizens should be able to voice their concerns and needs to decision-makers and legislators and advocate for change. Consequently, the results of 'Policy monitoring and Evaluation' may lead to the end of a policy or a new beginning of the policy-making process circle with the definition of a new problem (Prof. Furh Herald⁹, 2006).

The policy process circle starts with 'Problem (Re) Definition,' meaning that problems have been recognised and defined and will draw the attention of actors involved in policy making, such as governments, civil society and other interest groups. Sequentially, the 'Problem,' when defined and identified by concerned



actors, will be brought onto the ‘Agenda’ (Agenda Setting). When the ‘Problem’ is discussed, analysed and/or compromised during ‘Agenda Setting’, it will become a policy (e.g. a law, a decree, a circular or a programme) through the ‘Policy Formulation/Decision Making’ stage. The subsequent steps include ‘Policy Implementation’ and ‘Policy Evaluation’. Policy will be evaluated based on its performance, as well as the outputs and outcomes it could bring to the society.

2.1.2. Policy-Making Process Cycle in Rwanda

To inform policy decisions and policy development processes of government, private sector/business community and civil society stakeholders and actors must understand the policy making cycle in Rwanda. In Rwanda, policies¹⁰ originate from a number of sources that include: the need to implement the national development Vision 2020; the EDPR II; National Leadership Retreat; National Dialogue Council; internationally agreed upon objectives or programmes such as the Millennium Development Goals; the New Partnership for Africa Development initiative; the regional integration agenda; the President’s priorities as stated in his speeches or otherwise communicated; or the desire to address new challenges or take advantage of new opportunities.

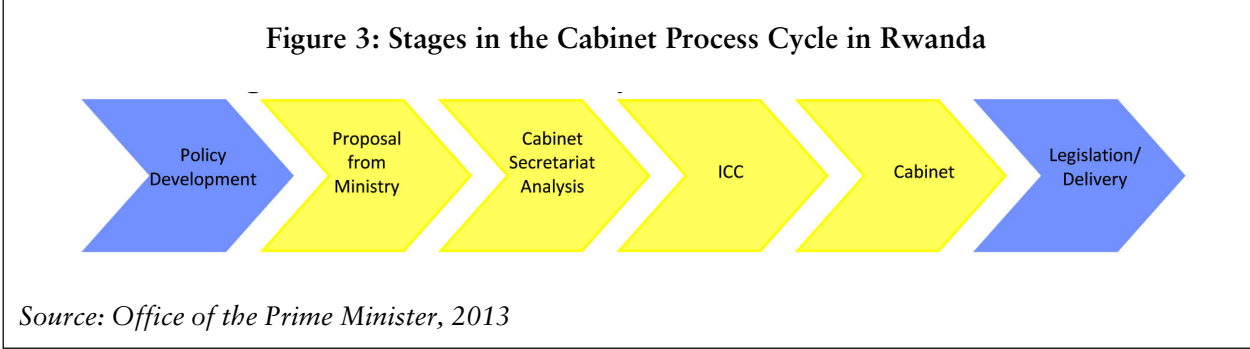
The Rwandan Cabinet Manual clearly lists the private sector and civil society as the key

stakeholders in the policy development process cycle, and the Cabinet secretariat should ensure that their views are accurately reflected (*Rwanda Cabinet Manual, 2013*).

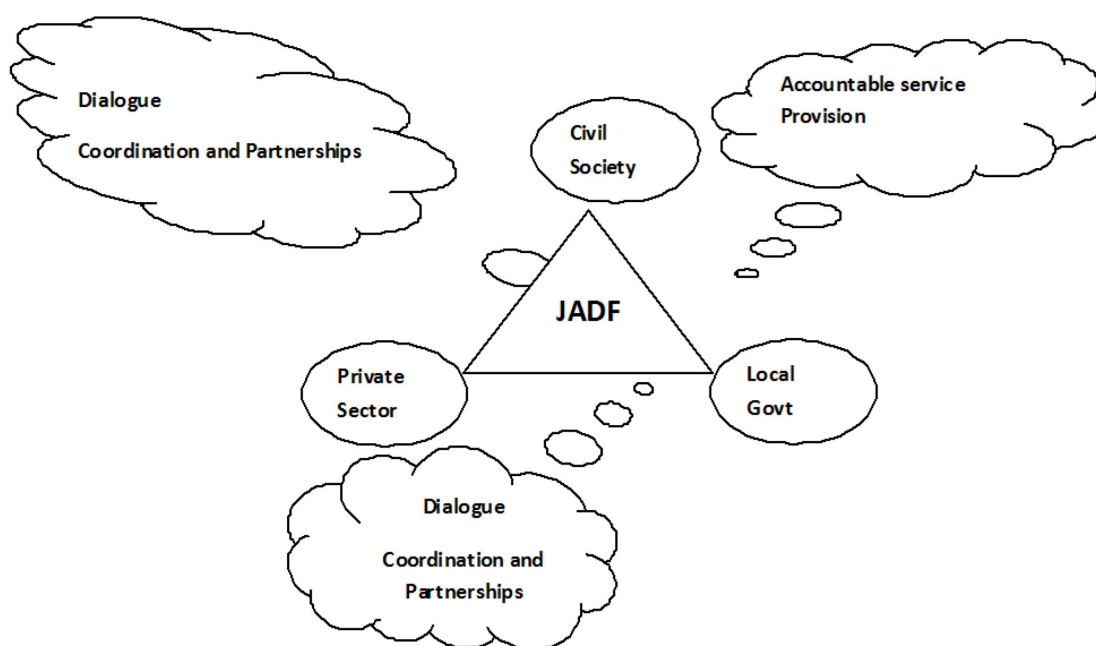
Effective consultation involves more than just circulating a draft policy or law proposal to affected stakeholders once it has been finalised. Wide consultation is a key part of the policy and law drafting process, and stakeholders should be involved throughout this process in order to ensure that their views and comments can inform policy making and help shape the proposal at an early stage. This ensures that differences are resolved as far as possible before the proposal is submitted to Cabinet (*Rwanda Cabinet Manual, 2013*). Against this backdrop, it is evident that entry points of engagement for informing and influencing policy and institutional changes at the national level are various and can be exercised at the level of policy making processes and through various institutional arrangements.

2.2. Decision Making Process in Rwanda’s Local Government

The Joint Action Development Forum (JADF)
 The Joint Action Development Forum (JADF) is where district authorities, private sector/business community representatives, civil society (local and international NGOs) and other development partners, whether local or international, come together to discuss developmental activities.



The illustration below shows how different stakeholders participate in JADF forum:



Source: Local Government Ministry, 2014.

JADF stakeholders have increased in number and boosted the local government network with the following results:

- Collaboration among parties through transparency;
- Mutual respect, equality, confidence among actors involved in this joint action;
- Engagement of all actors is crucial for combating collective problems;
- Respect for partners' identity, seeking complementary roles and synergies;
- Shared responsibility and consensus building for development decisions.

2.3. Interactions between the Local Government and Central Government

2.3.1. Performance Contract/Imihigo

Imihigo - Performance Contract: *Imihigo* is the plural Kinyarwanda word of *Umuhigo*, which means “to vow, to deliver.” *Imihigo* also includes the concept of *Guhiganwa*, which means “to compete among one another with trust.” *Imihigo* describes the pre-colonial cultural practice in Rwanda where an individual

sets targets or goals to be achieved within a specific period of time. The person must complete these objectives by following guiding principles and be determined to overcome any possible challenges that arise. The *imihigo* is among the Rwandan Home Grown Solutions - culturally owned practices translated into sustainable development programmes. The *imihigo* process ensures full participation and ownership of programmes by citizens since priorities are developed from grassroots level. (See Glossary)

In 2000, a shift in the responsibilities of all levels of government as a result of a decentralisation programme required a new approach to monitoring and evaluation. Local levels of government were now responsible for implementing development programmes, meaning that the central government and people of Rwanda needed a way to ensure accountability. In 2006, *Imihigo* (known also as performance contracts) was introduced to address this need. Since its introduction, *Imihigo* has been credited with improving accountability and quickening the pace of citizen centred

development activities and programmes. The practice of *Imihigo* has now been extended to ministries, embassies, and public service staff members.

2.3.2. Government Mechanism for Greater Coordination among Implementing Organs Working on Climate Change, Agriculture and Trade

Apart from aforementioned JADF mechanisms in place between the local government and development partners to improve coordination and harmonisation, there are other mechanisms within the government that include the following:

- i) **National Leadership Retreat**¹¹ is a high level forum under the chairmanship of the President of the Republic. Its main objectives include: national planning, coordination and accountability. This annual retreat helps Rwanda's top leadership develop ministerial priorities and shape plans for national development (*Improving Coordination and Prioritisation: Streamlining Rwanda's National Leadership Retreat, 2012*).
- ii) **National Dialogue Council** is the high level meeting that brings together leaders, the citizenry, and Diaspora representatives into dialogue under the Chairmanship of the President of the Republic. The dialogue is provided for in the Rwandan constitution, and takes place in December of each year. The districts mayors and other local government officials also participate.
- iii) **Cabinet meeting** is part of the Executive branch of Government and is at the same time the highest decision-making body for the country. Under the guidance of the President of the Republic, the Cabinet is responsible for agreeing on national policy and also ensures that policies are implemented (*Prime Minister Office, Cabinet Manual, 2013*).
- v) **Integrated Development Programme (IDP)** is the inter-ministerial coordination

committee under chairmanship of the Minister of Local Government and co-chaired by the Ministry of Agriculture and Animal Resources and the Ministry of Trade and Industry.

- vi) **Joint Delivery Committee (JDC)** is a forum targeting quick wins. It enables the central government to deliver on goals by focusing on a small number of priority projects that could produce high profile results relatively quickly and demonstrate the effectiveness of the system (*Improving Coordination and Prioritisation: Streamlining Rwanda's National Leadership Retreat, 2012*).

2.3.3. Coordination and Mutual Accountability Platforms at Different Sector Levels

Dialogue on results and using results information for learning and decision-making throughout the development process is critical. Rwanda has several platforms that aid coordination, dialogue, mutual review, learning, and accountability at the national, sector, and district levels. At the national level, the Development Programmes Coordination Group (DPCG) is the highest forum for coordination of development assistance. The group is made up of the government (represented by permanent secretaries), heads of Development Programme agencies, and representatives of CSOs and private sector.

The DPCG reviews progress on the Paris Declaration and Accra Agenda for Action (PD/AAA) aid effectiveness indicators, monitors implementation of development support to the EDPRS II and Vision 2020, and fosters alignment of assistance with the government's priorities (MINECOFIN, 2012). Thus, dialogue in this group is largely updated by a review of progress on the EDPRS II and the Donor Performance Assessment Framework (DPAF). DPAF is the government's mechanism for reviewing performance of development programmes against Rwanda's Aid Policy and the PD/AAA principles, thus holding them accountable for their commitments.

The annual DPAF exercise and reporting began in 2009-10 and is carried out by MINECOFIN using aid data reported by Development Partners (DPs) in the government's Development Assistance Database (DAD). The DPCG meets on a quarterly basis and also comes together for the DPs Meeting once a year and the DPs Retreat that meets once every two years. Meetings are co-chaired by the PS and Secretary to the Treasury for MINECOFIN and the UN Resident Representative.

Rwanda also has a Budget Support Harmonisation Group (BSHG) that meets quarterly and twice a year for the Joint Budget Support Review to deliberate on issues specific for the efficient functioning of budget support, sector performance, and PFM (MINECOFIN, 2012). The group is composed of representatives from the government and DPs that provide general and/or sector budget support and is co-chaired by MINECOFIN's PS and Secretary to the Treasury and the Head of the German Development Cooperation. Meetings of the group are largely updated by the annual Common Performance Assessment Framework (CPAF), which reviews the country through performance against EDPRS II indicators and policy actions. The framework is used by DPs to assess the performance of the government and sometimes for budget support (ODI, 2012).¹²

The assessment is first conducted at the sector level, via sector working groups, and then channeled through the national CPAF report to facilitate information sharing among members of the DPCG, BSHG, and sector working groups. MINECOFIN maintains a development partner's website with information on the coordination groups, meeting minutes, reports, and links to DAD. According to interviewed experts in MINECOFIN, both the DPCG and BSHG have been very effective at fostering aid effectiveness and mutual accountability between DPs and the government. Moreover, the 2010 OECD PD survey found Rwanda to have a well-functioning mutual assessment framework through its DPAF and CPAF mechanisms.

Within the agriculture and trade sectors, there are three main platforms at the central level for aid coordination, mutual review, and accountability, namely the biannual Joint Sector Reviews (JSR), the Agriculture Sector Working Group, and the Trade Sector Working Group. There is also a mutual review platform, the Joint Action Development Forum (JADF), at the district level that deliberates on district development matters including those pertaining to agricultural and rural development. These platforms, and in particular the JSR, are also important for:

- i) Monitoring agriculture and trade sector performance and its contribution to EDPRS II targets as part of the CPAF framework, and
- ii) Providing necessary feedback on how achievement of the desired results can be improved through decision-making, planning, and implementation and reporting. The platforms and groups are discussed in detail in the subsequent sections.

A. Monthly Sector Working Group (SWG) Meetings

Objectives of the SWG include validating policies and action plans, monitoring their implementation, providing oversight on technical sub-groups, and sharing information among members. The SWG has several technical sub-groups that are meant to provide in depth analysis of policies, strategies and action plans. Technical sub-groups include those on agricultural statistics, post-harvest handling, food security, coffee, fertiliser, feeder roads, and gender. The SWG is made up of representatives from MINAGRI, MINICOM, MINIRENA, DPs, an EDPRS focal person, private sector (e.g. National Cooperatives Confederation of Rwanda), CSOs (e.g. Action Aid), other ministries (e.g. MINALOC and MINECOFIN), local NGOs, INGOs, and independent consultants.

The SWG has helped create an important forum for coordinating efforts and aligning DP support

with sector priorities. According to some DPs, the SWG is very effective relative to similar groups in other countries that they have worked in. Interviewed members noted active participation by key stakeholders (i.e. MINAGRI and DPs), while issues are effectively reviewed by the group. MINAGRI, MINICOM, MINALOC and MINIRENA are said to consult the group and seek its approval and advice before proceeding on action plans.

Experts interviewed from MINAGRI noted the heavy workload that preparations for and follow up on monthly SWG meetings present on its staff. While the group is very active, there was reported little input from non-state actors (private sector, CSOs) who are also not well represented in the group. Although MINAGRI was said to be good at consulting and seeking approval from the group, a few experts reported that the government often introduced new

projects without consulting the group. Others noted that sometimes documents were not distributed timely, which made it difficult to review and provide feedback.

B. Joint Action Development Forum (JADF)
The Joint Action Development Forum (JADF) is a district-level forum for district development planning and mutual review. Participating members include district officials, business community representative, farmer's organisations, NGOs, international NGOs, CSOs, and DPs. The JADF meets on a quarterly or on a need to basis and helps to bring together implementation partners in districts to coordinate, allocate labor to avoid duplication of efforts, and ensure alignment with EDPRS II and vision 2020. The forum may be ideal for climate change, trade and food security concerns from central to local government.

Chapter 3

Food-Climate-Trade Linkages: Understanding and Improving Institutional Interplay

3.1 Linkages between the District and National Government

To improve the implementation of different policies including climate change, trade and food security, all relevant districts and Ministerial Delivery Agencies (MDAs) should be involved to facilitate timely coordination and formulation of inclusive policies, strategies and programmes.

Based on the interviews conducted for this study, it is imperative that adequate consultations are made with sectoral ministries and agencies in order to discuss and agree on priority areas and targets for EDPRS and Vision 2020 implementation, and climate change, trade and agriculture should be considered among the top priorities. The districts visited have offices combining agriculture assistants, environmentalists and veterinary staff, which allow for interactive discussions and coordination on climate change and agriculture links.¹³ In Gicumbi and Bugesera Districts officers working on environmental, agriculture, and trade issues share offices and most times undertake field visits together. This leads to fast information sharing and complementarities.

3.1.1. Environment and Climate Change Mainstreaming Sector and District Development Plans

According to the Rwanda Environment Management Authority, the sectors' planners

and District Officials committed to increase environment and climate change mainstreaming into sector planning and District Development Plans.¹⁴ The Rwanda Environment Management Authority (REMA) has annually conducted training of ministry sectors and districts planners as per the checklist for environment and climate change mainstreaming and Strategic Environment Assessment (SEA).

The checklist for environment and climate change mainstreaming into sectors was developed by REMA, in line with EDPRS II and the Green Growth Strategy. REMA also developed guidelines for SEA implementation in Rwanda. This training offered by REMA is aimed at increasing capacity and skills of sector planners and district officials to use the checklist for environment and climate change mainstreaming and SEA guidelines in order to integrate environment and climate into sector planning and District Development Plans (DDPs). The integration of environment and climate change across all sectors is expected to enhance the achievement of sustainable development.

This training was also an occasion to increase ministry sector and district planners' knowledge of the National Strategy for Climate Change and Low Carbon Development (Green Growth and Climate Resilience Strategy), understanding environment, climate change and development

linkages, challenges in the implementation of Environmental Impact Assessment (EIA), and environmental degradation and pollution control (current status and challenges), among other environmental subjects.

3.1.2. Enhancing the Profile of Trade Institutions

Harnessing the potential of trade and putting in place appropriate policies to ensure affordable food is very crucial. In this light, there is an urgent need to develop an understanding of how climate change, food security, and trade interact and build the capacity of all relevant stakeholders to develop and implement appropriate holistic responses.

The Ministry of Trade and Industry is the lead institution in trade policy-making processes, and the local government co-chairs the related policy development process at the district level. The Rwanda Development Board would coordinate the implementation of trade related policies as provided for under both the national export strategy and industrial policy and master plan, while the Rwanda Governance Board coordinates civil society at district level through IDP and JADF respectively. There are a number of institutions engaged in promoting trade either directly through removing barriers and promoting exports, or indirectly through increasing the national productive capacities through decentralised entities.

3.2 Institutions and Their Interactions at District Level

Institutional interactions between the three issues of climate change, food security, and trade at the district level are examined in the context of Bugesera and Gicumbi Districts. The Poverty-Environment Initiative (PEI) is supporting the government to build capacity at national and decentralised levels in areas of environmental policy analysis, formulation, and implementation and monitoring, as a strategy to promote sustainable development.¹⁵

Since 2005, the government, with support from UNDP and UNEP, has been implementing the PEI, now in its second phase, and Bugesera and Gicumbi Districts benefited from the project. The overall goal of PEI is to contribute to poverty reduction and the improved well-being of poor and vulnerable groups through the mainstreaming of environment into national development processes and promote food security and business development. One of the key objectives of PEI is to build capacity of national and district level institutions for understanding and analysing links between poverty and environment, and to integrate environment into development planning. At the national level, PEI has developed indicators, generated considerable knowledge on clarifying the poverty environment links, and has actively participated in the EDPRS formulation process, to mainstream environmental considerations. Partly as a result, the environment has been recognised as a stand-alone sub-sector under natural resources sector, and incorporated as a cross-cutting issue in all other EDPRS sectors.

Demonstration projects were identified in the PEI phase II, as important tools to demonstrate the links at the local level, and generate practical materials that could provide lessons for integrating environmental issues into development processes at the local level where the action happens.

3.2.1. Bugesera District

Bugesera District is one of the thirty districts of the Republic of Rwanda and one of the seven districts that make up the Eastern Province of Rwanda, located in the southeastern plains of the country. Bugesera district is characterised by numerous lakes, the biggest of which are Rweru and Cyohoha. These two plus the other small lakes in the region comprise an estimated surface area of 10,635 hectares (MINITERE/CERECE2003). The region is predominantly vegetated by dry savanna, characterised by short grasses, shrubs and short trees – a characteristic of arid and semi-arid areas (MINITERE/CERECE 2003).

Table 1: Bugesera's Climatic Seasons		
Climatic season	Local name	Duration
A short dry season	<i>Urugaryi</i>	January to mid-March
Long rainy season	<i>Itumba</i>	Mid-March to June
Long dry spells	<i>Impeshyi</i>	Mid-June to September
A short rainy season	<i>Umuhindo</i>	Mid-October to December

Source: <http://www.bugesera.gov.rw/index.php?id=495> on 02 December 2014.

Compared to other regions of the country, Bugesera's climate is dry with temperatures varying between 20°C and 30°C. The district has two dry periods and two rainy periods.

Climate influences agriculture and trade in Bugesera. Agriculture largely depends on rain and irrigation. However, during the long dry season farmers exploit marshlands.

To support Bugesera District to deal with climate change- food shortage and poverty issues, Rwanda Millennium Village Project was designed as one of innovative solutions to reduce poverty and promote a green village model.¹⁶ The project includes agricultural innovation such as new seeds varieties, fertiliser and planting techniques, and business development. Different government institutions have been jointly implementing the project; those are institutions dealing with climate change, agriculture, trade, food security and health, such as BUGESERA District, REMA, MINIRENA, MINAGRI, MINALOC, MINISANTE, MININFRA and MINICOM, to mention a few.

The coordinator in charge of small scale income generating projects in Millennium Villages

Project reveals that when the project started, the population was facing impending famine because of failing rains and a poor harvest the year before, which forced some residents to relocate to other areas (*Delphin MUHIZI, 2014*). However, this initiative has restored hope in the district, as illustrated below.

The Mayange Millennium Village (MV) - Bugesera Home Grown Initiative

The Rwandan Millennium Village is comprised of the entire sector of Mayange in the district of Bugesera in Eastern Province. It is situated approximately 40 km from Kigali, the capital of Rwanda. Mayange has five cells (Kagenge, Kibirizi, Kibenga, Gakamba and Mbyo), encompassing a total of 35 villages with about 25,000 inhabitants in all.

The below photo shows the areas that need irrigation during the dry spell in Bugesera District.

Linking the project to climate, trade and food security institutional interplay, different institutions interact at the district level to achieve the social economic project targets, goals and objectives – namely Bugesera district and Eastern

Photo 1: Bugesera area as a dry part



Province, the Local Government Ministry, Agriculture and Animal Resources Ministry, Education Ministry, Health Ministry, Natural Resources Ministry, Trade and Industry Ministry, Infrastructure Ministry, Rwanda Environment Management Authority, Rwanda Agriculture Board, Rwanda private sector/business community, civil society, and development partners, i.e. UNDP. This is an illustration of the institutional interplay through the project.

Mayange green village in Bugesera district is considered one of the home grown innovative approaches to promote modern agriculture, climate and trade development at the local level.

3.2.2. Gicumbi District

The Gicumbi district is in the northern part of Rwanda and one of the most environmentally fragile parts of the country – characterised by rugged steep hills and narrow, wet valleys that feed rivers and streams that recharge wetlands downstream. The district is one of the most water dense parts of the country.

The district has four seasonal climates: two rainy seasons and two dry seasons. Ordinarily, the minor rainy season begins in September to December, and the short dry season extends from January to February, while the long rainy season extends from March to May and the long dry season begins June to August. Recently, the climate is changing catastrophically and seasons have become irregular. Nevertheless, Gicumbi District has a tropical climate with a rainfall ranging between 1200mm to 1500mm; therefore, agriculture is favored by the presence of the humid soils (*Gicumbi DDP, 2013*).

The Gicumbi DDP identifies the main poverty problems, in order of importance, as: over-cultivation of land for agriculture and inadequate soil conservation leading to low and declining productivity; destruction of wetlands; declining size of arable and pasture land, resulting in low agricultural and live stock production; inadequate application of soil management techniques, including low practice of agro-forestry that would conserve the soils, provide fodder, food and fuel wood; an absence of appropriate water

harvesting measures and low application of irrigated agriculture; and inadequate opportunities for alternative income generation.

Gicumbi District environmental issues that perpetuate poverty include steep terrain, varying altitude (1500-2650 metres), inadequate landscape protection/conservation, low land productivity that perpetuates intensification of arable land, and inadequate investments in environmental conservation including institutional capacity building.

To address the issues highlighted, Gicumbi District approached REMA through its poverty and environmental initiative to provide technical support and funding with support from UNDP and UNEP while designing the ideal green model village in Kabeza cell.

Kabeza Green Model Village- Gicumbi home grown initiative

The Kabeza Green Model Village was introduced to address the following issues: access to clean water for drinking and domestic use, access to energy, food security & nutrition, income generation, as well as participatory energy and natural resource governance (*REMA, 2014*). The design and implementation of this project involves a range of key stakeholders, including the district local government of Gicumbi, the key non state actors in the district (civil society, including faith-based organisations, local NGOs and CBOs, local media houses, etc.), enterprises (including local cooperatives and associations), small and medium enterprises (SMEs), Rwanda Environment Management Authority (REMA), sector ministries led by the Local Government Ministry, as well as development partners.

The project is located in Kabeza village, Nyamiyaga cell, Rubaya sector, Gicumbi district, Northern Province near the Ugandan border. The village was initiated by Gicumbi district in collaboration with Rwanda environment management Authority in 2010 and funded by FONERWA. Since Gicumbi district is a mountainous and hilly area, local citizens were mobilised and sensitised to move from

hazardous zones. The REMA intervention included construction of a rainwater collection system, provision of cowshed and cows, and the construction of biogas and the manure composting facilities. The following table summarises Kabeza project:

Population	Households	Area/size	Biogas	Cowshed	Housing typology
+250	43	4 Ha	8 tanks	8	3 Bedroom, kitchen and store

Source: GGGI report, 2014

The village is inhabited by people from neighbouring areas who were selected based on three major criteria:

- The first beneficiaries were natives or existing families already living in the areas.
- Second was the socio-economic category where selected people were graded into 1st and 2nd categories.
- The third choice was made by identifying people living in high-risk zones.

The existing residents remained on their land and those who came to settle in the areas had to deal with the previous owner of the land. The

land acquisition method was either by exchange or buying in accordance to land markets at the time. During the systematic land registration, any one qualifying could register their piece of land and now they have their own lease contract and use for agricultural and food security purposes.

The resources are common and shared through the village cooperative.

The maintenance of biogas is done first by the owner, second by the co-share, and when it is beyond their capacity, by the village cooperative. The biogas is used for cooking and for lighting; each household was given a solar panel, a storage battery, and three lighting bulbs.

Gicumbi district encourages and sensitises the people to move into the village but not necessarily connecting to the existing green initiative (Biogas, cowshed, compost and rain water collection). However, they can benefit from the National Domestic Biogas Programme through the state department in charge of water and energy under the Ministry of Infrastructure.

<i>Rain Water collection Tanks</i>	<i>Cowsheds</i>	<i>Biogas Plants</i>	<i>Manure Compost</i>
Is treated and channel to a common water tape	5 to 11 households share one cowshed. Everyone feeds own cow(s)	One Biogas plant can serve 5 to 11 household. The biogas plan is operated on household basis on regular schedule.	The manure is used group by group in a sequencing round of 20 members of the village cooperative alternatingly.

Photo 2: Gicumbi area during rainy season



A photo depicting Gicumbi during a rainy season, the flooding causes a lot of damage to tea plantations.

Chapter 4

Gaps in Institutional Interplay on Climate, Food and Trade in Rwanda

Given the multi-level approaches to the policy-making process and district development plans, the institutional framework in Rwanda is cross cutting and requires a better intra and inter-institutional coordination mechanism. As stated in the previous chapters for the formulation of the policy and possible forums and interaction between the central government and decentralised entities, climate change is a concern for all ministries, ministerial delivery agencies, and districts, and affects the agriculture and trade sectors. The gaps, shortcomings and weaknesses to address the climate change, food security and trade link are still within the institutional arrangements and across central government and district authorities.

4.1. Challenges at the District Level

According to the Rwanda Association of Local Government Authorities (RALGA), the local government structures are in place and functioning with institutional systems and staffing levels that are comparable to those in the central government. The way they deliver services with cost-efficiency is perhaps the most impressive scenario. In every domain, including public financial management, all 30 districts can be regarded as having basic competences. However, they are not yet fully functioning as strong local governments capable of effectively initiating, planning, financing and implementing service delivery programmes and accounting for resources in a timely and accurate manner.

Based on interviews conducted in Bugesera and Gicumbi districts, typical responses on

challenges in local government focused on insufficient coordination and communication, insufficient involvement of the local people/citizens, lack of ownership and sustainability, weak monitoring and evaluation systems (including for innovative technologies), an insufficient consultation process, and weak follow up of implementation of the home grown solutions.¹⁷ The typical case is where farmers are mobilised to increase productivity through cooperatives without involving the Ministries of Trade and Industry, and when they harvest, the prices are set by the ministry far below their costs of production, leading to losses for the farmers and demoralising them from further involvement in this line of production.

The options available are to either lower the cost of inputs provided by the Ministry of Agriculture, or allow them to sell their produce to the highest buyer on the open market. This would boost their productivity.

Insufficient coordination and communication across local and central government institutions: Districts and sectors both expressed need for better sharing of information and improved coordination for better implementation, among others. The focus on joint planning and cross-sectoral action through JADF and IDP should be further emphasised. Climate change, agriculture and trade issues should be considered, because if unchecked, they could create the shortcomings for the sector.

Insufficient involvement of the local people in policy-making process may create a lack of

ownership and sustainability of the implementation and affect the quality of the policy implementation and reduce the level of impact. District and sector authorities should involve local people while developing their local development plans and strategies through *Umuganda* community work (see Glossary) and other forums like *ubudehe catergovernmenties*. The same approach should also be applied while incorporating the linkages of climate change, food security/agriculture, and trade.

Interviewees pointed out weak M&E systems in districts and sectors, and there is a need for an integrated M&E system that links the different systems.

According to Gicumbi people interviewed, there is a lack of credibility of meteor data and people would like to rely on their traditional weather forecast instead of relying on national meteor data through district authority.¹⁸ These unreliable weather forecasts have led to lack of confidence amongst farmers and have at times created doubts in leadership. This leads to lower yields for the farmers. There is a need to get proper weather forecast data for farmers to trust and improve production. The concrete example was the Agricultural Season A where farmers who relied on central government and district weather forecasts lost in terms of farming yields comparing to those who relied on their traditional weather forecast (Interview *result*, December 2014)

Lack of mainstreaming of cross cutting issues such as climate change, agriculture and food security, and trade to strengthen the districts and sectors development plans. While sectors and districts acknowledge progress in integrating cross cutting issues, they also highlighted the need for more tools and guidance on effectively mainstreaming cross cutting issues into their local plans, budget and M&E.

4.2. Challenges between District and National Governments

According to desk review and interviews conducted, the district *Imihigo* performance

approach should incorporate climate change, trade and agriculture. Within the commitment of evidence-based policy making, the impact, scope and documentation of homegrown initiatives/solutions (HGI/S) is systematically pursued.

With regard to reform of the public administration in Rwanda, *Imihigo* has been implemented since 2006 as a tool to accelerate the national development agenda. Over the years, the practice has evolved into a tool for effective planning, implementation, performance evaluation and accountability for all public institutions and staff at central and local authorities. Each financial year, ministries and districts sign *Imihigo* (Performance Contracts) with His Excellency the President. *Imihigo* are prepared according to the government priorities as stated in EDPRS II, 7YGP, Vision 2020 and other international agenda, like MDGs. However, the exact extent of the impacts of the *Imihigo* policy and the overall dynamic of the process remains to be further researched and discussed on in order to enhance the responsiveness and effectiveness of this tool.

4.2.1. Imihigo Planning and Evaluation through Decentralisation Policy and Implementation Process at District Level

Financial resources channeled through the local governments have increased to 33 percent of the previous year's domestic revenue in 2011, from 1.4 percent in 2002. The legal framework for fiscal decentralisation is coherent and clearly articulates the rights and obligations of central and local governments. The capacity to manage revenue needs to be strengthened through RALGA training. The fiscal transfer mechanisms have evolved to increasingly support local autonomy and the need to migrate from politician mindset to CEOs' thinking. What remains to be done is to ensure that local government administrators have sufficient capacity to utilise the resources they receive and mobilise locally, in order to plan and spend prudently. Consolidating these impressive achievements and removing the bottlenecks to full autonomy will be the hallmark of RALGA

intervention and could be used to promote the linkages on food, climate, and trade.

4.2.2. Food-Climate-Trade Linkages Through Umuganda/Community Work

Implementing national policies through district and traditional Rwandan culture, members of the community call upon their family, friends and neighbors to help them complete a difficult task, like climate change consequences. As part of efforts to reconstruct Rwanda and nurture a shared national identity and challenges, the government drew on aspects of Rwandan culture and traditional practices to enrich and adapt its development programmes to the country's needs

and context. The climate change challenges should be addressed through *Umuganda*, as well as food trade and food security.

Today close to 80 percent of Rwandans take part in monthly community work. Successful projects include the building of schools, medical centers and hydroelectric plants, as well as rehabilitating wetlands and creating highly productive agricultural plots. The value of *Umuganda* to the country's development since 2007 has been estimated at more than US\$60mn (RGB, 2014). However, the economic value of *Umuganda* is considered controversial by some economists compared to its social value.

Chapter 5

The Way Forward – Conclusion, Policy Recommendations and Lessons

5.1. Conclusion

Rwanda has taken major step in the decentralisation of powers, including the transfer of funds from central to local governments to make sure local communities are empowered and participate in development programmes. The planning process is all-inclusive and ensures close collaboration between central and local governments. Nevertheless, gaps, shortcomings and weaknesses exist within the institutional arrangements and across central government and district authorities. There are some areas that need more improvement to ensure effective coordination and institutional interplay for better implementation of policies in place.

At the district level, all 30 districts can be regarded as having basic competences. They are not yet fully functioning as strong local governments capable of effectively initiating, planning, financing and implementing service delivery programmes and accounting for resources in a timely and accurate manner. A major constraint remains inadequate functional linkages and collaboration between local governments and line ministries and ministerial delivery agencies, as well as joint planning among local governments and between local and central government entities. Local governments also may not be in a position to act independently and autonomously on some policies and programmes without RALGA intervention. As explained in Chapter Four of this report, challenges in local government focused on the insufficient coordination and communication, insufficient involvement of the local people/citizens, lack of

ownership and sustainability, weak monitoring and evaluation systems (including for innovative technologies), an insufficient consultation process, and weak follow up of implementation of the home grown solutions.

Based on collaboration between the districts and the central government, within the reform of the public administration in Rwanda, *Imihigo* has been implemented since 2006 as a tool to accelerate the national development agenda. Over the years, the practice has evolved into a tool for effective planning, implementation, performance evaluation and accountability for all public institutions and staff at central and local authorities.

To address issues related to gaps in institutional interplay as described above, the study proposes a number of recommendations to policy makers as highlighted in the following section.

5.2. Policy Recommendations

5.2.1. Institutional Interplay at the District Level

- Gicumbi and Bugesera home grown initiatives should be implemented in all 30 districts.¹⁹ Rubaya Green Village and Mayange Millenium Village projects should be replicated in other districts sectors.
- UMUGANDA /Community Work should be purposely used for climate change, agriculture and trade policy implementation and coordination.

- IMIHIGO/Performance Contract approach should incorporate the climate change, trade and agriculture as priorities.
- The District Development Plans and Strategic Plans should be aligned and harmonised to increase citizen participation and promote ownership of government policies and programmes that include climate change, trade and food security.
- Fiscal decentralisation should be strengthened to allow districts to act as independent and autonomous entities on government policies and programmes that include the climate change and food security concerns. The capacity of districts should be strengthened to ensure that local government administrators have sufficient control over the resources they receive and mobilise locally, in order to plan and spend prudently. With the financial and administrative autonomy, districts may be able to consider the climate change, trade, and food security linkages in their budget and planning.
- MINICOM and districts should follow up the price regulation mechanism to maintain incentives for farmers to consistently increase their production without fear of market imperfections- this may address climate concern and promotes the trade and food security linkages.
- Strengthen coordination and communication systems across sectors, as well as between local and central governments, with more focus on policies implementation and harmonisation.
- Enhance ownership and sustainability through involvement of grass root people in planning, policy consultations, and implementation. The central government should consider the local citizens' views before new policies are introduced. This will enhance ownership amongst the grass root people and ensure sustainability of initiated projects.
- Establish a strong M&E framework for all policy initiatives that are being implemented across sectors and at district level to consolidate achieved results and replicate best practices in other districts. Regular follow up and M&E tools should be developed and used across the 30 districts to make sure those policies are well implemented and achievements are sustained. The central government should undertake regular follow up on implementation of homegrown solutions initiatives and innovative technologies.
- There is need to decentralise cooperative management at the district level. Rwanda has taken a major step in decentralisation of powers, including transfer of funds from central to local governments to make sure local communities are empowered. However, cooperatives management is still centralised at national level with overall coordination of Rwanda Cooperative Authority (RCA).

5.2.2. Interactions between Districts and the National Government

- The focus on joint planning and cross-sectoral action through JADF and IDP should be further emphasised. IDP as an inter-ministerial coordination committee, chaired by the Ministry of Local Government and Co-chaired by the Ministry of Agriculture and Animal Resources and Ministry of Trade and Industry, would be the right forum to address climate change, agriculture and trade issues holistically.
- Implementing climate change, agriculture and trade policies through JADF: The JADF meets on a quarterly or on a need basis and helps to bring implementation partners in districts to coordinate, and avoid duplication of efforts, and ensure alignment with EDPRS.

- The decentralisation process should adopt a bottom-up approach instead of the current existing top-down approach to link climate change, agriculture and trade policy implementation.

5.3. Lessons Learned

- Replicating the implementation of green development projects – Kabeza Green Village and Mayange Millennium Development Projects in the other districts

and sectors, and maintain and sustain the homegrown solutions in different districts.

- Homegrown initiatives have turned into success stories in strengthening the socio economic development. Those include *Imihigo*/ Performance contract, *Umuganda*/Community work, Ubudehe and Girinka Munyarwanda Programmes (see Glossary)/one cow per family, just to mention a few.

Appendices

Appendix I: List of Interviewees (Gov., PSO, CSOs, Farmers...)

1. Government Institutions (MDA in charge of agriculture, trade and environment/climate change)

No	Names	Institution	Position
1.	Rose Mukankomeje	REMA	DG
2.	Fred Sabiti	PEI/REMA	Coordinator of PEI
3.	Annette Sylvie Teteri	REMA/WB environment projects	National Coordinator
4.	Aphonse Mutabazi	LDCF/REMA	LDCF Project Coordinator
5.	Denis Rugege	REMA/UNDP	Environmental specialist
6.	Vincent Kayigema	FONERWA	M&E Specialist
7.	Innocent Mushimiyimana	MINIRENA	Planning and Policy Coordinator
8.	Innocent Karigirwa	MINIRENA	Strategic Advisor
9.	Egide Rugamba	MINALOC	DG- Planning and Policy
10.	Raphael Rurangwa	MINAGRI	Planning
11.	Claude Bizimana	MINAGRI/CAADP	CAADP/M&E Coordinator
12.	Etienne ndayambaje	MINAGRI/Bugesera projects	M&E expert
13.	Mbabazi Barbara	MINAGRI	Policy Advisor
14.	Jean Louis Uwitonze	MINICOM	Planning
15.	John Mwesigye	MINICOM	PACT Focal point
16.	Annonce Dusenge	NIRDA	Agro-processing
17.	Saraphin Byiringiro	MINICAAF/PRIMATURE	Agricultural Analyst
18.	Joseph Seba Mutware	MINICAAF/PRIMATURE	GACU Coordinator
19.	Hon. Perrine Mukankusi	Senate/Parliament	Chair of Economic affairs coommittee/senate

2. Private Sector (Traders/input dealers/agro-processing)

No	Names	Company	Position
1.	Mukubu Gerard	PSF	Acting CEO
2.	Narcisse Ndagijimana	Agriculture Chamber	Agricultural specialist
3.	Chantal Umuraza	Chamber of Industry	Executive Director
4.	Jean Munyemana	Agriculture Chamber	Member of chamber
5.	John Bosco Kanyengoga	Trade and links	Trade policy expert
6.	Niyibaho Berthilde	BN Producers	Director
7.	Ayinkamiye Speciose	Restridrad	Economist

3. CSOs involved in agriculture, trade and environment/climate change

No	Names	Organisation	Position
1.	Prudence Sebahizi	EACSOFF	Coordinator
2.	John Rwirahira	IPAR	Agriculture Research fellow
3.	Pacific Barihuta		Research fellow
4	Izabiriza Mediatrice	ACOR	Livelihoods Head
5.	Nuwamanya Sulah	ActionAid	Communications Manager
6.	Kamwe Raymond	IFAD	Monitoring Officer

4. Farmers association/cooperative/confederation

No	Names	Firm	Position
1.	Augustin Katarwa	Cooperative of farmers	Chairman
2.	Aimee Tumukunde	Cooperative of farmers	Executive secretary
3.	Bosco Ndorimana	Farmer	Farming manager
4.	Robert Runazi	Ruhango Cassava plant	MD

5. Bugesera District

No	Names	District	Position
1.	JMV Murenzi	Murama Sector	Sector Executive Secretary
2.	Francois Nkurunziza	Mayange Sector	Executive Secretary
4	Deliphin Muhizi	Mayange MV	Project Coordinator
5	Kayigamba Theobald	Mayange MV	Project Specialist
6	Donald Ndahiro	Mayange MP	Project team leader
7.	Adrien Mukunzi	Nyamata	Farmer
8.	Belthilde Mukandutiye	Nyamata Sector	Farmer
9.	Felix Kamufozi	Nyamata Sector	Farmer
10.	Bosco Rurangirwa	Mayange Sector	Farmer

6. Gicumbi District

No	Names	District/Sector	Position
1.	Kagenza Stanislas	Gicumbi District	Vice Mayor/ED & Finance
2.	Chrisostome Nzeyimana	Gicumbi District	Agronomist
3.	Jackson Rutagira	Gicumbi District	Environmentalist
4.	Isidore Gashabana	Gicumbi District	Veterinaries
5.	Vincent Kagira	Kageyo	Farmers' Cooperative Manager
6.	Appolinaire Habiyakare	Gicumbi/Byumba	Statistician
7.	Libereta Niyonsaba	Kageyo Sector	Farmer
8.	Francois Mugiraneza	Kageyo	Farmer
9.	Evariste Musabyimana	Kageyo	Farmer
10.	Kenja Mathu	Mulindi Tea	Field Manager
11.	Daniel Kagwa	Mulindi	Production Manager
12.	Vincent Hategekimana	Mulindi Cooperative	COTEVEM
13.	Beatha	Rubaya Sector	Green village manager

Appendix II: Validation Workshop Participants on 27 February 2015

REPRESENTATIVE NAMES	INSTITUTION	POSITION HELD
Noel Rwagasore	RYOF	Coordinator
Nankunda Arron	TSD Links	Consultancy
Ntihabose Dieu Donne	Oasisi Gazette(Ejf)	M.S
Uwase Alaise	Centre For Trade & DVPT	Programme Manager
Mushimiyimana Beathe	ADBEF	Accountant
Murebwayire Christine	P.S.F	Chairperson/RFC
Nkurunziza Prosper	RHIO	Technical Advisor
Gakwaya Andre	Rwanda News Agency	Editor
Ntaganira Ignasius	CREDI-NGO	CMS
Rwibasira Frederic	DUTERIMBERE NGO	Programme Manager
Ngoga Tenge Gislain	RAB	Researcher
Nsengiyumva Jeremie	STAVAR	General Secretary
Mugunga Benoit	BLAO	Child Officer
Munyaburanga Basengo Luis	AVP	Trainer
Ayinkamiye Spesiose	Restrad Consultancy Ltd	Consultancy
Niragire B.Thiery	Rich	Programme Manager
Rukundabatware Anastase	Private	Consultancy
Kamali Theogene	P.W.D.N	Programme Manager
Mukantabana Cresance	Poor Women's Development Net Work	Coordinator
Muhawenimana Adeline	EACS of Rwanda	DAF
Rutaganira Eloi	EACS of Rwanda	Programme Manager
Nzakizwanimana Vincent	Agribusiness	Consultancy
Agaba Ambroise	IMRO	IT & Communication Officer
Kasabiti Annet	ACNR	Coordinator
Museminari Damas Marcel	Advocacy Committee	Journalist Rural DVP
Gashumba Damascene	Redo	Director
Samusoni Sylvestre	IMBARAGA	Project Officer
Kabanyana Jeanine	Acord	Gender Staff
Willy Mwanafunzi	EACS of Rwanda	VP
Telesphore Nambajimana	HDI	Programme Director
Basemera Peace	MINICOM	Ag. Direct Of Trade
John Bosco Kanyangoga	Consultancy	Consultancy
Nshimiyimana Eugene	ARDI	Technical Advisor
Sebahizi Prudence	PACTEAC	Coordinator
Nzabonimpa Anserme	Bair	Coordinator
Didace Musoni	Meteo Rwanda	Division Manager
Mwananawe Aimable	EACS of Rwanda	Chairperson
Murenzi Aimable	Striver Foundation Rwanda	Programme Manager
Haganza Gemes	RNGO F	Deputy Executive Secretary
Rusimbi John	Rapporteur	Rapporteur
Kalisa John	Presenter	TA
Sayinzoga Emmanuel	Vinor Ltd	MD
Umuhire Valentin	Tv10 & Radio10	Journalist
Telesphore Nambajimana	Tv10 & Radio10	Journalist
Rumaziminsi Roxy	Hope Magazine	Journalist
Semuto Jean Pierre	Imirasire	Journalist
Gatari Fabrice	Ur	Researcher
Karangwa Edmond	Climate Concern	Technical Office
Mukunzi Stany	Trade Association	Programme Manager

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Glossary

1. Imihigo/Performance Contract

Imihigo is the plural Kinyarwanda word of *Umuhigo*, which means to vow, to deliver. *Imihigo* also includes the concept of *Guhiganwa* and *kwesa imihigo*, which means to compete among one another. *Imihigo* describes the pre-colonial cultural practice in Rwanda where an individual sets targets or goals to be achieved within a specific period of time. The person must complete these objectives (*Kwesa imihigo*) by following guiding principles and be determined to overcome any possible challenges that arise.

The *imihigo* is regarded among the Rwandan Home Grown Solutions - culturally owned practices translated into sustainable development programmes. The *imihigo* and *kwesa imihigo* process ensures the full participation and ownership of citizens since priorities are developed from the grassroots level.

2. Umuganda/ Community Work

The word *Umuganda* can be translated as “coming together in common purpose to achieve an outcome”. In traditional Rwandan culture, members of the community would call upon their family, friends and neighbors to help them complete a difficult task. As part of efforts to reconstruct Rwanda and nurture a shared national identity, the government of Rwanda drew on aspects of Rwandan culture and traditional practices to enrich and adapt its development programmes to the country’s needs and context. The result is a set of Home Grown Solutions — culturally owned practices translated into sustainable development programmes. One of these Home Grown Solutions is *Umuganda* (RGB, 2014).

Today close to 80 percent of Rwandans take part in monthly community work. Successful projects include the building of schools, medical centres and hydroelectric plants as well as rehabilitating wetlands and creating highly productive agricultural plots. The value of *Umuganda* to the country’s development since 2007 has been estimated at more than US \$60 million (Rwanda Governance Board, 2014).

3. Ubudehe Programme

The Ubudehe Programme was launched in 2001 as part of partnership between the Ministry of Finance and Economic Planning and the Ministry of Local Government in a bid to draft the Poverty Reduction Strategy Paper, PRSP. When Ubudehe was launched into Rwandan life it was as way to better involve communities in their development by setting up participatory problem solving mechanisms. Ubudehe creates opportunities for people at all levels of society, especially the village level, to interact with one another, share ideas, create institutions and make decisions for their collective development (MINECOFIN, 2011).

4. Girinka Programme

The GIRINKA programme is transforming rural livelihoods and addressing poverty alleviation in Rwanda. Its objectives are to reduce child malnutrition through consumption of milk by providing every household a cow. One Cow brings food nutrition, sustenance and employment, providing a stable income for a family and is a source of soil nutrients via manure to assist small scale cropping activity.

To date, more than 177,200 families have now benefited from the programme. However, many more families, some of Rwanda's poorest populations, still eagerly await to receive the many benefits the programme can bring. The target is to reach 350,000 Rwandese families by 2015 (MINAGRI, 2012).

5. Crop Intensification Programme

The CIP programme was introduced in 2007. The philosophy behind this programme is that the increase and adoption of productive inputs (fertilisers, pesticides and improved seeds), water use (improvement of irrigation) and a higher level of land use (marshland development) should lead to an increase of production and food security (Cantore, 2010). The main goal of the CIP programme is increasing agricultural productivity in high-potential food crops and ensuring food security and self-sufficiency through sustainable intensification processes (IFDC, 2010).

The CIP programme focusses on six priority crops – namely maize, wheat, rice, Irish potato, beans and cassava. Under CIP, the use of improved seeds by farmers has risen from three percent to 40 percent while the use of fertilisers has increased averagely from 8 Kg/Ha to 23 Kg/Ha in 2010 (IFDC, 2010). Encouraging farmers to use improved seeds has substantially increased the local demand and the capacity for seed production. With the exception of hybrid seeds, the open pollinated varieties of maize and self-pollinated varieties of wheat, rice and beans are multiplied by public (RAB) and entrepreneurial farmers in the country (MINAGRI, 2012).

6. Land Use Consolidation Programme

Land use consolidation (LUC) is one of the key elements of the Crop Intensification Programme. The Land Use Consolidation policy intends to consolidate agricultural land use in order to improve land management and productivity (MINAGRI, 2012). Land use consolidation has been defined as the process whereby agricultural production efforts of individual landholdings and smallholder farmers are “integrated, facilitated to achieve a unified production process characterised by collaboration in types of crops grown, inputs supply and distribution, processing of agricultural products, and/or distribution and marketing of agricultural products.”

Land use consolidation helps integrate and coordinate agricultural production efforts of individual landholdings. The land use consolidation optimises the use of resources in the agricultural sector and provides the framework for re-allocation of lands wherever necessary. The consolidation of land use involves successfully rearranged land parcels to consolidate the use of farm holdings.

7. Joint Action Development Forum (JADF)

JADF is a district-level forum for district development planning and mutual review. Participating members include district officials, farmer's organisations, NGOs, international NGOs, CSOs, and DPs. The JADF meets on a quarterly or on a need basis and helps to bring implementation partners in districts to coordinate, allocate labour, to avoid duplication of efforts, and ensure alignment with EDPRS (MINALOC, 2014).

Endnotes

- 1 See the list of consulted people in Annex I.
- 2 <https://www.youtube.com/watch?v=DwKUJjaHqF8>
- 3 <http://elisabethking.oakamaranth.com/wp-content/uploads/2012/11/Rwanda-field-visit-writeup-EKing-for-MV-team.pdf>
- 4 The list of participants is attached as annex to this report, Appendix III.
- 5 Climate, Food, Trade Where is the Policy Nexus? CUTS 2013
- 6 MINECOFIN, Annual Economic Report FY 2013/2014.
- 7 In 2012, The Rwanda's parliament passed the law no 26 of 25/06/2012 establishing the National climate and environment Fund known as FONERWA, in French acronym (Fond National de l'Environnement du Rwanda). The fund is supported by different development partners.i.e.UK Department for International Development and the fund provides innovative, flexible and sustainable financing to both public and private beneficiaries. The fund is embedded in and seeks to support transformed changes elaborated in Rwanda's green growth.
- 8 Prof. Dr. Jann Werner is a German professor of Political Sciences, Administration and Organisation at Potsdam University, Germany. He is also the Director of Potsdam Center for public policy and management since 1993. (http://www.uni-potsdam.de/pcpm/index.php?article_id=263&clang=1).
- 9 Prof. Dr. Fuhr Herald is a German professor of International political economy at Potsdam University, Germany. He is also the co-Director of Potsdam Center for public policy and management reform since 1993.(<http://www.uni-potsdam.de/pcpm>).
- 10 Rwanda Policy Making Process Cycle as provided in Cabinet Manual, Guidelines for Policy Development, January 2013.
- 11 All districts Mayors participated in National Leadership Retreat since 2011.
- 12 Nonetheless, Versailles, (2012) notes that donors still have their own thresholds that they base budget support on.
- 13 Interviews conducted in Bugesera and Gicumbi
- 14 Interviews with Poverty and Environment Initiatives Programme (PEI) and the Department of Environmental Education and Mainstreaming REMA, 2014
- 15 PEI is an Integrated Approach to Mainstreaming Environment into Economic Development and Poverty Reduction Programmes, projects and Plans at local level.
- 16 Government of Rwanda(led by REMA) and Development Partners(led by UNDP) designed the green village project in Mayange sector, Bugesera District- eastern Province.
- 17 Interviews with Farmers in Bugesera and Gicumbi, December 2014
- 18 Interviews with Gicumbi farmers, December 2014
- 19 The rest of the District should borrow leaf from Bugesera and Gicumbi Districts home grown initiatives

About the Book

This study examines the institutional mechanisms in place in Rwanda for interaction between the government agencies responsible for climate change, agriculture and trade issues. Efficient communication between these institutions has become critical in light of the ever increasing challenges brought about by climate change on agricultural livelihoods, and the potential role of trade in mitigating the resulting food insecurity.

It analyses two types of linkages, namely, vertical and horizontal linkages. Vertical linkages refer to collaboration and interaction between county governments and the national government, in terms of policy and administrative frameworks as well as institutional mechanisms in place. In horizontal linkages, the study analysed how local government institutions responsible for agriculture, environment and trade collaborate with each other in order to execute their respective mandates, as well as how stakeholders collaborate with the respective ministries and among each other in Rwanda.

Rwanda has taken major steps in the decentralization of powers, including transfer of funds from the central to local government to make sure local communities are empowered and participate in development initiatives. The planning process is all-inclusive and ensures close collaboration between central and local governments. However, gaps, shortcomings and weaknesses still exist within the institutional arrangements and across central government and district authorities. Most challenges were found at the district level, including weaknesses in coordination, involvement of grassroots citizens, inclusivity of consultation processes, and implementation follow-up.

This study builds on the recommendations from a previous research published under the title "Climate, Food, Trade: Where is the Policy Nexus?", which examined how climate change, food security, and trade issues interact in order to contribute to a more coherent and holistic response to climate-related challenges on food security, including through trade. Among the policy recommendations was the need for a common approach to ensure inter-institutional coordination and policy coherence on the three critical issues.

PACT EAC Project and CUTS International

In East Africa, where about 40 million people are undernourished, food security is further challenged by extreme weather conditions. In the next decades, the situation is expected to aggravate as climate change worsens in a region where as much as 80 percent of people rely on agriculture for their living. If sub-Saharan Africa is not to become the home of an additional 600 million hungry people, early action and adoption of sound and coherent policies, and harnessing the potential role of trade is a must. From October 2011 to June 2015, with funding support from the Swedish International Development Cooperation Agency (SIDA), CUTS International, Geneva and its partners in each East African Community (EAC) partner state will contribute to this process through a project entitled "Promoting Agriculture-Climate-Trade Linkages in the East African Community" (PACT EAC).

The PACT EAC project focuses on human and institutional capacity building of East African Community (EAC) stakeholders to take better advantage of trade for their food security, growth and development, particularly in the context of climate change. The two-tiered project focuses on issues related to trade-climate change-food security linkages in the EAC and on enhanced participation of the EAC WTO negotiators in the WTO discussions and negotiations in Geneva. Through research-based advocacy, training, networking and by linking grassroots with Geneva, the project is in a position to assist EAC stakeholders in better understanding and dealing with the critical challenges regarding the interlinking of the three issues.

CUTS International, Geneva, as part of the CUTS family of organisations, represents a pro-trade, pro-equity southern NGO voice in the multilateral, regional, and national processes on trade, development and related issues. It aims to contribute to the achievement of development and poverty reduction through trade in its economic, environmental, social and political dimensions. Prior to the PACT EAC project, and in collaboration with CUTS Nairobi and Lusaka offices, CUTS International, Geneva has implemented several projects in the East African Community.

<http://www.cuts-geneva.org/pacteac>



CUTS
International

CUTS International, Geneva

37-39, Rue de Vermont, 1202 Geneva, Switzerland

Ph: +41.22.734.6080, Fax: +41.22.734.3914

Email: geneva@cuts.org, Web: <http://www.cuts-geneva.org>