

# ReSAKSS

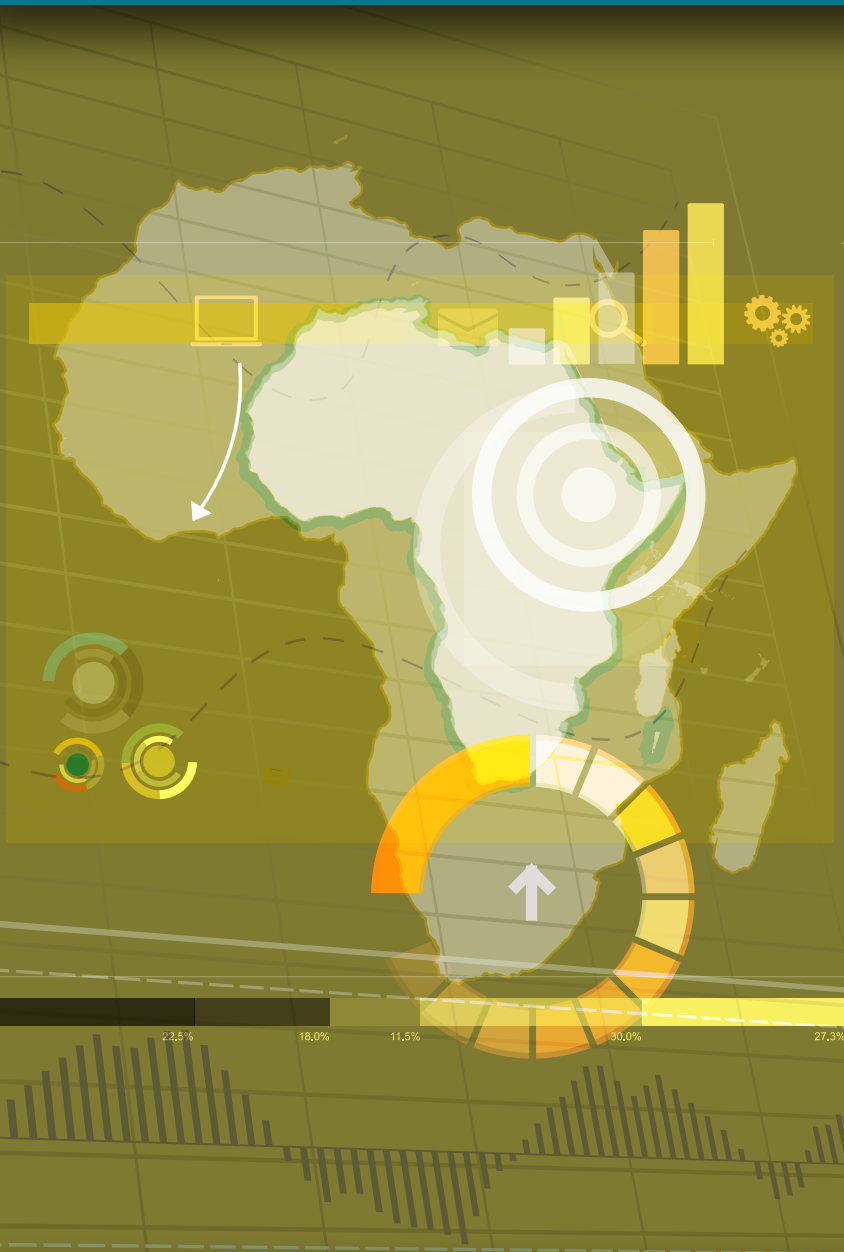
Regional Strategic Analysis and Knowledge Support System

Facilitated by IFPRI 

## RWANDA

RESAKSS CNA REPORT 2

Capacity  
Strengthening  
Strategy through  
Capacity Needs  
Assessment for  
Country Level  
Strategic Analysis  
and Knowledge  
Support System  
(SAKSS)



# RWANDA

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## EXECUTIVE SUMMARY

This study aims at assessing the capacity needs for different stakeholders involved in food and agricultural policy processes in order to develop a country specific capacity strengthening strategy to meet the strategic analysis and knowledge management needs of the Rwandan agricultural sector and rural development.

Specifically the study intends to assess specific needs for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in Rwanda. The study also seeks to identify what individual and organizational capacities are needed and to show how the existing capacities can be harnessed through their effective use in the organizations involved in the CAADP process. The study further highlights the current organizational and capacity constraints underpinning the policy process for the policy organizations to effectively play their role in meeting the objectives of CAADP. Finally, the study proposes a capacity development strategy for implementing SAKSS in Rwanda.

Results from this analysis demonstrate that Rwanda has already set the foundation for different organizations to effectively contribute to the development process. The need for critical research and policy analysis, coupled with an efficient monitoring and evaluation system are essential to ensure sustained policy and development processes. The study reveals that despite greater improvement in the agriculture and policy process, some improvements are still needed to support the food and agriculture policy process. For example, the policy targeting and planning in food security and agriculture require more qualified and increased number of staff. Therefore, training of researchers and policy analysts in the above areas is important to improve the skills of staff involved in food and agriculture policy research. One of staff recommendation is for planning units of the government ministries to give some professional development in the above area(s) in order to continue to better support policy analysis, monitoring and evaluation, and knowledge management.



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## LIST OF ABBREVIATIONS

%	Percentage
ADB	African Development Bank
AU	African Union
BNR	National Bank of Rwanda
BTC/CTB	Belgian Technical Cooperation
CAADP	Comprehensive Africa Agriculture Development Programme
DFID	Department for International Development (UK)
DHS	Demographic and Health survey
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Household Living Conditions Survey
EU	European Union
FAO	Food Agricultural Organization
GAFFSP	Global Agriculture and Food Security Program
GDP	Gross Domestic Product
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IFAD	International Fund for Agricultural Development
IPAR	Institute of Policy Analysis and Research
IP	Investment Plan
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
MINAGRI	Ministry of Agriculture and Animal Resources
MINECOFIN	Ministry of Finance and Economic Planning
NAEB	National Agriculture Export Development Board
NAP	National Agricultural Policy
NCCR	National Confederation of Cooperatives of Rwanda
NEPAD	New Partnership for Africa's Development
NGO	Nongovernmental Organization
NISR	National Institute of Statistics of Rwanda

NSS	National Statistical System
NUR	National University of Rwanda
PSF	Private Sector Federation
PSTA	Strategic Plan for Agricultural Transformation
RAB	Rwanda Agriculture Board
RDB	Rwanda Development Board
HICD	Human and Organizational Capacity Development
SAKSS	Strategic Analysis and Knowledge Support Systems
SPPC	Strategic Planning and Program Coordination
ToR	Terms of Reference
USAID	United States Agency for International Development
USD	United States Dollar
WB	World Bank
WFP	World Food Program



# 1. INTRODUCTION

Several collective initiatives have taken place in Africa to enhance agricultural development. Eliminating hunger, reducing poverty, and improving food security have been a core part of African regional actions. With the Maputo Declaration of Heads of State and the Government of the African Union in 2003, the Comprehensive Africa Agriculture Development Programme (CAADP) has become the vehicle for directing agricultural development efforts and partnerships in Africa. The Maputo Declaration commits heads of various African countries to allocate at least 10% of public expenditure to the development of the agricultural sector and to aim to achieve 6% growth in the same sector by 2015 (Monty 2005; NEPAD 2009). To date, more than 30 countries have gone through the CAADP roundtable process<sup>1</sup> and a majority of them are now elaborating their agricultural investment plans which detail key investment areas for achieving agricultural sector objectives. The CAADP development philosophy focuses upon four areas known as the four key pillars: land and water management, market access, food supply and hunger, and agricultural research. Therefore, CAADP embraces the philosophy of being “Africa lead and owned” demonstrated by commitments made for its own development agenda in the agricultural sector (Duke and Bizoza 2012).

The CAADP process is progressing in these countries albeit at various rates. One of the key elements needed for the success of the CAADP process and the achievement of its goals at the country level is the continuous generation of evidence for the design, implementation, and modification of various programs and interventions in the agricultural sector. To address this need, the signed country CAADP Compacts identify the need to establish mechanisms for continuous analysis of emerging issues, constraints, and challenges facing the agricultural sector and for developing systems for information generation, monitoring and evaluation, and knowledge management. Thus, the setting up of country-level knowledge platforms, or Strategic Analysis and Knowledge Support Systems (SAKSS), to focus on country-specific analytical and capacity needs, working in close collaboration with the regional level knowledge platforms (Regional Strategic Analysis and Knowledge Support Systems (ReSAKSS) ([www.resakss.org](http://www.resakss.org)), is seen as an important initiative in the CAADP process.

At its heart CAADP is an African owned agenda and a shared development framework. It emphasizes the need to improve the quality of policy and strategic planning and implementation in order to accelerate growth and progress toward poverty reduction and food and nutrition security. This calls for human and physical capacities, analytical tools, and information to generate credible, timely, and high quality knowledge products to inform and guide agricultural sector policies and in particular planning and review processes. However, the capacity to generate evidence-based information, monitoring and evaluation, and knowledge sharing through effective communication of the information and knowledge to policymakers and promotion of policy dialogue needs strengthening, to varying degrees, in all countries.

Rwanda was the first country to sign the CAADP Compact in March 2007. The CAADP programme ties its philosophy to each country’s specific needs and strategies for agriculture development. Bizoza et al. (2011) suggest that the focus for Rwanda, in the context of CAADP, is to strengthen and add value to the Strategic Plan for Agricultural Transformation (PSTA) under the on-going Economic Development and Poverty Reduction Strategy (EDPRS) (USAID 2010). Bizoza et al. (2011) continue to argue that the country has continued to demonstrate greater political will in improving existing policies and strategic

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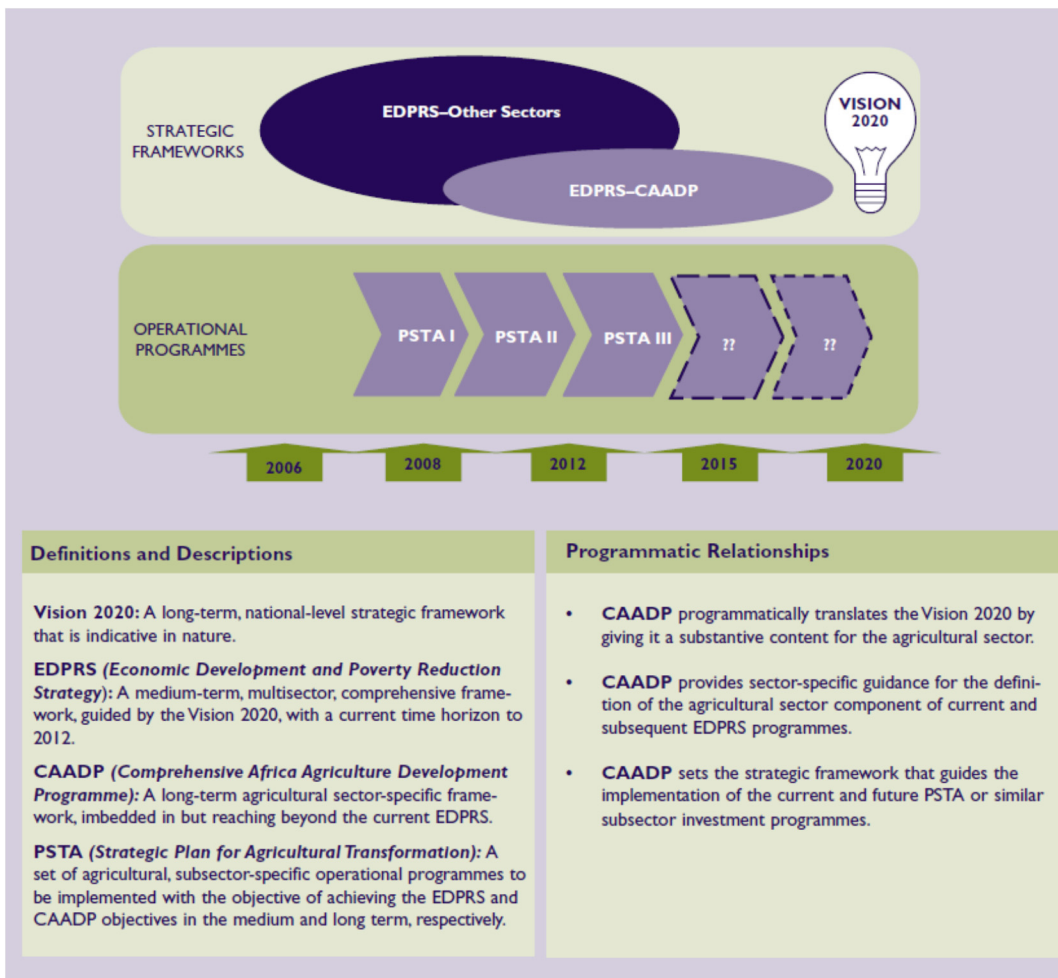
<sup>1</sup> National roundtables take responsibility for:

- aligning state policies with regional priorities and the four Pillars;
- exploiting synergies and discussing economic bottlenecks between neighboring countries, and deciding appropriate action on those matters;
- identifying gaps in the donor funding needed to achieve agreed priorities; and
- initiating work to monitor and evaluate CAADP’s progress at the national, regional, and continental levels.

plans. In 2009, two years after signing the compact, the African Union (AU) and the NEPAD reviewed and endorsed Rwanda's Agriculture Sector Investment Plan under the auspices of the CAADP and re-established Rwanda's leadership in advancing the CAADP process (USAID 2010).

Currently Rwanda is known as a leading country for the CAADP implementation process. In the 2010–2011 fiscal year, the country allocated 10.2% of its national budget to the agriculture sector for a 7.4 % return of annual growth in 2010 (Bizimana et al. 2012). These great achievements are explained partly by the fact that Rwanda embodied the spirit of CAADP through strategic visioning, planning, and accountability in implementation and delivery (Duke and Bizoza 2012). In addition, in recent years, the country has utilized different strategies and frameworks for agricultural transformation. In 2004, a National Agricultural Policy (NAP) guided the policy implementation in this very domain until 2009. In 2009, a strategic Plan for Agricultural Transformation was developed and guided the development of the sector for the period 2009–2012 (PSTAI). Currently, a third phase of the PSTA is under design. This PSTA has a number of programs and sub-programs. For example during the PSTAI, four major programs were considered namely: Intensification and Development of Sustainable Farming Systems, Support to the Professionalization of Producers, Promotion of Commodity Chains and Agribusiness Development, and Organizational Development. Organizational strengthening and capacity building are sub-programs of the Organizational Development Program. The leading pillars of this sub-program include the restructuring of agricultural organizations of the public sector so that they can fulfill their functions efficiently and develop and retain a high level of professional capacity in those organizations (MINAGRI 2009). The budget of the Organizational Development sub-program for the last four years (2009–2012) is estimated at US\$19,520,000. The Organizational Strengthening and Capacity building occupied about 59% of this budget (US\$11,450,000). The following figure depicts the relationship between CAADP, EDPRS, and PSTA.

**FIGURE 1 RELATIONSHIP BETWEEN CAADP, EDPRS, AND PSTA**



Source: Policy brief by the Government of Rwanda with support from IFPRI.

Capacity building is being given greater consideration by the Ministry of Agriculture and Animal Resources (MINAGRI) to address the skills gap. A recent national skills survey commissioned by the Rwanda Development Board (RDB), through its Human Capital and Organizational Development (HCID), shows that the agriculture sector had a total skills gap of 13,095 employments, which is about 59.2% of total employment (RDB-HICD n.d.). Consequently, more efforts are to be made by the government and other development officials in strengthening the sector’s skills.

The skills gap can be observed at levels of policy design and adaptation, implementation, and evaluation. In the food and agriculture sector, policy design and adaptation is linked to policy and strategic planning. This link is necessary to build the sector’s capacity to analyze food and agricultural policies and to place the analysis into the broader context of research outcomes. At the implementation level, there is a shortage of skills and capacity not only for linking the extension services to the overall sector strategic objectives but also for analyzing local contexts to inform agricultural interventions. Therefore,

the overall objective of this study is to assess the capacity needs and to develop the capacity strengthening strategy to meet the strategic analysis and knowledge management needs of the Rwanda agricultural sector and rural development.

The Government of Rwanda through the Ministry of Agriculture recognizes the important role of building internal capacity. The Agricultural Strategic Plan (known as PSTA3) was designed to specifically address issues related to human resources development and organizational coordination (PSTA3 2013). With regards to human capacity development, the Ministry of Agriculture intends to address issues related to high staff turnover, weak incentives, low levels of professional development, dependence on externally funded technical assistance, and insufficient private sector engagement skills. This is intended to foster long-term staff development and retention through professional career advancement based on technical specialization.

With organizational coordination, the Ministry of Agriculture intends to strengthen its capacity both within and across its agencies and other stakeholders such as other ministries and development partners. The purpose is to strengthen horizontal and vertical collaboration between these different organizations to ensure effective implementation of the EDPRS II rural development goals and other national targets.

Specifically the PSTA3 proposes to address the following issues: identify critical skills needed for ministry staff, develop a comprehensive Human Resources Development Plan, develop staff incentives, build staff capacity, strengthen and improve coordination of the Rural Development Group, decentralize work on agriculture, and address other issues. Therefore, this study adds value to the country's need to establish better knowledge on capacity/ skills gaps in areas of food and agriculture policy process.

The rest of this study is subdivided as follows. Section two presents the research methodology used to collect and analyze data needed to validate the leading research questions. Section three describes the organizations involved in the policy process analysis to show the inter-linkages between sample policy players (both demand and supply side). Section four presents the capacity needs assessment (both at individual, organizational, and policy levels). Section five proposes a capacity development strategy by showing alternatives for how the SAKSS platform could be organized, capacity issues to be addressed, and how to link these with organizational mechanisms. Section six ends the report with some concluding remarks.

## 2. METHODOLOGY

### 2.1. Research Questions

This research was guided by giving a number of varied questions to different audiences involved in agriculture development in Rwanda. More specifically, the study is guided by the following key questions around capacity needs assessment and capacity development:

1. What are the country specific needs for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management?
2. What individual and organizational capacities are needed for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in the short, medium, and long terms to satisfy those needs?
3. How can these capacities be harnessed through their effective use in the organizations involved in the CAADP process, particularly for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management?
4. What organizational and capacity constraints exist in the policy process for the policy organizations to play their role effectively to meet the objectives of CAADP?
5. How can such capacity gaps be identified and filled?

Answering these questions through a capacity needs assessment and a capacity strengthening strategy is an important first step to customize the SAKSS concept to each country's context and capacity needs. Findings and recommendations from the survey will be used to design and implement country-specific capacity strengthening strategies towards the establishment of a functional country SAKSS.

### 2.2. Research Objectives

The overall objective of the country level capacity needs assessment is to develop a country specific capacity strengthening strategy to meet the strategic analysis and knowledge management needs of the Rwanda agricultural sector and rural development. The specific objective of the capacity needs assessment is to identify areas for improving the quality and utility of agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in Rwanda. The findings of the study will be used in designing and establishing a Rwanda country SAKSS. In specific terms, this study aims to:

- assess specific needs for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in Rwanda;
- identify what individual and organizational capacities are needed for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in the short, medium, and long terms to satisfy those needs in Rwanda;

- show how the existing capacities can be harnessed through their effective use in the organizations involved in the CAADP process particularly for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management;
- analyze the current organizational and capacity constraints underpinning the policy process for the policy organizations to play their role effectively to meet the objectives of CAADP; and
- develop a capacity development strategy for implementing SAKSS in Rwanda.

### 2.3. Methods and Data

The approach used to collect data for this study is dual comprising the desk review and the personal interviews. The two approaches to information gathering helped in obtaining both qualitative and quantitative information needed to validate research questions as well as the study objectives. The desk review aimed at exploring the existing literature on food and agricultural policies and strategies in Rwanda. The focus was mostly on describing the legal and policy frameworks underpinning food and agriculture interventions in Rwanda. The personal interviews aimed at collecting data both at individual and organizational levels following the structured questionnaire, as well as an interview guide.

The interviews were conducted during the period of November and December 2012 from sample organizations with potential stakes in the food and agricultural policy process (See Table 1). A total of eight organizations ranging from government and nongovernment organizations, farmer based organizations, and research organizations were interviewed. These organizations provided information on various areas of interest including details of the interviewed organizations, human resources, financial resources, physical resources, research policy linkages, evidence-based policymaking, the functioning of monitoring and evaluation systems, key constraints and proposed solutions, and questions related to policymaking capacities with focus on the agriculture sector. The data was collected using pre-determined survey instruments (see Appendix 1). The respondent organizations are outlined in the Table below. In total two ministries were interviewed: the Ministry of Agriculture and Animal Resources (MINAGRI) and the Ministry of Finance and Economic Planning (MINECOFIN), one university (the University of Rwanda), two agricultural programs implementing agencies (the Rwanda Agriculture Board and the National Agriculture Export Development Board), one research institute (the Institute of Policy Analysis and Research), and the research department of the National Bank of Rwanda (BNR).

In terms of sampling, the purposive sampling process guided the choice of organizations and individuals who provided the information needed. Each organization involved in the food and agriculture policy process provided information contained in the structured questionnaire. Later, key informants were also contacted to provide additional information to clarify some aspects not or partly covered by the structured questionnaire. Information was also elicited on the capacities of the private sector to engage and contribute towards the design of food and agricultural policy in Rwanda. Informants are from the agriculture chamber of the private sector, nongovernmental organizations such as the National Confederation of Cooperatives of Rwanda, and bilateral and multilateral agencies such as USAID, Action Aid, and the European Union.

**TABLE 1. RESPONDENT ORGANIZATIONS**

<b>Name of the Organization</b>	<b>Nature of the organization</b>
National Institute of Statistics	Statistical Bureau
National Bank of Rwanda	Statistical Bureau
National University of Rwanda, Faculty of Agriculture	University
Institute of Policy Analysis and Research	Think Tank
Action Aid	Nongovernment Organization
European Union	Bilateral Organization
Private Sector Federation / Chamber of Agriculture	Private Sector
National Confederation of Cooperatives of Rwanda	Famer Based Organization
World Bank	International Organization
USAID	Bilateral Organization
Ministry of Agriculture and Animal Resources	Government Organization
Ministry of Economic Planning and Finances	Government Organization
Rwanda Agricultural Board (RAB)	Government Organization
National Agricultural Development Export Board (NAEB)	Government Organization
Ministry of Trade and Industry	Government Organization
Coordination Unit in the Prime Minister's office	Government Organization

Source: Author based on initial consultations with selected stakeholders.

## 3. POLICY PROCESS ANALYSIS

### 3.1. Description of Key Organizations and Organizations involved in the policy process

This sub-section describes sample organizations and their involvement in the policy process in Rwanda. Reference is made to possible areas of the policy process namely research, strategic policy analysis, investment planning, program management, monitoring and evaluation, knowledge management, data system development, information sharing, leadership and management, governance, and organizational development. As can be observed from the above Table (1) organizations were categorized by the manner in which they are involved in the policy process. The following description is based on information collected from respective websites/portals and those collected using the survey instrument.

#### 3.1.1. Ministry of Agriculture and Animal Resources

The Ministry of Agriculture and Animal Resources (MINAGRI) is a government organization with a mission to transform and modernize the agriculture sector in order to ensure food security and contribute to the national economy. The Ministry has been designing and implementing different policies aimed at increasing animal production and diversifying both subsistence and commercial agricultural production. Different support line organizations are in place in addition to a number of development partners. Two line agents facilitate the implementation of policies in this very sector namely the Rwanda Agricultural Development Board (RAB) and the National Agricultural Export Board (NAEB). Their respective missions are detailed in the next sub-sections. MINAGRI has about 12 development projects and about nine key partners (WB, JICA, IFAD, FAO, DFID, ADB, EU, WFP, and BTC/CTB).

Four directorate generals form the structural administration of agricultural related activities: inspection and certification services, strategic planning and programs coordination, crop production, and animal resources. The first directorate deals with all aspects related to the enforcement of the Rwandan plant health law and regulations for phytosanitary measures necessary for trade, plant pest/disease monitoring, surveillance and diagnosis, conducting pest risk analysis, and inspection and certification. The same directorate also provides animal products certification. Furthermore, the directorate contributes to the preparation and implementation of agrochemical laws.

The Directorate of Strategic Planning and Programs Coordination main function is to coordinate the formulation of policies and sector strategies and to monitor and evaluate the implementation of agricultural sector programs. All research needs, including those intended to evaluate or inform the policy, under this Ministry are channeled through this directorate. Similarly, monitoring and evaluation tasks are under this directorate. In addition, the directorate supervises and coordinates all activities aimed at generating agriculture related statistics. Furthermore, the directorate produces regular reports for the agricultural sector (quarterly and annual reports on achievements and finance as well as bi-annual joint sector review reports). It also coordinates new projects formulation and multilateral as well as bilateral cooperation and reporting.

This directorate is strategic for MINAGRI and operates in close collaboration with MINECOFIN, development partners, local government, the Rwanda Agricultural Board, the Rwanda National Export Board, MINAGRI projects and task forces, and other potential stakeholders involved in agricultural development. With regard to the directorate of crop production, the aim is to monitor and evaluate the implementation process of different programs related to crop production. The directorate also contributes to the formulation of policies and strategies related to that sub-sector in collaboration with the Directorate General of Strategic Planning and Program Coordination. Similarly, the directorate of animal resources monitors



and evaluates all interventions relative to animal production. Like other directorates, this directorate also participates in the policy design and strategies of the sub-sector in collaboration with the Directorate General of Strategic Planning and Program Coordination (SPPC).

Therefore, it is clear from the above that MINAGRI is a leading organization in the design of agricultural and food policies in Rwanda. Although it has been difficult for the ministry to estimate the percentage of time spent by researchers and professional staff in areas of policy design, monitoring and evaluation, and knowledge management, there is evidence that MINAGRI and its line organizations are involved in all the areas of policy process indicated above. For example the minister oversees all agriculture related activities, is responsible for new policy formulation, ensures implementation of existing policies, and works jointly with other ministries on issues that directly affect the agriculture sector such as land use and land management, trade, commerce, and value addition.

Areas of expertise for MINAGRI are similar to the areas of development interests of the same sector: intensification and development of sustainable farming systems; support to the professionalization of producers; promotion of commodity chains, agribusiness development, and organizational development. A review of different strategic documents such as the agriculture gender strategy and the PSTA III suggests that there is evidence that the ministry makes use of policy analysis results (such as the EDPR sector review and evaluation of PSTAII) and data from the M&E in its policy and program design and investment planning. With regard to knowledge management, MINAGRI has a library where relevant books (currently about 500) are purchased and made available for potential readers. Reports and ministerial orders are also available from this library. The ministry has a unit of agricultural statistics that is shared with the National Institute of Statistics of Rwanda for potential users and through its online services. Policies and regulations, among other research policy materials, are made available to the public through its website.

### **3.1.2. Rwanda Agricultural Development Board**

The Rwanda Agricultural Development Board (RAB) is a line organization of MINAGRI with the sole responsibility of implementing national policies in agriculture and animal husbandry. RAB has four directorates that translate agricultural policies into various intervention areas at the farmer level. These include agricultural extension, research, livestock extension, infrastructure, and mechanization. RAB has a number of programs that take into account government development priorities in the agriculture sector. Some of these programs are crop based, seed, livestock, and capacity building of farmers. Due to its critical role in agriculture, RAB also contributes to the design of policies in agriculture and animal resources.

The survey asked the proportion or percentage of time allocated to different areas of policy process and the results are summarized in Table (2). Findings show that a huge amount of time spent by researchers and professional staff is allocated to activities related to production and extension. The second area that receives more attention is research, strategic policy analysis, and investment planning (with an estimate of 20% of time spent by researchers and professional staff). Areas where RAB concentrates its efforts and activities include policy and strategies for agriculture and livestock products promotion, research on agricultural extension, collaboration with stakeholders involved in processing, as well as government agencies involved in agriculture export, implementation of export policy and strategy, and quality standards for agricultural export products.

**TABLE 2. TIME SPENT BY RESEARCHERS AND PROFESSIONAL STAFF IN AREAS OF POLICY PROCESS—RAB**

Areas of policy process	Percentage of time spent by researchers and professional staff (estimates)
Research, strategic policy analysis, and investment planning	20
Program management, monitoring, and evaluation	10
Knowledge management, data system development, and information sharing	5
Leadership and management	5
Governance and organizational development	10
Others: production and extension	50

Source: Capacity Needs Assessment Survey (2012).

### 3.1.3. National Agricultural Export Board

The National Agricultural Export Development Board (NAEB) is an implementing agent of MINAGRI’s policies and strategies regarding the export of agricultural and livestock products. NAEB was created to improve service delivery by the former Rwanda tea authority (OCIR THE), Rwanda coffee authority (OCIR CAFÉ), and Rwanda Horticulture Development Authority (RHODA). Apart from implementing export policies and strategies in agriculture, NAEB also participates in policy design especially in areas related to the export of agricultural and livestock products. With respect to research, NAEB has within its purview identification and support of research in agricultural extension, with a focus upon how to diversify agricultural and livestock products for export. Alternatively, the research in this context aims to unblock export opportunities and to improve the economic balance of payment. Research outputs in this context contribute to policy formulation, adjustments and strategy development by the Ministry of Agriculture. In addition, NAEB collects information on local, regional, and international markets to share with its stakeholders for potential use. The area that receives the most attention (79%) for researchers and professional staff in the NAEB is the production, extension, and marketing of export crops (coffee, tea) and horticulture (fruits, vegetables, flowers, and pyrethrum).

Areas of expertise recorded for NAEB include policy and strategies for agriculture and livestock products promotion, research on agricultural extension, and collaboration with stakeholders involved in processing. The NAEB also collaborates with government agencies involved in agriculture export, implementation of export policies and strategies, and ensuring quality standards for agricultural products for export.

**TABLE 3. TIME SPENT BY RESEARCHERS AND PROFESSIONAL STAFF IN AREAS OF POLICY PROCESS—NAEB**

Areas of policy process	Percentage of time spent by researchers and professional staff (estimates)
Research, strategic policy analysis, and investment planning	1
Program management, monitoring, and evaluation	5
Knowledge management, data system development, and information sharing	8
Leadership and management	5
Governance and organizational development	2
Others: production, extension, and marketing	79

Source: Capacity Needs Assessment Survey (2012).

### 3.1.4. Ministry of Finance and Economic Planning

The Ministry of Finance and Economic Planning works with MINAGRI especially in areas of economic development. MINECOFIN has a number of directorates similar to other government ministries. The Directorate of National Planning and Research is the directorate with more links in terms of policy design and implementation with other line ministries. Core functions of this directorate include overseeing the design and implementation of the Economic and Development and Poverty Reduction Strategy (one of the four key government strategic documents), providing technical assistance and guidance to the design of planning instruments and tools in the sectors and districts, ensuring consistency between central and local government planning with national priorities, assisting M&E professionals in line ministries and districts to maintain their M&E systems, analyzing trends and determinants of poverty in Rwanda, conducting research to inform the policy with the National Institute of Statistics, supporting higher learning organizations and think tanks, and ensuring that cross-cutting issues (gender, environment, social inclusion, HIV/AIDS) are properly addressed in M&E frameworks and policy reviews at the sector and district levels. Research carried out by this ministry such as the EDPR sectorial reviews guides the Ministry of Agriculture in priority setting and planning to address challenges identified in previous periods of execution.

Interview results indicate that researchers and staff spend an estimated 70% of their time in the areas of research, strategic policy analysis, and investment planning compared to 30% of time spent on program management, monitoring, and evaluation. Other areas of policy process receive little (or not captured) attention. The top five areas of interest/intervention outlined for MINECOFIN include national economic development and stability, efficient planning, use of resources and budgeting, resource mobilization, raising economic opportunities, and building MINECOFIN into a strong, efficient, and responsive organization.

### 3.1.5. National Bank of Rwanda (BNR)

The National Bank of Rwanda (BNR) is an autonomous semi-public organization involved in the agricultural sector by ensuring the supervision of credits and savings as well as financial services in the agriculture sector. In addition to the BNR, there are also the Rwanda Development Bank (which is the spearheading organization in the financing of the agro-industry) and the 'Union des Banques Populaires du Rwanda,' which focuses upon mobilization of rural savings and small-scale credits.

The overall mission of the BNR is threefold: to ensure and maintain price stability, to enhance and maintain a stable and competitive financial system without any exclusion, and to support the government's general economic policies without prejudice to the other two missions. The BNR has a Department of Statistics that provides information to inform policy design and implementation in the agricultural sector. For example, from this information it is easier to obtain data on sector stock such as agriculture. The Central Bank also works with the National Institute of Statistics of Rwanda to produce economic statistics including the producer price index (PPI), the consumer price index (CPI), the index of industrial production (IIP), turnovers of companies and primary sector statistics, among others. The same Department gives statistical information used for national economic, which in turn informs policymakers on potential policy options.

Given that agriculture is dominant in the Rwandan economy, agricultural statistics are well considered in these economic reviews. The five top priority activities and responsibilities for BNR are: to define and implement the monetary policy; to organize, supervise, and regulate the foreign exchange market; to supervise and regulate the activities of financial organizations notably banks, microfinance organizations, insurance companies, social security organizations, collective placement companies, and pension funds organizations; to supervise and regulate payment systems; and to mint and manage money.

### 3.1.6. National Institute of Statistics of Rwanda (NISR)

The National Institute of Statistics of Rwanda (NISR) was created in 2005 as an independent organization with its primary mission to produce data and mandatory statistics such as the GDP, consumer price, and population statistics. NISR produces area-specific statistics such as the Demographic and Health Survey (DHS) and Household Living Conditions Survey known as EICVs. Sometimes the institute conducts specific surveys with other government line ministries such as an Agriculture Survey and Service Provision Assessment Survey. Due to its mission, as designated by the Organic Law no. 01/2005 of February 14, 2005, the NISR plays a coordinating role with the National Statistical System (NSS). The NSS comprises all organizations that provide information and services to the public and government for planning and decision making purposes (for example BNR and MINECOFIN).

The design of agricultural policy relies on information provided by the NISR. The NISR hosts some websites (such as the Country STAT) and key indicators as well as a metadata base that highlights some agricultural censuses and surveys relevant for the agricultural policy design. For instance, the NISR and the World Food Program completed the Comprehensive Food Security and Vulnerability Analysis of 2006 with participation from other partners including the Ministry of Agriculture. The Country STAT, as it reads from the website, is “a statistical framework and applied information system for analysis and policy-making designed in order to organize, integrate and disseminate statistical data and metadata on food and agriculture coming from different sources.” By the time of the interview, the NISR had three staff with Bachelor’s degree qualifications that were involved in food and agriculture policy research (Table 4). This figure reflects major challenges not only in terms of staff numbers but also in terms of qualification. There is need to not only increase the number of staff involved in research and policy analysis, but also to increase the level of qualification to at least the Masters level with the supervision of an experienced researcher.

**TABLE 4. TIME SPENT BY RESEARCHERS AND PROFESSIONAL STAFF IN AREAS OF POLICY PROCESS—NISR**

Areas of policy process	Percentage of time spent by researchers and professional staff (estimates)
Research/ Analysis	30
Training	20
Monitoring and Evaluation	50
Total	100

Source: Capacity Needs Assessment Survey (2012).

### 3.1.7. Faculty of Agriculture, National University of Rwanda

The Faculty of Agriculture is part of the higher learning organizations assumed to participate in the formulation and evaluation of agricultural policies and strategies. In addition, the faculty trains students who will work for different organizations related to agriculture domains or where their agricultural related skills are needed. In terms of staff, the faculty has 27 people including 6 females and 21 males. Out of these 15 are PhD holders, 10 are MSc holders, and 2 hold BSc degrees. The intended/planned staff size is 114 meaning that for effective functioning they need 87 additional staff.

**TABLE 5. FACULTY PROFESSIONAL STAFF BY THE HIGHEST EDUCATION LEVEL (2011)**

Education Level	Male (Actual)	Female (Actual)	2011 (Total Actual Number of staff)	2011 (Total intended planned number of staff)
PhD	13	2	15	38
MSc	6	4	10	38
BSc	2	0	2	38
Total	21	6	27	114

Source: Capacity Needs Assessment Survey (2012).

In terms of time spent in different activities, the teaching/ training takes a higher proportion of the time (about 60%) (See Table 5). This disproportionate time allocation reflects limited contribution to research and advocacy. In addition this captures the dilemma between researchers and policymakers; where policymakers give little value to research products and researchers doing research that is not relevant to the policy. In agreement with Bizoza (2012), “strong collaboration between researchers, policymakers, and other development professionals is critical if the aim is to have significant and long-term development impacts of research in Rwanda.” Efforts to create an environment that links policymakers and researchers in agriculture are needed for more evidence-based policymaking. The following table depicts the time spent for each area of the policy process.

**TABLE 6. TIME SPENT BY RESEARCHERS AND PROFESSIONAL STAFF IN AREAS OF TEACHING, RESEARCH, AND EXTENSION**

Areas of policy process	Percentage of time spent by researchers and professional staff (estimates)
Research/ Analysis	20
Teaching/ Training	60
Extension	10
Advocacy	5
Monitoring and Evaluation	2
Knowledge Management	3
Total	100

Source: Capacity Needs Assessment Survey (2012).

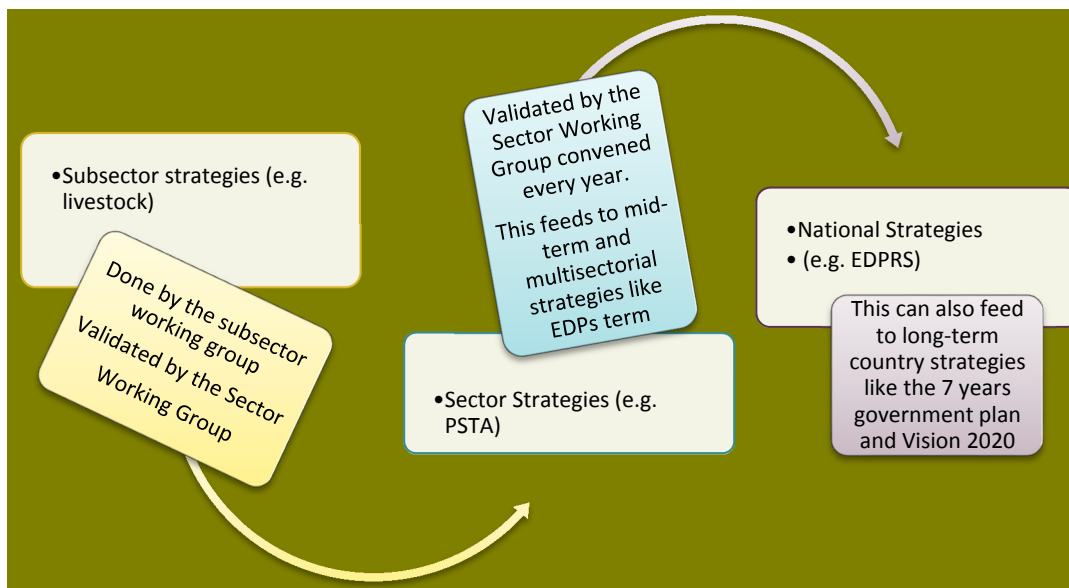
## 3.2. Discussion & Presentation of Key Linkages between policy players

### 3.2.1. An overview of policy design process in the agriculture sector

This sub-section gives an overview of the policy design process. MINAGRI is the leading organization in the policy design and policy actions, monitoring and evaluation, and investment planning of the agriculture sector. Consistent with the last reform, the role of each ministry is dual. The first role is the policy design of each sector and the second is monitoring and evaluation of the policy implementation. Each sector has two bodies namely the policy design body and the policy implementation agencies. MINAGRI deals with the policy design while the agencies are established to ensure implementation of the designed policies. MINAGRI has the sole responsibility to ensure the design of agricultural policies and its line agencies (RAB and NAEB) implement these. Therefore, the linkages between MINAGRI and other policy players depend upon how policies are designed.

Rwanda agricultural policy is designed in line with the CAADP framework. Two levels of policy design are in place. The first level is linked to the sector policy design and the second is the sector policy action. With respect to the first level, the Ministry of Agriculture has the mandate to ensure that their staff design sector policy or they can outsource skills from any agent or organization with related competencies, as long as this is well done. For example the design of PSTA is done under MINAGRI as a sector strategy, which in turn feeds a national development strategy like EDPRS. The sector strategy is made possible by the design of subsector strategies under the supervision of the subsector working group. In the design of subsector strategies all development partners are involved as they bring in their respective contributions towards the subsector strategies. These subsector strategies are also validated by the sector working group. The sector working group, in turn, is made by all development partners and agencies involved in the subsector. In addition, the sector strategies are validated by the Sector Wide Approach, which is chaired by an organization selected by all members on an annual basis.

**FIGURE 2. SIMPLIFIED AGRICULTURAL POLICY DESIGN PROCESS IN RWANDA**



Source: Authors

With respect to the sector policy action, this includes all action lines of the policy implementation. Key policy actions are selected each fiscal year. These policy actions may include the development of a missing subsector strategy that is likely to drive key sector strategies and attract more funds from development support organizations such as the African Development Bank (ADB). Currently, there are three ways in which the support organizations can support the sector: direct support to the government budget, support to the sector, and direct support to the sector such as project funds.

In addition to the above, there exist some other management and coordination mechanisms that support the policy design process related to the agriculture sector. These include the agriculture sector working group (ASWG), the Sector Wide Approach (SWAp), technical sub-groups or task forces, the Integrated Development Program Steering Committee, Joint Sector Review, and National Dialogue (Duke and Bizoza 2012).

The ASWG includes representation of each line ministry, development partners, and key stakeholders. The SWAp serves as a platform for coordinating aid, providing financial support to sustain agricultural policies and action plans, and strengthening national capacities. In the SWAp, the government is represented by The Minister of Economic Planning and Finances, The Minister of Agriculture and Animal Resources, and the minister in charge of coordinating GoR's interventions, with focus on the agriculture sector. The development partners are each represented by their authorized representatives. Technical sub-groups or task forces are established to address specific key issues and to implement key activities such as the Task Force for Irrigation and Mechanization.

According to Duke and Bizosa (2012), "the Integrated Development Program Steering Committee functions in parallel to the Sector Working Groups and operates as a harmonization/coordination body. The Committee is Chaired by the Minister of Local Government and attended by the Ministries of Agriculture, Natural Resource Management, Commerce and Industry, Infrastructure (Roads), Health, and Finance. The governors of five provinces also serve on the committee. This provides the necessary platform for coordination and more importantly the opportunity for local authorities to take ownership of the process and ensure that they are on board with the programs and targets and they are responsible to implement."

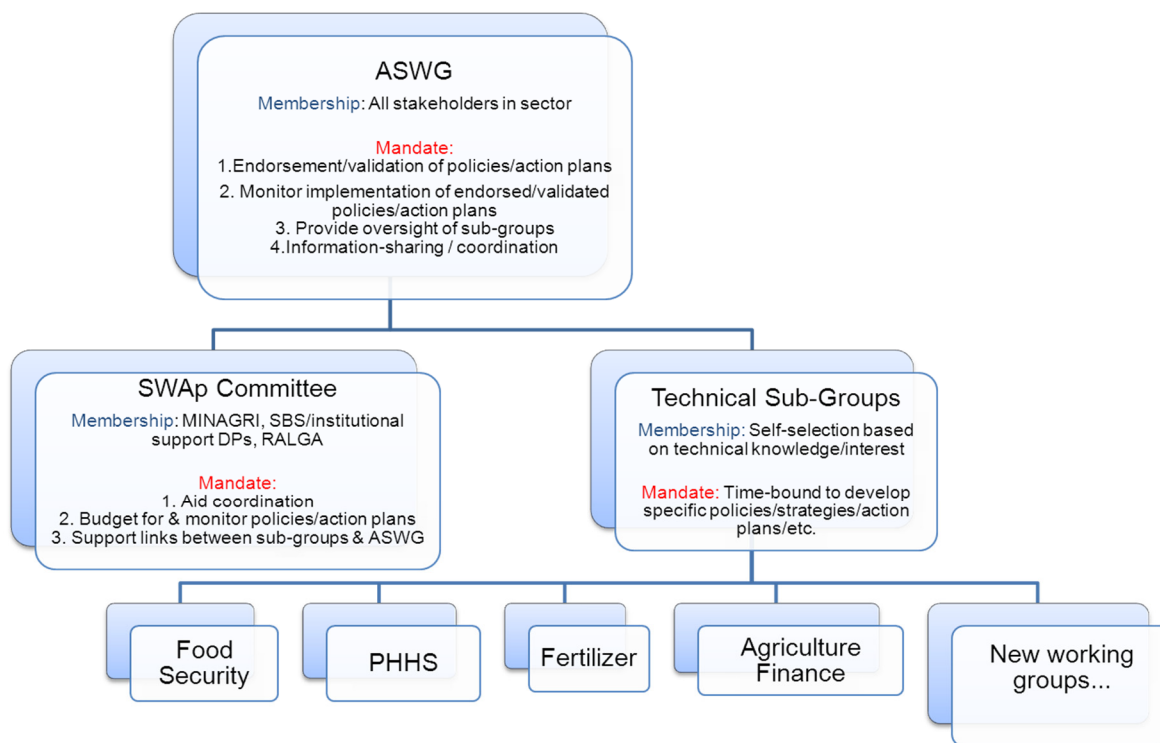
The Joint Sector Review (JSR) is conducted twice a year with the ASWG, Ministry of Economic Planning and Finance, and development partners. The spring meeting deals with the targets for the coming year in reference to EDPRS while the fall meeting evaluates the performance in the previous year.

There is also an Annual National Dialogue and National Retreat chaired by the president himself. These two serve as platforms to fine-tune development agendas and policies and serve as forums to measure the government's performance in a transparent manner.

To address decentralized government efforts or entities, there is a Joint Action Development Forum that coordinates, harmonizes, and ensures joint planning of development activities including agriculture related programs at the district or sub-country levels. However, these forums lack sufficient people with skills needed to make the most of the forum.

All of the above coordination and management mechanisms shape or influence policy development in the agriculture sector, among others. This organizational arrangement embodies the principle of inclusive stakeholder's participation and dialogue, which in turn paves the CAADP implementation process. The chart below portrays the above committee and technical groups in the agriculture sector.

**FIGURE 3. COMPOSITION AND MANDATES OF AGRICULTURE SECTOR WORKING GROUP**



Source: Duke and Bizoza (2012).

### 3.2.2. Country Investment Plan

The design of the sector strategy like the PSTA implies a number of actions and activities that lead to the design of the Country Investment Plan (IP), which in turn, is based on priority interventions as outlined in the sector strategy. The IP has many advantages from lessons learnt from previous years. This investment plan gives the intelligence needed for donors and the government to decide jointly where to allocate their funds for their committed development interventions. Secondly, a completed country investment plan leads the country to access the GAFSP funds under the CAADP framework. Rwanda has already received the GAFSP funds, which are currently being used in support of the agriculture sector. A second generation of CAADP in Rwanda has started to capture the attention of development partners in discussions forums such as the Joint Sector Review of the Ministry of Agriculture held July 2, 2013. One lesson learnt from the assessment of CAADP implementation is that countries can have good agricultural strategies and investment plans but lack effectiveness due to a deficit of needed capacities. The ongoing trend is to see ways of harmonizing the investment plans with activities of CGIARs in order to benefit from their existing capacities.

### 3.2.3. Key Links between Policy Players

This sub-section describes key linkages between policy players in the food and agricultural policy process. As indicated above, MINAGRI is primarily responsible for the agriculture sector. Thus, we describe the links between this Ministry and other policy players. These include its line agencies (RAB and NAEB), MINECOFIN, BNR, NISR, IPAR, and universities.



### *Links between MINAGRI, RAB, and NAEB*

Both RAB and NAEB are implementing agencies of MINAGRI. MINAGRI has the direct supervision of its agencies with two levels of powers. The first level of power is monitoring and evaluation, which assesses how designed agricultural policies are being implemented. The second category of power is related to the modification and adjustment of policy implementations. However, the two agencies also participate in the design of the sector policies given that they have more expertise. As already indicated RAB has the mandate to do research that informs policy design by MINAGRI. RAB also supports NAEB in terms of research and technology innovations in areas of crop production, extension, and dissemination. Furthermore, NAEB contributes to the policy interventions mostly in areas of crop marketing, value addition, and export. NAEB also researches in these areas of its intervention rather than fundamental research.

### *Links between MINAGRI, BNR, and NISR*

According to its mandate, the BNR conducts macroeconomic review including the agriculture sector. From this review the sector performances as well as projections are established to inform the policy design, implementation, and adjustments. The performance evaluation and projections are based upon data from the MINAGRI and from the National Institute of Statistics. The links are more related to knowledge generation and management.

With respect to the National Institute of Statistics of Rwanda (NISR), the links between this and MINAGRI are more data based. It is worth noting that NISR has the sole responsibility to ensure availability of statistics from different sectors on country performance for mid-term and long-term development strategies. The two organizations collaborate most on agricultural statistics. However, the current methodologies used by both organizations differ slightly. For example, for the crop assessment MINAGRI uses data collected at the household level while NISR uses data from the plot level. The process of harmonization is undergoing to ensure consistency and avoid possible divergences.

### *Links between MINAGRI and MINECOFIN*

MINECOFIN relates to the MINAGRI in finance management, budget planning, and revision. MINECOFIN is responsible for generating information on sector growth and all macro-economic indicators such as the GDP. With the agriculture sector, MINECOFIN draws information from different crop assessments and other information related to agriculture to assess the sector's performance. In addition, MINECOFIN provides to other ministries, including MINAGRI, all relevant tools for planning, budgeting, and accounting. MINECOFIN intervenes also in the division of labor to allow effective and equitable resource allocation to all sectors by development partners. Similar to BNR, MINECOFIN also works with the NISR for additional information needed to assess sector growth.

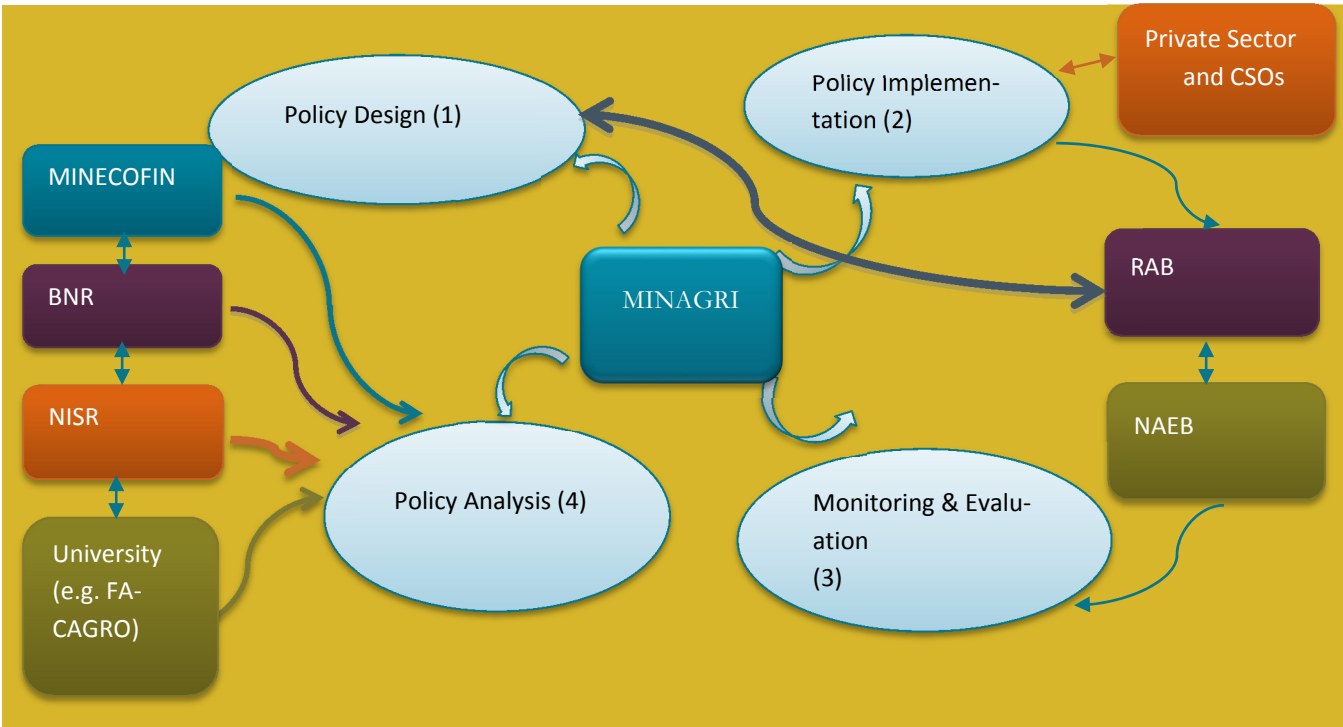
### *MINAGRI and universities*

The ideal situation would be to see MINAGRI working with universities in areas of research needed to inform policy design and evaluation. But, MINAGRI has more research linkages with its line agencies RAB and NAEB and less with universities. There is little evidence that shows inter-linkages between MINAGRI and universities in the research domain. Rather, more cooperation is between RAB and universities especially with research projects.

When looking at the linkages between policy players described above and the survey findings with regards to research, the results are different. The table below depicts the ranking (from 1 to 7 in order of importance) by organizations of their stakeholders involved in research. Interestingly all of them placed MINAGRI in the first position. This is explained by the fact

that all these organizations mostly use MINAGRI reports for the development of their own research. Generally, the table below also shows that donors come in the second position, followed by the private sector, public organizations, NGOs/CSOs, and parliament groups. It can be argued that the general definition or scope of work given to these policy players by respondents is somewhat different. Part of the explanation is reference made to the country’s vision 2020, in which Rwanda intends to be a private sector driven economy, without compromising the role of agriculture. As for the CSOs, they are the ones to advocate for policies and strategies to benefit smallholder farmers. Both private sector and civil society organizations need to ensure that they play an important role in the policy process and analysis. This is currently being enabled through the Agriculture Sector Working Group.

**FIGURE 4. FLOW OF LINKS BETWEEN POLICY PLAYERS AND AREAS OF POLICY PROCESS**



Source: Authors based on CNA Survey (2012)

**TABLE 7. RANKING OF ORGANIZATION'S STAKEHOLDERS FOR RESEARCH**

	Minis-tries	Parliament groups	National planning commission and public organizations	NGOs/CSOs	Do-nors	Private sectors	Other (please specify)
BNR	1	5	2	6	4	3	
NUR/FA-CAGRO	1	6	3	4	5	2	
NISR							
MINAGRI	1	7	3	4	2	5	6 (universities and NISR)
MINECO-FIN	1	5	2	6	3	4	7
RAB	1	5	6	3	2	4	
NAEB	1	4	6	5	2	3	
IPAR-Rwanda	1	4	6	5	2	3	7 (civil society)

Source: Capacity Needs Assessment Survey 2012.

Qualitative interviews were also conducted with selected key agriculture stakeholders at national level. These include the agriculture chamber of the private sector, the nongovernmental organizations such as the National Confederation of Cooperatives of Rwanda, and the bilateral and multilateral agencies such as USAID and the European Union. The following table summarizes key findings in terms of the contribution of sample organizations to food and agriculture policy process, coordination and ownership of the process, monitoring and evaluation capacity, involvement of other partners in policy process, perspectives on the investment plan, capacity constraints, and recommended actions to address the capacity gaps.

As illustrated in the table below, the stakeholders interviewed in this exercise have expressed a number of challenges that need to be addressed in order to fill some of the identified gaps. These include but are not limited to the following:

- building human capacity that would help the sector to deliver beyond the outputs (outcome driven human capacity development);
- building the culture of analysis to inform the decisionmaking process in food and agriculture;
- for government to continue decentralization of some agricultural services and activities to the private sector (for example the marketing of fertilizers); and
- strengthening communication systems between the decisionmakers and farmers organizations and encouraging them to participate and contribute to the design and implementation of policy in food and agriculture.

**TABLE 8. HIGHLIGHTS FROM INTERVIEWS WITH INFORMANTS FROM SAMPLE ORGANIZATIONS**

Organization / Area of interviews	Contribution to food and agriculture policy process	Coordination and ownership of the process	Monitoring and evaluation capacity
USAID	<p>USAID has a global initiative called Feed the Future, which focuses on food security. Rwanda is one of the focus countries in which this initiative is operational.</p> <p>USAID priority areas in Rwanda include the private sector and market development, budget support to the ministry, and improving access to fertilizers. USAID has recently included capacity building of the ministry on its priority agenda for the coming years.</p> <p>In terms of accountability and funds management, USAID did a financial risk assessment of the specific areas of intervention and has decided to support the government of Rwanda through PSTA.</p>	<p>The participation of different non-state actors is still very low. The government and its downs mostly own the policy and strategic process. Specifically the participation of the PSF in food and agriculture process is almost nonexistent. In most cases, it is only the government that decides on everything. Farmers groups and the PSF do not see any need to participate as all policies are developed by the government and imposed.</p>	<p>USAID thinks that the M&amp;E capacity is not enough. The irrigation strategy that is in the validation process is a good example. The government agencies in charge of food and agriculture policies have limited capacity in conducting preliminary assessments prior to investment decisions. USAID thinks that monitoring and evaluation should be the responsibility of both government and all its partners (donors).</p>
	<p><b>Involvement of other partners in policy process</b></p>	<p><b>The perspective about the investment plan</b></p>	<p><b>Capacity constraints</b></p>
	<p>According to USAID, the government owns the whole policy process and other partners are only involved in discussions. Though the PSF does not have the capacity to adequately participate in food and agriculture policy process, it should definitely be involved in the process including the concept, drafting, consultations, and validation. The government needs to help build the capacity of the PSF to fully participate in the process.</p>	<p>The investment plan process is not well targeted and there is no research done showing the best options based on cost benefit analysis prior to investment decisions. As a consequence, the M&amp;E is complicated to do.</p>	<p>MINAGRI agencies have a lot of priorities to implement and prioritization is a serious issue. In Rwanda, there is pressure to get results along with a lack of clear focus because everything is a priority.</p>
	<p><b>Recommended actions to address the capacity gaps</b></p>		
<ul style="list-style-type: none"> <li>• The government should think about what are the different types/options of investments it would make, what they would bring in turn as return. The government should think beyond outputs to outcomes.</li> <li>• The government should start taking some distance and allow the private sector to fully participate and own some components of the food and agriculture process. The government should support PSF in what it has identified, or help PSF identify what would be useful to the country.</li> <li>• There is need for appropriate information and analysis before making any decisions. There is need for clear guidance on what to do, and how to effectively implement in order to achieve desired outputs, and challenges.</li> </ul>			

Organization / Area of interviews	Contribution to food and agriculture policy process	Relationship with MINAGRI	Monitoring and evaluation capacity
Rwanda Farmer's Chamber / Private Sector Federation	<p>The Rwanda Farmers Chamber is newly established and has not yet acquired a legal entity status. Currently, with only one permanent staff in office, the chamber acknowledges that it does not play its desired role in contributing to the development of sound food and agriculture policies and strategies. The chamber is supposed to participate in all agriculture policy processes and to advocate for strategies to address the needs of farmers. The official we interviewed argued that the chamber is not fulfilling this mandate of representing its members.</p>	<p>According to the official we interviewed, the Ministry of Agriculture and Animal Resources does not seem to be aware of the existence of the chamber as an independent entity from the Private Sector Federation (though the ministry is a member of the federation). The MINAGRI still channels all communications through PSF.</p> <p>Very recently the chamber has not been invited to contribute in the development of the EDRS2 or the PSTA3.</p> <p>The chamber has, however, recognized the invitation from MINAGRI to participate in discussions about post-harvest and agriculture insurance policies.</p> <p>The chamber always participates in agri-shows and in CAADP dialogues.</p>	<p>The official we interviewed acknowledged that he participated in one CAADP meeting. According to him, CAADP pillars are not linked with reality on the ground. For instance linking agricultural education to research and extension services is problematic.</p>
<b>Challenges</b>			
<ul style="list-style-type: none"> <li>• The following challenges hinder the participation of the chamber in food and agriculture process:</li> <li>• Some decisionmakers do not recognize the chamber because it lacks legal entity, and it is not thus invited to contribute to policy process.</li> <li>• There is poor communication between policymakers and the chamber. It is hard for the chamber to know what is happening and when it is happening.</li> <li>• With one permanent staff in office, it is not easy to make an effective contribution to policy process.</li> <li>• The current budget does not allow the recruitment of additional staff to help in the process.</li> <li>• The lack of a research team means the chamber cannot provide evidence to support its contribution to the policy process.</li> </ul>			

Organization / Area of interviews	Contribution to food and agriculture policy process	Country specific needs for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management	What would the EU like the support from CAADP to MINAGRI to look like
European Union (EU)	<p>The contribution of the European Union to the Food and Agriculture policy process is basically through sector budget support (an envelope of 6 billion francs was given to MINAGRI this year). The support is mainly channeled to support microeconomic stability, a key priority area for the EU.</p>	<p>There is a need for provision of capacity to design and link strategies from the national planning body (MINECOFIN) to the line ministries. Proper coordination mechanisms are needed to ensure that the general country strategies are effectively reflected in the ministry's strategies. Specifically the food and agriculture policy process needs the following:</p> <ul style="list-style-type: none"> <li>• Donors should be involved in all steps of the policy process.</li> <li>• There should be an adequate M&amp;E system owned by all actors with clear and reasonably achievable indicators. For instance, the 2008 PSTA has about 200 indicators to follow regularly. It is hard for the M&amp;E to follow this many indicators.</li> <li>• It is very important to decentralize strategies and ownership at local levels. Capacity building and financial empowerment of the local entity such as districts and farmers' organizations is needed.</li> <li>• There is need to link the CAADP identified priorities and the overall food and agriculture strategies in the country and to streamline them from the ministry to district planning.</li> <li>• Strategies should focus more on outcomes not simply outputs.</li> <li>• There is need to increase the capacity of the ministry and its entities to manage and use agriculture statistics in strategic and policy process.</li> </ul>	<p>According to the EU the CAADP support to MINAGRI would mainly focus building its capacity and the capacity of its agencies and on decentralizing entities in monitoring and evaluation. There is also need for CAADP to evolve in sectors like horticulture, which is one of the important and potential areas for the country's export diversification.</p>
	<p><b>How the EU sees coordination around the food and agriculture policy process</b></p> <p>According to the EU there are currently two main groups: a group of government and farmers on one hand and donors on the other, all working with very limited coordination. In other words, coordination is still an issue.</p> <p>Currently, the key priority strategies should not only focus on food security and M&amp;E but also on accessibility and quality of information, but there is no budget for this.</p>	<p><b>Main Challenges</b></p> <p>Particularly, Rwanda is a land locked country and has not enough agriculture land. Secondly, young people are not retained in remote areas, to modernize the agriculture sector.</p> <p>It is also not easy to link the output with the financial execution (it is hard to know how much was invested, how many people have benefited, and the extent to which people have benefited).</p> <p>Another important challenge is that being too ambitious to achieve many goals rapidly makes everything a priority and therefore hard to achieve.</p>	<p><b>Recommended actions</b></p> <p>The EU suggested that in order to capture what Rwanda needs in terms of food and agriculture policies, it is important to carry out a cross country analysis of what the current status of food and agriculture strategies looks like. It is also important to consider M&amp;E, MIS, and knowledge management in the overall food and agriculture strategies.</p>

Organization / Area of interviews	Contribution to food and agriculture policy process	Country Specific Needs	Investment planning
Action Aid	<p>Action Aid was only recently involved in the process of developing the Economic Development and Poverty Reduction Strategy-Phase2 (EDPRS 2) Action Aid had never participated in any other agricultural policy process.</p> <p>With EDPRS 2, Action Aid has been able to actively participate in an agriculture working group and to contribute to the drafting of SPTA3.</p>	<p>There are great needs for building the capacity of agriculture staff to properly monitor and evaluate planned activities. Special focus should target the districts and sector levels. Currently M&amp;E is poor and not really coordinated. Sometimes there are no clear and measurable indicators at local levels making the implementation hard to follow-up.</p>	<p>The investment planning was reported to be good except that it was never implemented as planned (farmers are not implementing).</p>
<b>Challenges</b>			
<p>The most important challenge for the agricultural sector is financing. With 80% of the Rwandan population involved in agriculture, this should relatively be reflected in the budget. Thus, the recommendation is to increase the budget to address the needs of the farmers. Other challenges include: how to diversify the funding sources, how can banks increase their investments in agriculture, the quality and standard of the extension services, and how agriculture modernization in general reaches farmers. Policies and strategies should be measured by the extent to which they transform the lives of ordinary Rwandans.</p>			

Source: Capacity Needs Assessment Survey (2012)

## 4. CAPACITY ASSESSMENT RESULTS

### 4.1. Individual

#### *Human resources*

The age distribution of the staff in surveyed organizations varied between 31 and slightly above 60 years, the majority of them being below 40 years. This implies that all surveyed organizations have personnel that are in active age and able to adapt and adjust to different policies when needed. Salaries vary from one organization to another depending on whether the organization is public or private, and also on the qualifications of the staff. For all government organizations, the salary is determined by the law to ensure equity and harmony. Private or semi-private organizations seemed to have high salary levels compared to government organizations (for example IPAR salaries varied between an annual growth salary, in Rwandan Francs, of FRw10,000,000 for a research assistant to FRw24,000,000 for a senior researcher). Salaries in the ministries vary between FRw7,200,000 for a junior economist to FRw10,200,000 for a senior economist annually. The level of salary explains partly the extent to which one is motivated to deliver and be retained within the hosting organization.

The general view from all respondents is that the quality of human capital is a constraint in all surveyed organizations. Diversification of skills and expertise in different domains were reported as the most challenging issues. High qualifications such as PhD and Master's holders were also reported as still lacking in many surveyed organizations. In terms of quantity, the majority of organizations also reported the number of staff as a challenge. This is explained by a limited number of highly qualified staff involved in food and agriculture policy research. The limited number of researchers in terms of quality and quantity makes the management of human resources hard for many organizations. In most cases, researchers with adequate qualifications and expertise were reported as hard to maintain in these different organizations, as their salary levels were not attractive to maintain them. The following table shows the education level of researchers and policy analysts involved in research and policy analysis in sample organizations.

**TABLE 9. EDUCATION LEVEL OF RESEARCHERS AND POLICY ANALYSTS**

Name of Organization	Number of Personnel		Highest Education Level		
	Actual	Intended	PhD	MSc	BSc
BNR	20		2	15	3
NUR/FACAGRO	27	38	15	10	2
NISR	-	-	-	-	-
MINAGRI	-	-	2	6	16
MINECOFIN	-	-	-	4	-
RAB	-	-	11	65	39
NAEB	-	-	2	1	14
IPAR	19	23	3	4	2

Source: Capacity Needs Assessment Survey (2012).

#### *Time spent on different activities*

The mandate and structure of different organizations determine how time is allocated between different activities to fulfill their mandate. Research and teaching are the two core activities for think tanks and universities, while monitoring and



evaluation, production, and extension services are important activities for the ministries. The share of time allocated to core activities tends to follow the structure and responsibilities of each organization. Advocacy services are allocated a very small share of time, while very few organizations were aware of knowledge management.

Food and agriculture policy research and analysis occupy a very small share of time in many organizations. Apart from the Faculty of Agriculture at the National University of Rwanda that has allocated about 20% of their time on food and agriculture policy research, other organizations are currently allocating only 10% (or less) of their time to this activity. Similar trends are observed in policy advocacy in the food and agriculture sector. In addition to the Faculty of Agriculture, other independent researchers carry out some food and agriculture policy studies shared through peer-reviewed journals. The ministry has qualified staff but few are involved in policy research. The ministry fills these capacity gaps with support from the Public Sector Capacity Building Secretariat and funding from both multilateral and bilateral cooperation (MINALOC and UNDP 2008)<sup>2</sup>.

### ***Budget and expenditures***

The budget sources and amounts vary from one organization to another. Most of the organizations get their core funds from the government's general budget (as they are government agencies) but also from development partners. Others, such as think tanks, are funded from both research foundations and internally generated incomes. The amount of the budget depends mostly on the mandate and responsibilities of each organization. However, in general all organizations argued that their respective budgets were not enough to allow them to deliver outcomes in a timely fashion. Limited budget was reported as a crosscutting issue that affects other components including human and physical resources and implementation of activities.

Despite the government budget, all other funds, especially funds from different development partners, are restricted. As these funds generally require regular requests for no-objections that involve long procedures, this has a negative effect on the implementation of planned activities in most cases.

All the organizations who receive their core funds from the government budget seem to be relatively financially secure compared with independent organizations. The following tables depict the trends of budgets and expenditures for some sample organizations.

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<sup>2</sup> MINALOC and UNDP (2008). Mapping of on-going and planned capacity building in Rwanda. Ministry of Public Services and Labour and the United Nations Development Programme, Kigali, Rwanda.

**TABLE 10. TRENDS OF BUDGET PER SAMPLE ORGANIZATION**

Name of Organization	Fiscal 2009/2010			Fiscal Year 2010/2011			Fiscal Year 2011/2012		
	Recurrent Costs	Capital Costs	Total Costs	Recurrent Costs	Capital Costs	Total Costs	Recurrent Costs	Capital Costs	Total Costs
BNR	158,664,18200	2,631,240,000	18,497,658,200	17,050,177,000	2,704,467,000	19,754,644,000	19,047,085,000	13,560,511,000	32,607,596,000
FACAGRO	-	-	-	-	-	-	-	-	-
NISR	-	-	-	-	-	-	-	-	-
MINAGRI	6,528,690,607	24,560,312,283	31,089,002,890	7,837,457,584	2,623,844,953	34,075,902,537	70,77,084,924	30,170,730,464	37,247,815,388
MINECOFIN	-	-	132,353,658,563	-	-	146,170,075,038	-	-	183,738,321,620
RAB-	-	-	-	-	-	-	5,773,848,330	20,470,916,808	26,244,765,138
NAEB	-	-	-	-	-	-	1,190,544,551	4,762,178,205	5,952,722,756
IPAR	1,987,365,321	-	1,987,365,321	2,034,456,302	-	2,034,456,302	2,467,527,000	-	2,467,527,000

Source: Capacity Needs Assessment Survey (2012)

**TABLE 11. TRENDS OF EXPENDITURE**

Name of Organization	Fiscal 2009/2010			Fiscal Year 2010/2011			Fiscal Year 2011/2012		
	Recurrent Costs	Capital Costs	Total Costs	Recurrent Costs	Capital Costs	Total Costs	Recurrent Costs	Capital Costs	Total Costs
BNR	16,241,799,000	121,871,000	16,363,670,000	17,561,788,000	1,174,056,000	18,735,844,000	21,200,882,000	4,902,416,000	26,103,298,000
FA-CAGRO	-	-	-	-	-	-	-	-	-
NISR	-	-	-	-	-	-	-	-	-
MINAGRI	5,784,376,546	20,508,244,118	26,292,620,664	7,956,940,949	37,252,950,807	45,209,891,756	8,911,477,537	35,645,910,150	44,557,387,687

MINE CO- FIN									190206,6 57,555
RAB							5,547,99 2,062	25,274,1 86,059	30,822,17 8,121
NAEB							1,779,59 3,269	5,957,76 8,769	7,737,362 ,038
IPAR	1,673,54 3,200	NA	1,673,54 3,200	1,832,78 6,000	NA	1,832,78 6,000	2,273,89 2,418	NA	2,273,892 ,418

Source: Capacity Needs Assessment Survey (2012)

### *Physical resources*

The survey revealed that each staff member, in all surveyed organizations, had at least one computer. Only a very limited number of organizations were able to report the number of intended computers. Many organizations did not know how many computers were intended and what only counted was the available number of computers. These computers are however used for all organizations' work including food and agriculture policy research.

Although the exact number of computers having the required software as per research tools is not known, all organizations reported limited use of the identified software. The commonly used software programs are: Word, Excel, and SPSS. Software such as STATA, Eviews, and GIS are used by a limited number of staff in these organizations. Other software such as bibliographic management software is not used in any of the organizations.

There are three main challenges with the use of analytical software:

- The core activities of different organizations do not require them to use the software on a daily basis.
- Even those who would need them do not possess enough skills to use them (lack of training).
- In most cases, these software are not available and very few staff have heard about them.

Apart from the research institute (IPAR) that uses the above software for its publications, government organizations do not. The main reason is that doing research for publication is not a core mandate for the majority of the government organizations that were interviewed.

As per Rwandan government policy, only special government organizations such as NISR are allowed to have an important number of vehicles for fieldwork. Others are only allowed to have a limited number or simply hire private vehicles for their daily activities. This explains why most organizations have a small number of government vehicles.

Landline telephones are available in most staff offices. These were, however, reported not to be in all offices. For example, sometimes an office shared by 2 or 3 staff has only one landline telephone.

The majority of organizations have enough office space for their staff. However the merging and restructuring of some government agencies (such as NAEB and RAB) have led to shortage of office spaces. However, plans for constructing new offices were under process according to interviewed experts.

The Internet speed was generally rated as fast in the majority of the organizations interviewed. Downloading a 1MB document takes an average of 14 to 29 seconds. Therefore, from the above, it is clear that average resources required for policy

formulation, monitoring, and knowledge management are available. The remaining task is to use them efficiently and fully exploit them towards the policy processes, among other tasks.

### ***Monitoring and evaluation***

Organizations surveyed had balanced views about their monitoring and evaluation systems. While few agree that they have operational M&E systems, many were not sure about how their M&E systems were effective. Inadequate capacity for data collection and analysis were reported as one of the most challenging issues in many of these organizations.

Training and capacity building was identified, as a key solution to the crucial issue of skill and capacity gaps, while increasing and diversifying the funding sources would mitigate the financial issues.

## **4.2. Organization**

MINAGRI is responsible for compiling and analyzing collected data working through its planning directorate. The survey showed that the most data collection activity done by the ministry to support the policy process was the crop assessment survey. In addition, data collected through the crop assessment survey is supplemented with national level data collected by NISR and RDB on investments.

The survey data revealed that the crop assessments as well as annual reports produced by MINAGRI did not use rigorous methodologies, lacked in-depth impact analysis, and were not always published on time. These limitations were attributed to the lack of technical capacity to analyze data particularly using economic methods. This is also applicable to MINAGRI's two implementing agencies: the Rwanda Agriculture Board (RAB) and National Agricultural Export Board (NAEB). Although the minimum qualification for MINAGRI central staff is a bachelor's degree, interviews revealed that the time spent on research, strategic policy analysis and investment planning is about 10%, the remaining being allocated to programs management, monitoring and evaluation (40%), knowledge management, data system development, and information sharing (10%), leadership and management (10%), governance, organizational development, and organizational development (20%) and ad hoc activities (10%).

It was noted that the data collected by NISR, such as the Household Living Conditions Survey and the National Agricultural Survey, were said to be of better quality than the seasonal or agricultural data collected by MINAGRI and were also noted to have more rigor. The top five areas of expertise of NISR are to: (1) conduct national censuses, (2) carry out national surveys, (3) gather all secondary data, (4) coordinate the national statistical system, and (5) provide necessary statistics to all data users and planners. The research and analysis components together with the ones of teaching and training take up to 50% of the overall time of the NISR professional staff. The remaining 50% is dedicated to monitoring and evaluation activities as indicated by the expert interview in NISR.

Apart from the Faculty of Agriculture of the National University of Rwanda (NUR) that dedicates 100% of its overall time to research, analysis, teaching, and training, and to some extent for the Institute of Policy Analysis and Research (IPAR-Rwanda), the other two organizations, BNR and MINECOFIN, devote little time to policy analysis. Few of their staff have the required expertise and they are limited in their scientific methodologies, in depth analysis, and impact assessment. Such a scenario limits opportunities for key state stakeholders to influence the policy process of the sector.

### 4.3. Policy process

When analyzing the qualification of human resources in the surveyed organizations, the overall impression was that they were still limited and not necessarily focused on the agriculture policy process. For instance, apart from the Faculty of Agriculture of the National University of Rwanda, which has a relatively high number of PhD staff, other organizations seemed to have a small number of them or simply none. Based on different organizations' mandates and responsibilities, very limited number of staff seemed to focus on food and agricultural policy process because they have other responsibilities.

Very few organizations were able to identify their human resources gaps (i.e. the difference between actual and intended number of staff with different qualification levels). The officials interviewed in different organizations seemed not to have a sense of the number of intended staff.

Although some organizations are involved in either the production of agriculture statistics (NISR) or analysis of the data (BNR and IPAR) there were no coordination mechanisms in place to allow different stakeholders to play their role in the policy process. This is partly explained by the fact that the different stakeholders have different mandates and structures that do not involve food and agriculture policy process.

At the national level, despite IPAR and the Faculty of Agriculture of the National University of Rwanda that have some levels of involvement in the food and agriculture research, other organizations have a very limited contribution to the policy process through research. IPAR, NUR, and BNR have food and agriculture research as a component of their main research agenda and provide evidence for policymaking and recommendations to refine existing strategies. Other government agencies feed into the general policy process through indirect linkages. For example, the NISR contributes to the process through availing data (agriculture surveys), MINECOFIN through budget and economic planning, and MINAGRI and its agencies through designing and implementing strategies and policies.

Developing research with an adequate communication strategy was reported as very challenging in all organizations. In most cases these institutes do not have clear communication strategies to communicate the findings from their research. As research is not a core activity for many government organizations, the majority of them see no need for having a research communication strategy. It is worth noting however that MINAGRI has developed a communication strategy with the assistance of consultants, to be operational with the PSTA III.

Many organizations interviewed acknowledged having participated in many policy dialogues and discussions at national, regional, and global levels. There seem, however, not to be adequate mechanisms to keep records of all dialogues and discussions in a centralized manner. This inhibits determining a proper estimate of time spent in areas of policy process, as indicated above.

In most cases, the interviewed organizations conduct roundtables, write letters, and present to officials as their main communication strategies. They sometimes also use media briefing to research findings. Channels such as policy reports and briefs were seen as very important by the different organizations.

Organizations surveyed receive regular requests from the government to mostly provide agricultural information and many see themselves as valuable sources of information. Despite the above, none of the organizations seemed to have power to influence the budgeting process.

If the Country SAKSS were strengthened with sufficient resources it would help the ministry in the process of policy formulation. The Country SAKSS is located in the MINAGRI's planning directorate and the latter is currently leading the elaboration of PSTA III for the period 2013–2016. MINAGRI, with the collaboration of the SAKSS Coordinator, is seeking to provide technical advice, facilitate stakeholder consultations, and assist in drafting the strategy log frame. The SAKSS Coordinator is also an active member of the PSTA III Steering Committee put in place by MINAGRI to guide the elaboration process.

**The following is the policy process in MINAGRI:**

MINAGRI drafted its first Strategic Plan for Agricultural Transformation (PTSA) in 2004 with collaboration from key stakeholders in the agriculture sector. It began the process of bringing all stakeholders on board to support the national strategy. This plan is the country-led strategy for agricultural development, as called for by CAADP. Stakeholders support PSTA implementation through participation platforms at the national level, including the Agriculture Sector Working Group, Sector Wide Approach, and regular Joint Sector Reviews.

In 2008, Rwanda drafted its second PSTA, which covers the period 2009–2012 and thus fits within the EDPRS period. This was again based on broad based consultations. The PSTA II was formulated on the basis of Vision 2020 (the national strategic vision document) goals, namely to achieve 8–9% growth between 2009 and 2020 and to reach the Millennium Development Goals (MDGs), especially MDG1.

This is the key socio-economic policy document on which all national and sector policies and strategies are derived and serves as the basis for how resources are allocated across sectors. The overall vision is to grow GDP per capita from US\$220 (in 2000) to US\$1,240 by 2020 so as to reach middle-income status. The Modernization of Agriculture and Animal Husbandry is one of the 6 pillars in Vision 2020.

Given the technical capacity in MINAGRI, external support was required to develop the PSTA II. Thus, an FAO mission was sent to Rwanda to work with MINAGRI to ensure the financing was sound.

MINAGRI is now in the process of finalizing the third generation of its PSTA, which will cover the period 2013–2016 and still be within the EDPRS II period. It is doing so with the assistance of consultants from Texas A&M University, hired partly due to capacity constraints in MINAGRI. Reference is made to achievements made in the past as captured by M&E data and evaluation reports.

It is worth noting that the Country SAKSS is part of the three previously mentioned main platforms at the central level for mutual review and accountability.

The questionnaire used targeted stakeholders involved in the agriculture sector: DPs, CSOs, private sector, government agencies, and international agencies. Key findings included the need for the Country SAKSS to be a technical component of an inclusive review and dialogue mechanism to facilitate better policy design and implementation and thus ensure successful implementation of the PSTA/EDPRS agenda. For MINAGRI, there is need to focus on non-state actors, assess impact of policy interventions, and improve inter-ministerial coordination.

Most of the key organizations (MINAGRI, RAB, NAEB, NISR, MINECOFIN, BNR, IPAR, NUR) interviewed do participate in various ways with any of the above platforms and they provide quite a number of publications and reports in the agricultural area.

Some of the challenges mentioned include the limited capacity within these organizations, especially in terms of staff numbers and technical capacity to undertake policy analysis. Another reported challenge was little input from non-state actors who are also not well represented in the consultation processes.

## 5. CAPACITY DEVELOPMENT STRATEGY

### 5.1. Present alternatives as to how the Rwanda SAKSS could be organized

In general, the country SAKSS is said to be a country-owned and country-managed entity that can raise funds legitimately to carry out its activities and produce outputs. In Rwanda, the country SAKSS has been established with technical support from ReSAKSS-AW, which is housed in IFPRI, and ReSAKSS-ECA using financial resources from USAID-Rwanda.

The general architecture in terms of the composition, functions, activities, and outputs of countries' SAKSS, as well as expectations regarding the roles of other partners did not take into account the structure of the agriculture sector in Rwanda. Rather, MINAGRI should have led the process of establishing the SAKSS and set up its composition, functions, activities, and outputs considering the existing organizational structure and the knowledge gaps identified through PSTA and CAADP dialogues and processes, as well as other agricultural and rural development forums involving all stakeholder partners. Part of the reason is that the roles and attributes of the SAKSS depend mostly on how the Ministry of Agriculture owns the establishment and the management of the SAKSS from the beginning.

At the moment when Rwanda is developing/ implementing the second EDPRS, which will lead to the implementation of the PSTA III programs, a strengthened country SAKSS (with sufficient funds and staff) can be in a position to provide a framework within which targeted knowledge products can be made available and used during the policymaking processes and implementation of programs. The country SAKSS can also seize the opportunity to lead the analytical phase of the roundtable process in collaboration with the ReSAKSS Network.

During the implementation of the PSTA III, country SAKSS outputs and deliverables should be revised and aligned to the ministry action plan and not to ReSAKSS activities for harmonization of the scope of work. More particularly the ministry should mobilize sufficient resources to support the SKASS staff, paying them directly within the Ministry, as well as to undertake special studies to fill knowledge gaps.

### 5.2. The capacity issues to be addressed

Currently, the SAKSS is managed by a single person (Coordinator) without any significant research and program assistance beyond payment of salary from IFPRI with the financial support of USAID-Rwanda. As such, a crucial question remains: "how to go about articulating a work plan of specific activities and outputs including knowledge products and a knowledge-sharing platform, given limited staffing and financial resources?" Although this paper does not give more details about this situation, the national food security priority policy initiatives/investment plans are based on economic and financial analysis, including independent policy analysis, which is limited. In Rwanda there is only one think tank, the Institute of Research and Policy analysis-Rwanda (IPAR), and yet this is full of well skilled staff to continue to support the policy analysis.

The process of establishing the SAKSS Network of partners and launching specific activities, particularly strategic and monitoring analysis, has also been slow. A primary reason for this has been limited knowledge and guidance on the nature and scope of work required of a Rwanda-SAKSS. The following questions remain vital: "How to establish a SAKSS Network of technical partners who will undertake the work on strategic and monitoring analysis?" and "How to go about setting up a governance structure that enables key stakeholders to inform the direction of the work program on strategic analysis, M&E,



and knowledge systems?” From these questions emerges the need to define clearly the architecture of the SAKSS, particularly the roles of different actors within MINAGRI and elsewhere.

### 5.3. Links to organizational mechanisms

As part of the CAADP implementation process, a Rwanda SAKSS program was set up in 2010 to help provide information and knowledge support to guide and review progress of agricultural sector performance and to follow these key activities and outputs:

1. a proposal for a country SAKSS including goal, purpose, objectives, activities, outputs, governance, and funding,
2. ToR for the country SAKSS,
3. ToR for the country SAKSS Coordinator, who lead the process of setting up the SAKSS platform,
4. ToR for the country SAKSS Advisory Body and letters of invitation to members,
5. advertisement for and recruitment of the country SAKSS Coordinator, and
6. guidelines for the country SAKSS Network and advertisement for expression of interest by potential network participants/organizations of the network.

The Rwanda SAKSS is currently placed within the directorate of SPPC of MINAGRI and was established as a technical component of an inclusive review and dialogue mechanism to facilitate better policy design and implementation and thus ensure successful implementation of the PSTA/EDPRS agenda.

As mentioned above, the Country SAKSS is well integrated in the organization chart of the ministry, with however an ambiguous relationship to other units of the SPPC directorate, such as planning and statistics. In addition, because the Country SAKSS does not yet utilize the financial resources of MINAGRI, it is somewhat viewed like other internally projects funded by development partners. Therefore, this requires some innovations on how to make the SAKSS's activities become part and parcel of the Directorate of Strategic Planning at the Ministry of Agriculture.

Moreover, the tasks and outputs of the Country SAKSS set a generic frame for a typical Country SAKSS conflict with the action plan set by the ministry with regards to the time allocated to each task and outcome.

Otherwise, the Rwanda SAKSS managed to establish organizational relationships during the last two years through MINAGRI and ReSAKSS networks. In collaboration with ReSAKSS-ECA, the Country SAKSS has availed training to staff from MINAGRI and other organizations on data management and analysis for policy analysis and M&E in agriculture. It has also been involved in a collaborative research project with IFPRI, Gottingen University (Germany), and universities in Burkina Faso and Tanzania on optimizing expenditures on social services to maximize their impact on labor productivity in rural areas.

## 6. SUMMARY AND CONCLUSIONS

This case study sought to develop a country specific capacity strengthening strategy to meet the strategic analysis and knowledge management needs of the Rwanda agricultural sector and rural development. In particular, the case study identified areas for improving the quality and utility of agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in Rwanda. The following are key messages from the analysis of literature and findings of the survey as well as expert opinion interviews.

Key findings demonstrate that Rwanda is increasingly setting foundations for different organizations and stakeholders to contribute to the overall country's development process. The role of food and agriculture policies in Rwanda's development process is indubitably recognized though its contribution to the country's GDP.

The agriculture development challenges require however a continuous and active participation of different stakeholders in designing evidence-based policies and strategies that adapt and address these issues. This entails critical research and analysis coupled with an efficient monitoring and evaluation system that insures inclusion of planned interventions.

Despite the noticeable improvement in the agriculture sector, this study suggests that a lot of improvement is still needed for different organizations and stakeholders to fully and actively contribute to the food and agriculture policy process. Areas for improvement are with respect to human capacity development, financial and physical resources, monitoring and evaluation, and evidence-based policing.

With respect to human capacity development, there is need to improve the quality and number of human resources involved in food and agriculture research and analysis. Training of researchers and policy analysts in different areas is critical to improve the skills of staff involved in food and agriculture policy research. Some of the areas that can be considered for the training include the policy analysis and evaluation, monitoring and evaluation, and use of different techniques in policy planning using appropriate software. Therefore, more capacity building is needed beyond staff training that is inclusive of organizational arrangements that are more conducive to policy and implementation effectiveness. For this to happen, it will call for strong collaboration between MINAGRI and research organizations to address the capacity gaps, especially in sustaining an evidence-based policy design and implementation process. Furthermore, inadequate capacity for data collection and analysis were reported as one of the most challenging issues in many of these organizations.

There is also need for each organization to designate a research/analytical team to focus on food and agriculture. In most cases it was found that available researchers and policy analysts are focusing on different activities assigned to their respective organizations with very limited alignment with food and agriculture research. Alternatively, gaps in policy analysis are being supplemented by expertise from hired experts in the domain.

In terms of financial and physical resources, insufficient budget was reported as another important challenge by all surveyed organizations. This is a major constraint not only for implementing the planned activities but also for retaining qualified staff and acquiring adequate equipment for them. Multisourcing approach is proposed as a solution for this issue. In addition, the availability and use of analytical software is still an issue in all the surveyed organizations. Most of the software is not available, not used, or simply not known by different researchers and analysts. Training, is therefore, proposed as a solution to improve staff technical skills.

The monitoring and evaluation framework of the food and agriculture policy process exists. But this is short of skilled personnel and adequate infrastructure systems where the agencies rely on outsourced staff to support M&E. Most of the

evaluation studies by the ministry are done through the outsourcing of skills such as to IFPRI and other research organizations. This results from the shortage of skills in areas such as agricultural economics, making the analysis of food and agriculture data and policy formulation a difficult task. Thus, evidence-based policy remains a challenge to be addressed. Therefore, investments are needed to expand the technical staff and provide adequate infrastructure systems to support a monitoring and evaluation framework to monitor the accomplishment of the objectives, performance, impact, and results of the food and agriculture policy analysis

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## APPENDICES

### Appendix 1: Instruments: Capacity Assessment of the Policy Process Organizations Interview Schedule

This interview will be carried out by the study researcher. Chairpersons and heads of the policy process organizations will be interviewed.

For the purposes of this study, policy process organizations include organizations, committees, councils, boards, task forces, associations, networks, and other similar groups that participate in food and agricultural policymaking processes in the country. They could be formal organizations set up by the public sector such as parliamentary committees, by the private sector such as agribusiness associations, or by civil society organizations such as food security networks or farmer associations. Any informal groups that participate in the policy process should be explored and interviewed as well.

Purpose of the interview: To carry out an assessment of the capacity of the organizations involved in the policy process. This interview is expected to take 1–1.5 hours.

The focus of the interview will be on the core capabilities of the policy process organizations. Each capability is assessed with a select number of indicators. The survey asks the interviewee to reflect on her/his organization's strengths and weaknesses in relation to each of the underlined indicators, as of January 1, 2012. Following the assessment of each capability, the survey asks the interviewee to describe where and how support for organizational and individual capacities is needed. The interviewer records their responses under Suggestions for improvement. Lastly, the interviewer scores the organization based on the scale provided, for each indicator.

General Information			
1.1 Name of the organization/ organization/ committee/ council/ board/ taskforce/ association/ network (from now on referred to as your organization):			
1.2 Name of the evaluator:			
1.3 Date and time of the interview:			
1.4 Location of the interview:			
1.5 Name and contact details:			
1.6 What is your function/role/job title in the organization:			
1.7. List below the names / gender/ education/ current occupation of the other members of your organization/ committee/ council/ board/ taskforce/ association/ network:			
Name	Gender	Education	Occupation
1.			
2.			
3.			
4.			
6.			
7.			
8. (add more as needed)			
1.8 Since when has your organization participated/supported the policy process in the food and agriculture sector?			
1.9 Since when have you personally been involved with this organization?			
1.10 In general, what are your impressions about the role of this organization in policy process?			
1.11 List the organizations and committees in the country that a play similar role in the policy process in food and agriculture sector (please list ALL those mentioned by the interviewee):			
1. _____			
2. _____			
3. _____			
1.12 List the policies/ strategies that were developed in the last five years with the involvement of your organization, and the corresponding policy strategy/ document that was produced.			
1. _____			
2. _____			
3. _____			

**Capability to act and commit—Level of effective leadership in the policy process:**

Leadership is responsive, inspiring, and sensitive. (How would you describe the political leadership of the food and agricultural sector? This refers to the leadership in government policymaking (Minister of Agriculture, Prime Minister, President, or whoever leads the policy process of the sector. Strong leadership is defined as being goal driven, strategic, and operational.)

Strengths:
Weaknesses:
Suggestions for improvement:
Score: 1. Highly responsive; 2. Responsive; 3. Neutral; 4. Non-responsive; 5. Highly non-responsive

Leaders of the policy process organizations provide appropriate strategic guidance (strategic leader and/or operational leader). (To what extent does the leader(s) provide strategic direction to the members of the organization? This refers to all leaders of the political organizations engaged in the policy process —parliamentary committees, food security task forces, and/or policymaking mechanisms and bodies.)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly strategic; 2. Strategic; 3. Neutral; 4. Non-strategic; 5. Highly non-strategic

Member or staff turnover in your organization is relatively low. (Explain the frequency of membership / staff turnover in the organization that is being interviewed, and the reason for its frequency.)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree; 2. Agree; 3. Neutral; 4. Disagree; 5. Strongly disagree

Members and staff of your organization have the necessary skills to use evidence for strategic analysis and other policy related work (Do members/staff have the skills necessary to effectively use the available evidence and knowledge to engage in policy discussions and dialogues? What skills might they need?)

Strengths:
Weaknesses:
How to Improve:
Score: 1. Highly Skilled; 2. Skilled; 3. Average; 4. Low skilled; 5. Very low skilled

Appropriate incentives are in place to sustain members’/staff motivation (What makes members/staff want to contribute to common food and agricultural policy goals? Incentives could be financial, non-financial, awards, recognition, gaining prestige, ability to influence policies, etc.)

Strengths:
Weaknesses:
How to improve:
Score: 1. Very high; 2. High; 3. Average; 4. Low; 5. Very low

There is adequate funding from multiple sources to cover the cost of operations (How diversified are the funding sources of the organization over time? How has the level of funding changed over time? Does the funding cover all of your organization’s costs?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly Adequate; 2. Adequate; 3. Neutral; 4. Low; 5. Very low

### Capability to adapt, learn, and self-renew—Level of effective application of Monitoring and Evaluation (M&E)

Activities, outputs, outcomes, and performance markers are effectively assessed through M&E activities to address the goals of the food and agricultural sector’s programs and policies. (What does the sector level M&E system look at? What type of information does your organization get? At the individual level? Project level? Organizational level?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective; 2. Effective; 3. Neutral; 4. Ineffective; 5. Very ineffective

Sector reviews are performed and other research evidence is collected to effectively assess the effects of delivered products and services (outcomes) for future strategy making. (What type of information does the organization seek and use to make decisions? Does it come from your own reviews or from commissioned research? Does M&E information influence strategic planning and modification of policies and programs?)

Strengths:
Weaknesses:
How to Improve:
Score: 1. Highly effective; 2. Effective; 3. Neutral; 4. Ineffective; 5. Very ineffective

Internal management and evaluation of your organization stimulates frequent critical reflection that results in learning from mistakes. (Do members/staff talk formally about changes to the policies and programs in the food and agriculture sector? If so, how frequent are these meetings? Are members/staff comfortable raising issues that reflect poorly on the government?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective; 2. Effective; 3. Neutral; 4. Ineffective; 5. Very ineffective

Members/staff of your organization feel free to come up with ideas for implementation of agricultural policy objectives. (Do members/staff feel that ideas that they bring for implementation of the program are welcomed, discussed, and effectively used in the policymaking process?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective; 2. Effective; 3. Neutral; 4. Ineffective; 5. Very ineffective



Your organization has an effective system to stay in touch with general trends and developments in the food and agricultural sector. (How does your organization know what is happening in the sector and how does your organization respond to this information?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective; 2. Effective; 3. Neutral; 4. Ineffective; 5. Very ineffective

Your organization is effective in being open and responsive to its stakeholders and the general public. (What mechanisms does your organization have to obtain input from their stakeholders? How is such information processed and what does your organization do with that input?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective; 2. Effective; 3. Neutral; 4. Ineffective; 5. Very ineffective

### **Capability to deliver on mandate and development objectives—Extent to which your organization delivers on planned objectives and mandates**

Your organization has clear operational plans to carry out its mandate and objectives which all members/staff fully understand. (Does each mandate and objective have an operational work plan and budget? Do members/staff apply this plan in their day-to-day operations?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree; 2. Agree; 3. Neutral; 4. Disagree; 5. Strongly disagree

Your organization delivers its planned outputs in a timely fashion. (Are staff able to carry out your organization’s operational plans? Why or why not?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree; 2. Agree; 3. Neutral; 4. Disagree; 5. Strongly disagree

Your organization has mechanisms in place to verify that its services meet client, stakeholder, or beneficiary needs. (How does your organization know that its services are meeting client, stakeholder, or beneficiary needs?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree; 2. Agree; 3. Neutral; 4. Disagree; 5. Strongly disagree

## Capability to coordinate and relate—Level of engagement of your organization in networks, alliances, and collaborative efforts

Your organization maintains effective coordination of its partner organizations and stakeholder groups for the benefit of the food and agriculture sector. (Does your organization engage external groups in developing their policies and strategies? If so, how? Does your organization effectively coordinate all members' roles and make them accountable through continuous interactions?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree; 2. Agree; 3. Neutral; 4. Disagree; 5. Strongly disagree

Your organization effectively maintains relationships with existing networks/alliances/partnerships. (What networks/alliances/partnerships does your organization engage in and why? Are they domestic or international? What do they do together, and how do they do it?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective; 2. Effective; 3. Neutral; 4. Ineffective; 5. Very ineffective

## Capability to achieve policy and strategy coherence—Existence of mechanisms for coherence in the food and agricultural sector

Vision, mission, and strategies are regularly discussed within your organization. (Is there a vision, mission, and strategy for the functioning of your organization? How often does your organization discuss/revise its vision, mission, and strategies? Who is involved in this process?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree; 2. Agree; 3. Neutral; 4. Disagree; 5. Strongly disagree

Operational guidelines to achieve policy and strategy coherence in the food and agriculture sector are in place and the organization effectively follows them to achieve coherence by working with the members and stakeholders. (Are there operational guidelines? What are they? How are they used?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree; 2. Agree; 3. Neutral; 4. Disagree; 5. Strongly disagree

**Any other issues that come up:**

**Thank you very much for your cooperation!**

## Appendix 2: Terms of Reference

### Capacity Strengthening Strategy through Capacity Needs Assessment for Country Level Strategic Analysis and Knowledge Support System (SAKSS)

#### 1. Background

With the Maputo Declaration of Heads of State and Government of the African Union in 2003, the Comprehensive Africa Agriculture Development Programme (CAADP) has become the vehicle for directing agricultural development efforts and partnerships in Africa. To date, more than 30 countries have gone through the CAADP roundtable process and a majority of them are now elaborating their agricultural investment plans which detail key investment areas for achieving agricultural sector objectives.

The CAADP process is progressing in these countries albeit at various rates. One of the key elements needed for the success of the CAADP process and the achievement of its goals at the country level is the continuous generation of evidence for the design, implementation, and modification of various programs and interventions in the agricultural sector. To address this need, the signed country CAADP Compacts identify the need for the establishment of mechanisms for continuous analysis of emerging issues, constraints, and challenges facing the agricultural sector and for developing systems for information generation, monitoring and evaluation, and knowledge management. Thus, the setting up of country-level knowledge platforms, such as Strategic Analysis and Knowledge Support Systems (SAKSS), to focus on country-specific analytical and capacity needs, working in close collaboration with the regional level knowledge platforms (ReSAKSS), is seen as an important initiative in the CAADP process.

At the heart of the CAADP agenda is the need to improve the quality of policy and strategic planning and implementation in order to accelerate growth and progress toward poverty reduction and food and nutrition security. This calls for human and physical capacities, analytical tools, and information to generate credible, timely, and high quality knowledge products to inform and guide agricultural sector policies and in particular planning and review processes. However, the capacity to generate evidence-based information, monitoring and evaluation, and knowledge sharing through effective communication of the information and knowledge to policymakers and promotion of policy dialogue needs strengthening to varying degrees in all countries.

#### 2. Strategic Questions

Key questions around capacity needs assessment and capacity development include:

- 1) What are the country specific needs for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management?
- 2) What individual and organizational capacities are needed for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in the short, medium, and long terms to satisfy those needs?
- 3) How can these capacities be harnessed through their effective use in the organizations involved in the CAADP process particularly for strategic agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management?

- 4) What organizational and capacity constraints exist in the policy process for the policy organizations to play their role effectively to meet the objectives of CAADP?
- 5) How can such capacity gaps be identified and filled?

Answering these questions through a capacity needs assessment and a capacity strengthening strategy is an important first step to customize the SAKSS concept (see Appendix 3) to each country's context and capacity needs.

IFPRI researchers and ReSAKSS coordinators will guide the consultant to carry out the assessment and produce a Rwanda country report, which will be published as a ReSAKSS Working Paper. Findings and recommendations from the survey will be used to design and implement country-specific capacity strengthening strategies towards the establishment of a functional country SAKSS. The April 2012 workshop held in Nairobi provides the basis for initiating the needs assessment exercise in Rwanda and other "SAKSS-ready" countries.

### 3. Objectives

The overall objective of the country level capacity needs assessment is to develop a country-specific capacity strengthening strategy to meet the strategic analysis and knowledge management needs of the Rwanda agricultural sector and rural development. The specific objective of the capacity needs assessment is to identify areas for improving the quality and utility of agricultural policy analysis and investment planning, monitoring and evaluation, and knowledge management in Rwanda. The findings of the study will be used in designing and establishing a Rwanda country SAKSS.

### 4. Context, Levels, and Themes

The development of the capacity strengthening strategy will be undertaken in the context of contributing to the agricultural and rural development process in Rwanda through the establishment of a Strategic Analysis and Knowledge Support System. The capacity needs assessment will be undertaken at three levels: individual, organizational, and policy process levels.

Specific thematic areas for capacity needs assessment will include evidence generation through:

- 1) strategic policy analysis and investment planning,
- 2) monitoring and evaluation, and
- 3) knowledge management and sharing at the country level to help in the implementation of agriculture and food security plans and programs.

Capacity for *strategic policy analysis and investment planning* for example will involve specific research and analytical skills for evidence generation. This will further include skills for data generation, processing, and analysis of policy alternatives and impact assessment of the policies and programs that are implemented.

In terms of assessing the capacity of *monitoring and evaluation* systems, for example, identifying what systems for M&E are in place, strengthening them and improving their synergy to provide sufficient data for producing periodic reports on the performance of the agricultural sector and at the country levels (such as the ReSAKSS flagship Agricultural Trends and Outlook Reports (ATORs)) needs particular attention. These will include, but not be limited to, assessment of:

- 1) indicators (definitions and measurements) for: tracking agriculture and rural development (ARD) policy and planning processes and agricultural funding; monitoring performance in the agricultural and rural sectors; and monitoring changes in development outcomes (such as poverty, food and nutrition security, and hunger);
- 2) data sources on the above, including instruments and tools;
- 3) periodicity of data collection and reporting on indicators;
- 4) data and knowledge management and analytical tools;
- 5) availability of data, tools, and reports, including population targeted; and
- 6) integration of different data and M&E systems for: monitoring and reporting on overall national growth and development objectives and assessing the impact of policies and programs on growth and development objectives.

Assessing the capacity for knowledge management and sharing information will involve, for example, systems for storing and managing data and communicating information using different knowledge products and channels to target different audiences.

Strengthening capacity of the policy process will help identify opportunities for involving policy decisionmakers to demand policy analysis outputs and to put them into effective use. The policy process differs from country to country depending on the nature of leadership and governance. Nevertheless the mapping of the policy process by identifying key players and actors, their roles, and their influence will help in identifying opportunities for strengthening the policy processes for effective implementation of agriculture and food security investment plans.

## 5. Specific Tasks for the Consultant

- 1) Assess the existing capacity for strategic policy analysis and investment planning at the country level. This will require identifying key individuals within those organizations that are currently contributing to generation of evidence for policymaking in the agricultural sector. This level of assessment includes but is not limited to:
  - a. key informants interviews to assess the need for human capacity in terms of total number of professionals and their qualifications needed for strategic policy analysis, monitoring and evaluation, and knowledge management and sharing;
  - b. using formal instruments to identify the existing human capacity in the organizations involved in policy research and analysis, monitoring and evaluation, and knowledge management and sharing;
  - c. identifying capacity gaps by compilation and analysis of disaggregated data by gender, education attainment, and area of specialization; and
  - d. development of a baseline database on individual capacities including their education, training, and experience by organizations which will be used for periodic monitoring of progress made towards implementing the capacity strengthening strategy.
- 2) Assess the organizational capacity and identify areas for improving the quality and utility of agricultural policy analysis, investment planning and implementation, and monitoring and evaluation including strengthening their capacity to produce periodic reports on the performance of the agricultural sector such as the ReSAKSS flagship Agricultural Trends and Outlook Reports (ATORs). These will include, but not be limited to, assessment of:
  - a. development of an annotated list (including map showing linkages) and the roles and responsibilities of the major state and non-state organizations involved in strategic policy analysis, investment planning, monitoring and evaluation, and knowledge management and sharing;

- b. assessing the existing organizational capacity for strategic policy analysis, investment planning, monitoring and evaluation, and knowledge management and sharing and identifying the areas for strengthening their efficiency, effectiveness, and sustainability;
  - c. assessing the existing data and M&E systems related to tracking implementation of agriculture and food security investment plans and identifying areas for strengthening the systems for effectiveness, efficiency, and sustainability; and
  - d. assessing the existing contents and knowledge management systems related to agricultural and rural development and identifying areas for strengthening the systems for their effectiveness, efficiency, and sustainability.
- 3) Assess the organizational and capacity constraints in the policy process related to implementation of agriculture and food security strategies (including development and implementation of investment plans) with particular reference to effective use of evidence (including policy analysis results and M&E data) in policy and program design and in investment planning. Specific activities and outputs will include:
- a. developing a network map of major decision-makers in agriculture and rural development sectors (e.g. ministers, principal secretaries, directors, parliament members, federal executive councils, and state governors, other cabinet members, donors, etc.), their role, and the level of influence through discussions with key informants;
  - b. assessing the demand for policy analysis results, M&E data, and other forms of knowledge by various players and actors of the policy process;
  - c. identifying the cycle of major ARD-related events/policy discussions/planning processes (e.g. budget preparation, etc.) and key M&E data and policy analysis used and demanded;
  - d. assessing how evidence-based information is used by the policymakers and for what purposes; and
  - e. analyzing the current organizational and capacity constraints in the policy process that impede the design and implementation of investment plans and identify specific opportunities for strengthening the policy process.
- 4) Based on the above three levels of assessments across the three themes, develop a capacity strengthening strategy for the Country SAKSS. This will include, but not be limited to:
- a. identification of specific capacity strengthening activities and opportunities for strengthening the individual, organizational, and policy process capacity with particular reference to the components and structure or architecture of the country SAKSS (e.g. coordination team, network, and members (organizations and key individuals), host organization(s), governance structure, and members);
  - b. relating the capacity strengthening activities identified to the roles and responsibilities of the individuals and organizations involved in strategic policy analysis, monitoring and evaluation, development and implementation of investment plans, and knowledge management;
  - c. making suggestions on how individual capacities could be effectively used by the country SAKSS;
  - d. developing an initial capacity strengthening work plan of the SAKSS, including inputs, outputs, and expected outcomes, as well as the roles and responsibilities of different actors to be involved; and
  - e. holding dialogue sessions with key potential actors in the Rwanda SAKSS to build consensus on operationalization issues.

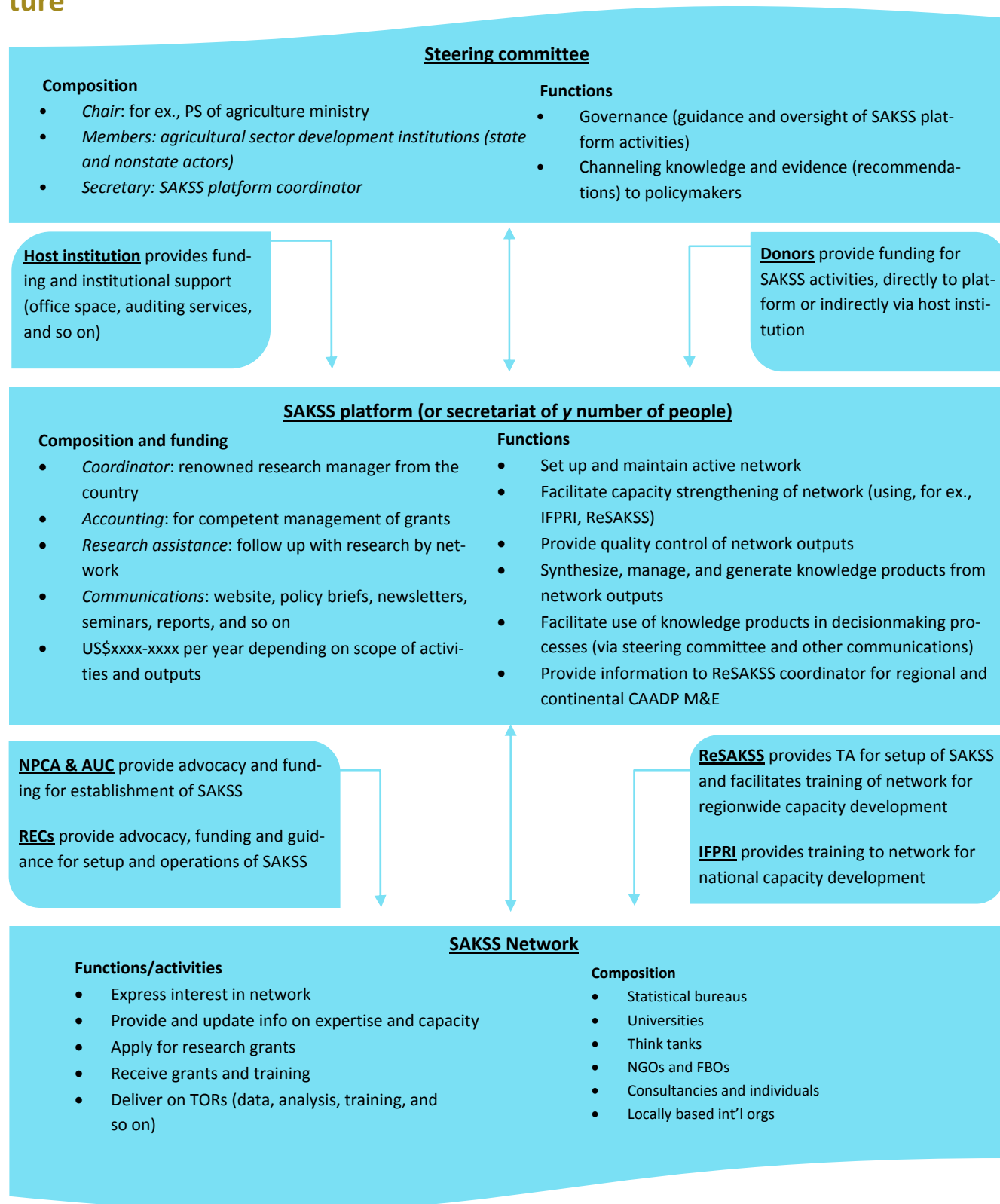
Appendix 4 presents methods to be employed for accomplishing information collection for the first three tasks identified above.

## Deliverables and Timelines

The consultant will develop a detailed implementation plan for discussion and approval by the ReSAKSS-ECA Coordinator before commencement of the study. The main deliverable of this exercise is the comprehensive peer reviewed ReSAKSS working paper on the country level capacity strengthening strategy based on the capacity needs assessment. The working paper will contain three major elements.

- 1) **Needs assessment report:** The needs assessment component within two months of signing contract. This will be based on the first three tasks listed above.
- 2) **Baseline database for capacity monitoring and evaluation:** A major output of the capacity needs assessment exercise is the development of the baseline database that could be tracked and monitored in Rwanda. The capacity development strategy will be linked to the existing capacity and the level of capacity needed through the database. This deliverable is due within a month of completion of the needs assessment report.
- 3) **Capacity strengthening strategy and the full report:** within a month after completion of needs assessment, the capacity strengthening strategy will be developed and incorporated in the full report. The full report will contain all the above elements including an introductory section, a methodological section, and a concluding section. A detailed outline is attached as Appendix 5.

## Appendix 3: A Potential Country SAKSS Operational and Governance Structure





Source: Study Terms of Reference

Notes: AUC = African Union Commission; CAADP = Comprehensive Africa Agriculture Development Programme; FBO = faith-based organization; IFPRI = International Food Policy Research Institute; M&E = monitoring and evaluation; NEPAD = New Partnership for Africa's Development; NGO = nongovernmental organization; NPCA = NEPAD Planning and Coordinating Authority ; PS = permanent secretary; REC = regional economic communities; ReSAKSS = Regional Strategic Analysis and Knowledge Support System; SAKSS = Strategic Analysis and Knowledge Support System; TA = technical assistance; TORs = terms of reference

## Appendix 4: Methods for conducting Capacity Needs Assessment at a country level

The country level capacity needs assessment for developing a capacity strengthening strategy for CAADP process involves the understanding of what capacity exists, what capacity is needed, what gaps exist, and how to fill the gaps. The capacity needs assessment will be conducted at three levels: the policy process level, the organizational level, and the individual level. The capacity assessment will focus on the thematic issues related to (1) Strategic policy analysis, (2) Monitoring and evaluation, and (3) Knowledge management and sharing at the country level to help in the CAADP process or NAIP implementation process. The specific methods at these levels are listed below:

**Policy process level:** The collaborator will identify major actors and players in the policy process through a network mapping exercise conducted with 8-10 key informants who play critical roles in the policy process. Two case studies of the recently developed policies or strategies in the agricultural sector will be used to develop the network map of the policy process. During these interviews information related to the roles of various decisionmakers and the level of their influence in the policy process will be identified. Using the specifics related to the two case studies, issues related to the demand for and the use of policy and strategic analysis, entry points for the use of information from policy analysis, data and briefs from monitoring and evaluation, and knowledge sharing will be analyzed. Finally, the organizational and capacity constraints in the policy process as indicated by the interviews will be documented. A formal questionnaire to guide this process will be used.

**Organizational level:** Organizations identified by the collaborator through the policy process mapping exercise will be interviewed for their capacity needs in accomplishing the tasks related to the thematic issues. This will involve implementing a questionnaire that collects information on the characteristics of the organization and its role in the policy process and the thematic areas identified above. The questionnaire will also collect information related to how the organizations and their units are administered, coordinated, and lead for accomplishing the tasks related to strategic analysis, M&E, and knowledge sharing. Further questions related to how the data and M&E and knowledge sharing systems are organized, what challenges they face, and what outputs are produced will also be part of the interview. Finally, capacity needs for improving the systems and the issues, constraints, and challenges to improve the effective function of the organizations and the units will be identified through the interviews.

**Individual Level:** A formal pre-tested questionnaire will be used to collect information on individual capacity in the organizations that will contribute to the thematic issues addressed above. The survey will involve interviewing heads of the organizations (identified through the two levels above) for information on the individuals involved in the thematic areas, their current qualifications, the need for additional skills and tools, and the gaps that need to be filled through capacity strengthening activities. It is expected that the number of organizations that will be interviewed will vary depending on the country context and the nature of the organizations involved in the policy process.

Resources needed for implementing the study may vary depending on the country. Instruments and guidelines for conducting the information gathering will be developed in consultation with the ReSAKSS Coordinators and consultants identified for the study.

## Appendix 5: Report Format

1. Executive Summary
2. Introduction
  - Background of the study including discussion on related initiatives in the country
  - Literature review (about 2–3 pages)
3. Methodology
  - A summary of the ToRs
  - Description of data collection methods
  - Inception report; to come up with policy process mapping
  - Formal data collection instrument for assessing the capacity needs. The instrument is pretested for adequacy, flow of information, and to ensure collectability
  - Evaluation/Validation of the proposed capacity strategy (as discussed by stakeholders during a workshop)
4. Policy Process Analysis
  - Description of organizations and organizations involved in the policy process (including information gathered via the formal instrument)
  - Linkages between different policy players; Who demands and supplies analysis?
  - Linkage between players to be represented schematically through use of colored arrows to depict the analysis process and show strength/weakness of links between different actors
5. Capacity Assessment Results
  - Present the capacity needs assessment at three levels:
    - i. Individual
    - ii. Organization and
    - iii. Policy process
6. Capacity Development Strategy
  - Present alternatives as to how the SAKSS could be organized
  - The capacity issues to be addressed
  - Links to organizational mechanisms
7. Conclusion
  - Concluding remarks
8. References
9. Appendices
  - 1st (inception) workshop participants' list
  - Instruments
  - List of individuals interviewed
  - 2nd workshop participants' list
  - ToRs



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## Partners and Contributors

This document is a result of a joint effort from IFPRI and ILRI. It has received valuable contribution from the Ministry of Agriculture and Animal Resources in Rwanda, Rwanda SAKSS, and different stakeholders who provided data needed for this capacity assessment.

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Established in 2006, the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports evidence and outcome-based planning and implementation of agricultural-sector policies and strategies in Africa. In particular, ReSAKSS offers high-quality analyses and knowledge products to improve policymaking, track progress, and facilitate policy dialogue, benchmarking, review and mutual learning processes of the Comprehensive Africa Agriculture Development Programme (CAADP) implementation agenda. The International Food Policy Research Institute (IFPRI) facilitates the overall work of ReSAKSS working in partnership with the African Union Commission (AUC), the NEPAD Planning and Coordinating Agency (NPCA), and leading regional economic communities (RECs). At the regional level, ReSAKSS is supported by Africa-based CGIAR centers: the International Livestock Research Institute (ILRI) in Kenya, International Water Management Institute (IWMI) in South Africa, and International Institute of Tropical Agriculture (IITA) in Nigeria. [www.resakss.org](http://www.resakss.org).

ReSAKSS has been established with funding from the United States Agency for International Development (USAID), the UK Department for International Development (DFID), the Swedish International Development Cooperation Agency (Sida), and the Bill & Melinda Gates Foundation. ReSAKSS also receives funding from the International Fund for Agricultural Development (IFAD) and the Ministry of Foreign Affairs of the Netherlands (MFAN). ReSAKSS-WA also receives funding from the Economic Community of West African States (ECOWAS).

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# ReSAKSS

Regional Strategic Analysis and Knowledge Support System

Facilitated by IFPRI 

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