

Summary of the Joint Sector Review for the Agriculture Sector

Given the Terms of Reference for the Joint Sector Reviews (JSRs), the Agriculture JSR was organized on April 1st 2011 around three JSR objectives: (i) The Budget; (ii) CPAF/EDPRS Policy Actions; (iii) Implementation Challenges. This summary will cover these points respectively.

1. The Budget: Priorities and Sector Budget Allocations

The MINAGRI budget allocation for FY 2011-2012 is based on a continuation of PSTA II priorities. For internally financed projects, MINAGRI has six key priorities that in order of importance are: Irrigation, the Crop Intensification Program, Post-Harvest Handling and Storage, Livestock, Export Promotion and Research. An internal financing gap for these priorities of 15.1 billion RwF was elucidated with the majority of additional proposed expenditure going to the GFI Irrigation Program. The Agriculture Sector is a Government of Rwanda priority for financing and it was hoped that some of the gap should be filled with re-allocated funds to MINAGRI.

The CAADP Target of 10% of total Government of Rwanda budget allocated to Agriculture was exceeded in the budget revision of 2010/2011. The 10.2% is likely to be exceeded in 2011/2012 with further increases due in the Agriculture Sector.

2. CPAF/EDPRS Policy Actions

The EDPRS/CPAF report for the period June 2010 to March 2011 indicates that MINAGRI is on track for all its policy actions. There was a concern that parts or elements of two of the policy actions might require approval that is external to MINAGRI's mandate, in particular, 1.5.1 'Draft, endorse and publish Ministerial Guidelines for District Officials for Implementation of the Soil Erosion Law' and 1.5.2. 'Publish and Adopt a Legal Framework for Water User's Associations'. However, the development partners and MINAGRI agreed that both the policy actions would be approved since, from MINAGRI's responsibility, the respective guidelines and Ministerial Instructions are in place. It was decided that in the future, policy actions should not have elements in them that are contingent on factors outside MINAGRI's mandate.

Through permission of MINECOFIN, given that MINAGRI has already met certain targets, quantitative indicator alterations were done for five of the six indicators. Firstly, the *Proportion of Arable Land Sustainably Managed Against Soil Erosion* was revised to 90% in 2011/2012 and 95% in 2012/2013¹. Secondly, the *Area of Marshland Developed for Agriculture Use (Ha)* was revised to 20,000 hectares as the 2011/2012 target and 22,000 hectares as the 2012/2013 Target. Thirdly, *Farm Households to Extension Ratio* was revised to 1:1200 and 1:1000 for 2011/2012 and 2012/2013, respectively. Fourthly, *Production of Key Food Security Crops (1,000 Metric Tons Cereal Equivalent)* is revised to 3,100 and 3235 for the next two financial years. Finally, *Percentage of Livestock in Intensive Systems* has been altered to 55% for 2011/2012 and 62% for 2012/2013.

The Financial Year 2011-2012 policy actions, devised through consultative meetings of the Agriculture Budget Support Group (formerly known as the SWAp Group) and at the Joint Sector Review, are given in the CPAF/EDPRS Policy Matrix.

3. Implementation Challenges and Discussion

1. MINAGRI reflected on EDPRS implementation stating some lessons learnt. Firstly, MINAGRI had reported to the Agriculture Sector Working Group a mid-term evaluation of EDPRS in February 2011. Secondly, MINAGRI noted that some targets should be updated given that MINAGRI's ambitions in many areas, particularly food security, exceed those of 2008-2012 EDPRS Document. Third, that the next EDPRS should make more effort to use research and evidence to link EDPRS targets with actual poverty reduction.

¹ This indicator and its targets were extensively discussed before, after and during the JSR. That is why for 2011/12 and for 2012/13 the SWG has introduced new policy actions which are clearly designed to devise a new methodology and establish a new baseline for the proportion of arable land sustainably managed against soil erosion.

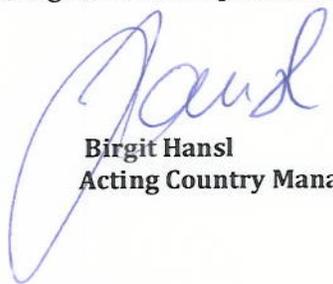
Summary of the Joint Sector Review for the Agriculture Sector

2. Development Partners (DPs) noted the impressive progress made by MINAGRI to meet its policy actions and to meet many of its EDPRS indicator targets. They also commented that the future targets of MINAGRI are ambitious and will lead to further growth in the sector.
3. DPs positively noted the increased policy dialogue through MINAGRI's SWAp process. The participatory monthly Agriculture Sector Working Group (ASWG) meetings and the revitalization of the Agriculture Sector Budget Support Group (formerly named the SWAp Group), which serves as an important forum to discuss budget-support related issues such as Public Financial Management, Monitoring and Evaluation and Capacity Building, has meant improved coordination, harmonization, and mutual accountability in the sector.
4. Food Security was discussed at the meeting with DPs proposing the utilization of the *Ministry of Agriculture's Contribution to the Implementation of the National Multi-Sectoral Strategy to Eliminate Malnutrition in Rwanda*, which was commissioned by FAO, in EDPRS/CPAF Policy Actions. This did not represent a viable clear strategy for MINAGRI. Finally, MINAGRI and DPs agreed that MINAGRI should report on its mid-term implementation of Cabinet-approved *National Multi-Sectoral Strategy for Eliminating Malnutrition in Rwanda (2010-2013)*. MINAGRI is intervening to tackle malnutrition through a number of projects, for example, the One-Cow Programme, One-Cup of Milk and Kitchen Gardens. It was agreed that the PSTA III should include more explicit understanding of the multi-dimensionality of food security and malnutrition
5. Given the differences in agricultural practices and agro-climatic zones, MINAGRI decentralization to RAB Zones is a key policy priority going forward. The institutional arrangement has been legally approved and the full transition to this will occur of the next couple of months. The future One-Cow policy action is part of supporting districts in implementation.
6. MINAGRI alluded that Fertilizer subsidization was a challenge going forward. The group agreed that private markets and distribution channels should be supported.
7. MINAGRI mentioned that purchasing of grain was needed to mitigate the risk of starvation in the country and that the 20,000 MT of Storage proposed would only assist a small region if food production were to rapidly decrease. Post-harvest is considered a high priority for MINAGRI with it being included as an important policy action for 2011/2012.
8. MINAGRI identified the need to get the private sector more involved in the Agriculture Sector. It was stated that at the next Joint Sector Review that the theme of private sector will have special priority. The theme of private sector involved should also be elucidated at the ASWG meetings over the coming months.
9. In relation to Cross-Cutting Issues, the Gender Mainstreaming Strategy for the Agriculture Sector still needs to be costed by an external consultant. MINAGRI is waiting for this process, supported by Canada and UNWOMEN, to be finalized. With regards to Environment, MINAGRI in the FY 2011/2012 budget process was a pilot Ministry for Environmental Mainstreaming. Additionally MINAGRI, with assistance from the Smith School at Oxford University, is formulating a Climate Change Strategy.

Signed by Co-Chairs of the JSR, Kigali, 19th of April 2011


Hon. Dr Agnes Kalibata
Minister of Agriculture and Animal Resources




Birgit Hansl
Acting Country Manager World Bank

