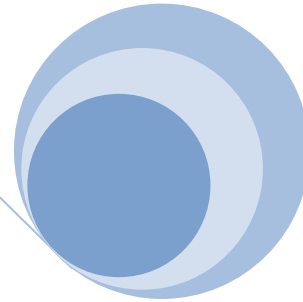
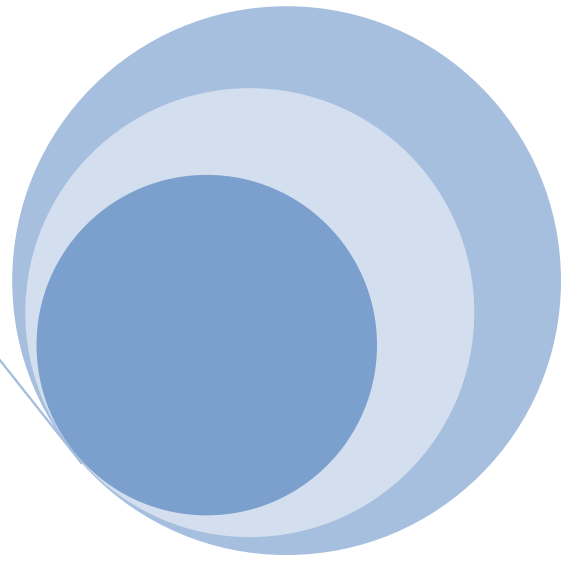




Netherlands  
Development  
Organisation



# Value Chain Market Dynamics and Emerging Decentralized Structures



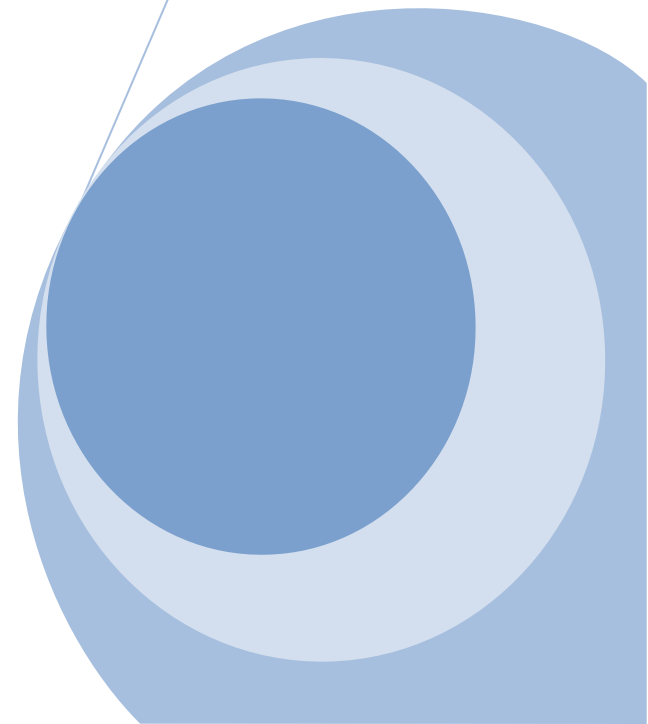
Enabling poor rural people  
to overcome poverty

**A CASE OF RWANDA**

**FINAL**

Submitted By:  
BIDERI ISHUHERI NYAMULINDA  
INNOCENT KARANGWA

**30th JULY 2008**



## Contents

<b>List of Acronyms</b>	<b>4</b>
<b>Executive Summary</b>	<b>5</b>
<b>1 Introduction</b>	<b>7</b>
1.1 Brief Background	7
1.2 Objectives of the study	7
1.3 Methodologies of the research	7
1.4 Limitations	8
<b>2 Understanding Decentralization environment in Rwanda</b>	<b>8</b>
2.1 The current decentralization environment in Rwanda	9
2.2 Major actors, their roles and responsibilities	10
<b>3 Value chains and Markets</b>	<b>12</b>
3.1 Understanding value chains	12
3.2 Opportunities and challenges for market linkages	15
<b>4 Governance for Empowerment</b>	<b>18</b>
4.1 Understanding GfE principles	18
<b>5 Opportunities for partnerships</b>	<b>31</b>
5.1 Local authorities and cooperatives	31
5.2 Local authorities and development partners	31
5.3 Cooperatives and development partners	31
5.4 Cooperatives and private sector	31
5.5 Cooperatives and financial institutions	32
<b>6 Multi-stakeholders platforms</b>	<b>32</b>
6.1 Effectiveness of multi-stakeholder platforms in fostering market linkages/ learning	32
6.2 Joint Action Forums: a living case of multi-stakeholder engagement	33
<b>7 Conclusions</b>	<b>34</b>
7.1 Possible effective roles of SNV and appropriate products and services to improve the enabling environment	34
7.2 Disseminating knowledge and learning through platforms	35
List of Figures:	37
List of Tables:	37
Interviewed persons	37



## List of Acronyms

BDS:	Business Development Services
BNR:	Banque National Du Rwanda
BRD:	Banque Rwandaise de Developpement
CAPMER:	Centre for Support of Small and Micro-Enterprise
CDF:	Community Development Funds
DIP:	Decentralisation Implementation Programme
EDPRS:	Economic Development and Poverty Reduction
GfE:	Governance for Empowerment
ICT:	Information Communication Technology
IFAD:	International Fund for Agricultural Development
JAF:	Joint Action Forum
KIST:	Kigali Institute of Science and Technology
MDG:	Millenium Development Goal
MIG:	Multi- Sector Investment Group
MINEDUC:	Ministry of Education
MINICOM:	Ministry of Commerce, Industry, Tourism and Cooperatives
MINIFRA:	Ministry of Infrastructure
MINAGRI:	Ministry of Agriculture and Animal Husbandry
MINALOC:	Ministry of Local Government and Good Governance
NGOs:	Non-Governmental Organisations
NTFP:	Non-Timber Forest Products
OCIR:	Rwanda Coffee Development Board
PPPP:	Private-Public-Population-Partnership
PSF :	Private Sector Federation
RADA:	Rwanda Animal Development Authority
RARDA:	Rwanda Animal Resource Development Authority
RIEPA:	Rwanda Investment and Export Promotion Agency
RSCS:	Rural Savings and Credit Scheme
RSSP:	Rural Sector Support Program
UNDP:	United Nations Development Programme

## Executive Summary

This study has been undertaken to analyze and document how Rwanda's current decentralization environment and existing structures influence value chains in terms of production, income and employment for small rural producers. Due to the complex nature of the subject, focus has been on analysis of case references of SNV supported value chains and select districts in the country. The objectives of the study included; (1) to expose opportunities and challenges within the decentralization framework and what can be tapped to increase income opportunities for rural producers through sustainable and increased market linkages; (2) to develop knowledge and learning within the Governance framework which can contribute to increased production, income and employment for small rural producers and SMEs in Rwanda (3) To explore what mechanisms may be suitable for dissemination of learnings and best practices within this framework.

Decentralization in Rwanda has been a gradual process in which policies and programs have been introduced in calculated succession for the purpose of ensuring smooth and effective implementation. Some of the policies and programs include the National Decentralization Policy, Economic Development Poverty Reduction Strategy (EDPRS), Vision 2020 Umurenge, Community Development Fund (CDF), Joint Action Forum(JAF) and National Cooperative Policy.

Major players in the implementation of this process besides central and local governments include civil society (international and national development organizations), the private sector, public institutions and producer organizations. Others who play critical roles include include the District Councils and Community Development Committees, which represent interests of beneficiaries.

Within value chains, either thematic or general, cooperatives come across as effective instruments and structures under which small rural producers are organized, towards bringing about desired economic growth and poverty reduction. The Government passed into law, a new cooperative policy<sup>1</sup> that attempts to regulate the formation and management of these producer organizations. This is to ensure their long term sustainability, accountability and profitability in terms of performance in order to improve their member's livelihoods. Under this particular study, focus was put on studying SNV supported value chains (in this case apiculture under Non Timber Forest products<sup>2</sup>) as point of reference in 2 select districts; Ngororero and Nyamagabe where decentralization processes such as Joint Action Fora have been instituted with some measurable successes. In both districts however, cooperatives have been found to be at infancy stages or not yet in compliance with the new cooperative legislation. Challenges and opportunities within the case reference sector in the 2 districts have also been defined around organizational issues, production, financial services and markets.

With respect to enabling environment, support services for value chain development remain crucial such as policy and advocacy, financial services, service provision, research, quality standards, market intelligence, partnership building etc. In apiculture for example, these have been clearly defined as strategic objectives and areas to develop within the National Beekeeping Strategy for Rwanda 2007-2012<sup>3</sup>. However, both districts show evidence of either absence of these services or presence of poor structures making availability of information on and access to these services difficult.

Under governance for empowerment and within the existing decentralization structures, the constitution advocates equal rights for all citizens, where women have at least 30% share in

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<sup>1</sup> (Insert reference footnote on coop policy/law)

<sup>2</sup> Apiculture is a recently emerging value chain in Rwanda in comparison to Coffee and tea

<sup>3</sup> Reference: Rwanda National Beekeeping Strategy 2007-2012 document

leadership roles. In addition, the EDPRS suggests that women leadership within local government councils should represent at least 50% of the council's members. However, governance for empowerment goes beyond gender to include social inclusion and environmental sustainability as well as looking at issues equity and equality, accountability, rule of law, voice and participation. For example, in Ngororero district, half of the members of the cooperative interviewed are youth members highlighting participation, while in Nyamagabe, the vice chairperson of Nyamagabe Joint Action Forum and vice president of the cooperative are women indicating voice.

Looking at measures to address capacity as well as monitoring and evaluation of possible interventions, approaches here are generally described taking into consideration the enabling environment and services necessary for proper functioning of a value chain. Here the role of the Government and other key players are defined in practical terms, based on each institutions capacity and best responsibility within a value chain. Opportunities for partnerships within the framework are also important as these synergies make service provision and linkages between actors more results based. Particularly, well defined partnerships are important between local authorities and cooperatives, local authorities and development partners, cooperatives and development partners, cooperatives and private sector, local authorities, cooperatives and higher learning institutions.

The effectiveness of multi-stakeholders platforms in fostering market linkages has also been analyzed in both districts. From discussions with cooperatives for example, it was evident that platforms have never been explicitly used to address issues of markets and market linkages for the apiculture value chain, neither have actors on these platforms supplied useful and reliable market information to any of the cooperatives. In other words, the platforms are currently emphasizing on representation and equity as a focus rather than market driven agendas. On the other hand, the effective role that SNV as an organization can play within the current set up and based on impact areas supported, revolve around strengthening JAFs to be more inclusive; facilitate JAFs to set up measurable goals that ensure the platforms are results oriented; disseminate information on requirements of formation and management of cooperatives, cooperative laws as well as facilitate market intelligence; undertake advocacy exercise to influence formulation of national sector specific policies for apiculture; as well as ensure active participation of service providers in these platforms.

It is however crucial that dissemination of the knowledge and learning on what opportunities are available be executed to ensure that rural households get an opportunity to improve their incomes through an enabled environment and with partnerships with actors who can provide them with the necessary inputs for this purpose. Other mechanisms of importance also include issues related to market development such as mapping of actors, developing market information systems that are reliable for example through BDS centres and possibly telecentres that are now being introduced in some rural areas.

How various value chains developed in different contexts such as a decentralized environment has never been comprehensively documented before, making this study a preliminary analysis for further reflection on a much broader perspective. Taking into consideration also that the duration of the assignment and extent of actors interviewed was limited, this study tends to be restrictive to a single value chain, in 2 scenarios that may not be reflective of other potential districts where apiculture is much wider practiced but structures of decentralization such as JAF are yet to be instituted. Opportunities abound for value chains such as apiculture as decision making is brought 'closer to the people'. Thus, small producers, if well represented may well be in a position to address, through district platforms challenges they face within various value chains while taking advantages of the opportunities present. The need for value chain actors to assume their realistic roles and responsibilities as well as engage in dialogue of various issues also remains important in ensuring sustainable relationship under these circumstances.

# 1 Introduction

## 1.1 Brief Background

This analysis forms part of the deliverables under the “Strengthening Support Capacity for Enhanced Market Access and Knowledge Management” (SCAPEMA) programme, a joint collaboration between IFAD and SNV ESA. The programme is focused on advocating for policy issues in the long term through developing and disseminating knowledge based on best practices and what works or what doesn’t with service provision and market linkages in various value chains. Deliberations between SCAPEMA implementing countries in 2008 resulted in emergence of various ‘thematic based’ issues that are country specific<sup>4</sup>. For Rwanda, the theme of ‘decentralization’ emerged as an area to explore and share with countries that may have similar contexts (i.e. Tanzania). For Rwanda, Non Timber Forest Products (apiculture) and Coffee value chains were selected for SCAPEMA based on complementarity between sectors supported by SNV and IFAD financed projects in the country, as well as the opportunities for developing value in terms of knowledge, disseminating the same and possibilities of up-scaling. It is also interesting that SCAPEMA based activities in Rwanda are implemented within the context of decentralization, which is different from other countries in the region where also SNV is present. In the past, no independent and comprehensive studies on SNV supported value chains under a decentralized context has been done, hence the need to assess opportunities and challenges of markets with specific reference to SNV supported value chains. This analysis may provide insights into appropriate products that SNV may utilize, to improve knowledge between actors, and foster stronger linkages between small producers and service providers.

## 1.2 Objectives of the study

As per the expected outputs and terms of reference, the objectives of the research include the following:

- To expose opportunities and challenges within the existing decentralization framework and what can be tapped to increase income opportunities for small rural producers through sustainable and increased market linkages,
- To contribute to increased production, income and employment for small rural producers and SMEs in Rwanda through lessons emerging, opportunities for interventions or strengthening and engaging appropriate capacity development services for economic development that fits well within the SCAPEMA programme components and finally,
- To provide useful information for dissemination within SNV in the region as well as with SCAPEMA stakeholders.

## 1.3 Methodologies of the research

The methodologies used were developed to ensure that issue based information around various key pertinent questions are captured. These research questions include:

1. What is the current decentralization context in the country?
2. Who are the major players and what are their roles (direct/indirect, public, private, civil society, etc)?
3. How does the current decentralization environment address or propose to address issues of economic development within the current framework?
4. What are the market linkage opportunities and challenges existing for SNV supported and other value chains within decentralization? What value chains external to these benefit more?
5. How are governance for empowerment issues, including gender, being addressed or implemented in the decentralization environment?(this question might be supportive to SNV Rwanda developing an idea around GfE and value chains within country context)

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<sup>4</sup> Reference: SCAPEMA Annual WorkPlan and Budget 2008

6. What practical measures in terms of capacity development, monitoring and evaluation can be employed (in the short, medium, long term) in order to respond to the challenges above and improve market linkages and enterprises for rural households through districts?
7. What opportunities exist for partnerships within this framework?
8. How can multi-stakeholder platforms be effective in fostering market linkages through learning?(conceptual framework of platforms, institutional frameworks, formal and informal platforms etc)
9. What effective role can SNV play within the current setup based on its impact areas and internal competencies and what are some of recommended approaches it can use?
10. What are the appropriate dissemination mechanisms that can be employed to provide information and strengthen market linkages opportunities within district structures?

Approachs employed included desk review on the concepts and value chains, semi structured interviews with various actors in decentralization and the value chains e.g.officials working in government departments, government agencies, local governments officials at disrict level , staff in relevant NGOs, as well as private sector stakeholders in the apiculture value chain. In addition, focused group interviews were conducted with cooperative members so as to collect their views on the relevance of decentralisation to their value chain. Of relevant reference has been the use of Governance for Empowerment questions integrated within the value chain framework as guide to collect data from respondents. Respondent sample sizes were not predetermined as this would have demanded extensive preparation on the side of target groups with people in the field. Since collected data was highly qualitative in nature, there was no need of applying specific empirical tools for data analysis. Nyamagabe and Ngororero districts were selected as disricts of focus because they represent districts in the country where Joint Action Fora have been instituted with some measurable successes. Likewise, apiculture as value chain was purposefully selected as a case of reference because it represents an emerging value chain that exhibits promising prospects in terms of improving production, income and employment in rural areas in a cost efective and environmentally sustainable manner.

## 1.4 Limitations

As mentioned earlier, how various value chains develop in different contexts such as a decentralized environment has never been comprehensively documented before, making this study a preliminary analysis for further reflection on a much broader perspective. Taking into consideration also that the duration of the assignment and extent of actors interviewed was limited, this study tends to be restrictive to a single value chain, in 2 scenarios that may not be reflective of other potential districts where apiculture is much wider practiced but structures of decentralization such as JAF are yet to be instituted. The restrictive time duration of the assignment also made it not possible to interview a comprehensive list of respondents particularly for focus group discussions<sup>5</sup>, as well as making it impossible to visit collection centres. However, assuming that the rural cooperative members, who live in the same hill, form a homogeneous society, it was concluded that participants' views were representative of the rest of the target groups. Also taking into consideration JAF structures at their current forms, using an instrument that has no predetermined measurable goals has made it difficult, if not impossible, to collect data for quantitative analysis. Nevertheless, the findings of this study provide diagnostic results that form a basis for future quantitative research design.

## 2 Understanding Decentralization environment in Rwanda

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<sup>5</sup> William G. Zikmund (2003, p.119), *Business Research Methods 7<sup>th</sup> Edition*, Thomson Asia Pte Ltd, Singapore

## 2.1 The current decentralization environment in Rwanda

In May 2000, the Government of Rwanda (GoR) formally adopted the National Decentralization Policy, the main purpose being to ensure political, economic, social, managerial, administrative and technical empowerment of local populations to fight poverty by participating in the planning and management of their development process<sup>6</sup>. The Government of Rwanda's vision for decentralized service delivery seeks to ensure effective and sustainable use of public resources to enhance equitable delivery of basic services.

In its National Decentralization Policy, the **Government of Rwanda** acknowledges that local communities have better experience and knowledge about their environment. They are therefore better placed to identify their development needs and potentials. As such, the decentralization policy has been specifically designed to empower local governance structures with appropriate autonomy to bring public administration closer to the people, and to make local governance accountable to the electorate. The capacity of citizens to participate in planning, implementing, monitoring and evaluating sustainable poverty reduction and socio-economic development with their collective and individual potentials is therefore reinforced through decentralization.

Rwanda has adopted decentralization as a vehicle for enhancing good governance and eradicating poverty in a sustainable way. Within this framework, a number of policies and programs, including the Community Development Fund, EDPRS, "Vision 2020-Umurenge" program and the development of these concepts along local Millennium Development Goals (MDGs), and these have been progressively implemented to improve coordination of development initiatives, consolidate management of available resources and strengthen social capital as important attributes of good governance.

Despite the Government's good intention, the assessment of implementation of decentralization policy revealed different hurdles. For example, it was found that the sectoral decentralization process has not been fully embarked upon hence several sectoral laws and strategies are not in consonance with the overall decentralization policy. On the institutional development and capacity building, shortage of skilled personnel raised a lot of concern, while Community Development Fund (CDF) was found not yet able to effectively and efficiently finance community development initiatives and projects at district level as well as put in place coordinated local development financing mechanisms. Also other institutions such National Tender Board, Office of Audit General, Ombudsman are not adequately represented nor appreciated at all administrative levels. On the other hand, lack of appropriate data and information on which to base planning projections pose another problem. With regard to fiscal decentralization and finance management, there was a problem of inadequate funding and delayed disbursement of central Government, inadequate mechanisms for monitoring budgeting and public expenditure management, inadequate information on revenue potentials and generation levels in local governments and inadequate financial management and accounting capacities in local governments. Furthermore, it was found that there is unfavorable sectoral decentralization environment due to low levels of appreciation and internalization of decentralization policy by almost all Ministries. Not only that but also sectoral budgets are not sufficient for implementation of sectoral strategic at all levels.

Concerning coordination and collaboration, some institutional structures have not been effective for lack of framework and operational guidelines, whereas the tendency of civil society organization to work on their own has resulted into limited initiatives for the coordination of their activities. In addition, there have been problems in cultural and cross-cutting issues which include: low representation of women because majority of them are illiterates, and even those who are elected do not understand their responsibilities. Also, whereas generally there is inadequate in funding for HIV/AIDS, the infection is not given the attention that it deserves especially in rural areas. It has

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<sup>6</sup> Government of Rwanda (2008), "Rwanda Decentralization Implementation Program 2008-2012 (DIP) Final Draft"

also been found that there is less integration of environmental education and awareness, for which there is inadequate involvement of civil society at the local level. Likewise, rural districts are not connected to Information and Communication Technology (ICT) basic infrastructures. Even if the districts were connected, inadequate skilled personnel would make it difficult to implement.

In the same vein, the Vision 2020 Umurenge<sup>7</sup> identifies several target groups and delivers packaged interventions designed to meet the specific needs of each group. It has been stated that assistance will be given to owner-cultivators with small land and who live below the poverty. by various initiatives aimed at increasing agricultural and livestock productivity. These include terracing schemes, supplying new crop and livestock technologies, improving the post-harvest environment (storage, processing) and providing access to financial services. In Rwanda's Economic Development and Poverty Reduction Strategy (EDPRS)<sup>8</sup> <sup>3</sup>, the Vision 2020 Umurenge is viewed as a highly decentralized integrated rural initiative.

To enhance and deepen the decentralization process, SNV Rwanda used local experience to support the national policy by devising a methodology known as Joint Action Forum (JAF). This forum provided a framework through which various stakeholders' initiatives could be coordinated and harmonized for a more equitable development process that promotes partnership (private-public-population-partnership-PPPP) among development actors and also to stimulate sense of ownership of the beneficiaries. The forum began at provincial level and later devolved to the district level. The plan, however, is to introduce the same forum in all sectors in the country so as to give more people opportunity of participating in decision making. Thus, as decentralization is moved down to the Umurenge level, more citizens will be empowered not only to participate in decision making for matters that determine their destiny but also they will have full responsibility in implementing those decisions.

## **2.2 Major actors, their roles and responsibilities**

The Community Development Fund, EDPRS, "Vision 2020-Umurenge" program and the development of the concept of local Millennium Development Goals (MDGs), have been progressively implemented to improve coordination of development initiatives, consolidate management of available resources and strengthen social capital as important attributes of good governance.

According to Decentralization Implementation Programme (DIP), the overall purpose is to achieve sustainable economic growth and social development, whose major purpose is to attain equitable, efficient and effective pro-poor services and local development in an environment of good governance. The primary objective of the DIP is therefore to support Local Governments to successfully fulfill their roles and responsibilities. Each activity of the program, being implemented at either central or local level, aims at reinforcing Local Government Authorities together with their key partners for socio-economic development namely Public, Private Sector and the Civil Society. These major players are expected to be fully engaged in successful partnerships for effective delivery of good governance and decentralization. As such, the following players are engaged in the decentralization process.

### **2.2.1 The District Council**

The District Council, which ordinarily meets quarterly, has among its key responsibilities the democratic endorsement, promotion and monitoring of the district's main development activities, as well as the approval of fiscal regulations and budgets. The Council is also responsible for local development and constructions. This organ represents the main decision making body for Local Governments to plan and monitor development actions and, in this context, also according to the objectives defined in the Decentralization Implementation Program. It also plays its role as a democratic body representing citizens in local decision-making processes.

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<sup>7</sup> (insert reference on Vision 2020Umurenge and meaning of Umurenge)

<sup>8</sup> Government of Rwanda (2007), "Economic Development and Poverty Reduction Strategy 2008-2012"

### **2.2.2 The Role of Civil Society**

In particular, good governance requires effective decentralised participation by the governed and their organised social partners. By promoting civil society involvement, they ensure that citizens have the means to express their preferences, engage in dialogue with policy-makers and influence public decisions. This ensures that the interests of ordinary people, including women, disadvantaged minorities, children, the poor, labour, professional associations, traditional groups and authorities, private voluntary organisations, etc. are taken into account in policy decisions and resources allocation. By promoting civil society involvement, they ensure that citizens have the means to express their preferences, engage in dialogue with policy-makers and influence public decisions.

The role of civil society participation's in decentralised governance is reflected in ensuring government institutions become more transparent, accountable and more responsive at the local level; local government has augmented capacity for effective management; people have greater access to improved government information; local and central governments have access to increased and improved grassroots information; more people vote in local and national elections and legislatures become more representative and levels of poverty fall through increased empowerment, which result from the above gains.

### **2.2.3 The role of private sector**

The Private Sector has got very important role to play in the realization of poverty reduction. It is envisaged that this will be achieved by having a private sector which is the main driving force of industrial development in virtually all economies and - through changing patterns of production, investment and trade which promotes the economic growth. Thus, the private sector will be built on the combined strength and linkages between large, medium, small and micro enterprises which is an essential prerequisite for triggering economic dynamism, enhancing productivity, transferring and diffusing new industrial technologies, maintaining competitiveness, and contributing to entrepreneurship development.

### **2.2.4 The Community Development Committee**

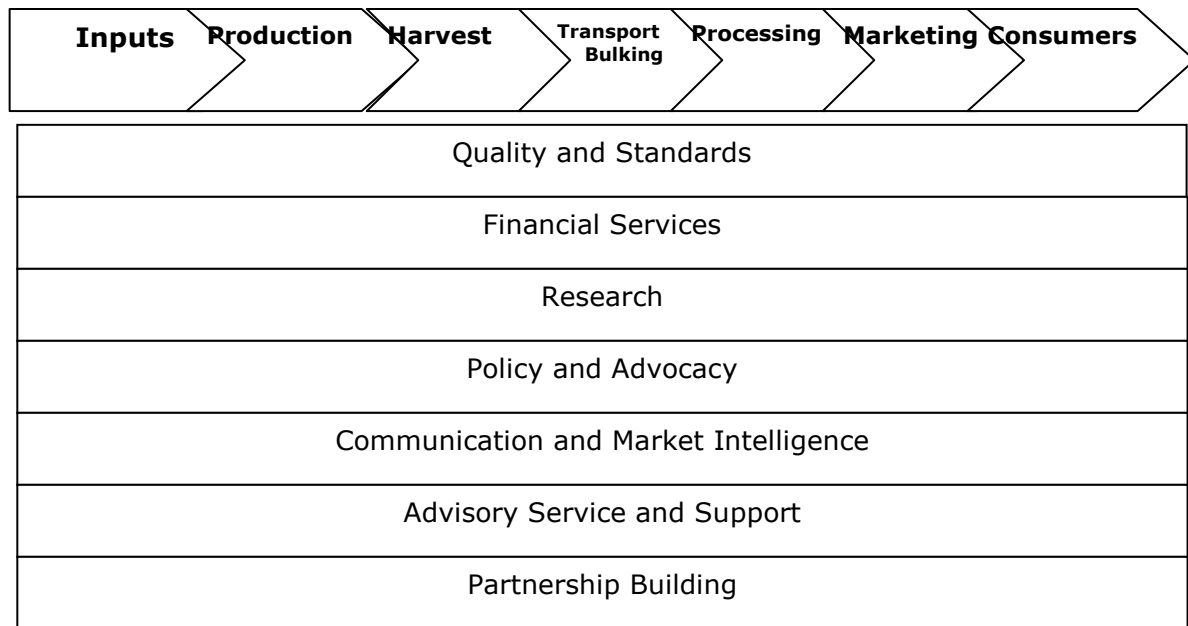
The Community Development Committee technically supports the District Executive Committee in order to identify the needs of districts in terms of socio-economic development. In so doing, it is involved in preparation of its development action plans; monitoring and control of activities and projects at district level; supervise administrative and finance issues at district level. In addition, it prepares project proposals of the district development budget; and organizes training of the population with regard to development activities.

### 3 Value chains and Markets

#### 3.1 Understanding value chains

A value chain is generally defined as all the firms that buy and sell from each other in order to supply a particular set of products or services to final consumers. It is also defined as a connected series of organizations, resources, and knowledge streams involved in the creation and delivery of value to end customers. It is also viewed as a string of companies or players working together to satisfy market demands for a particular product<sup>9</sup>.

On the other hand, value systems integrate supply chain activities, from determination of customer needs through product /service development, production/operations and distribution. The objective of value systems is to position organizations in the supply chain to achieve the highest levels of customer satisfaction and value while effectively exploiting the competencies of all organizations in the supply chain. In a value chain business arrangement, each actor in the chain must focus on maximizing the economic, environmental and community benefit to all the members of this value chain. Thus, members in a value chain need to share business information with one another so that all can make better decisions that affect the group.



**Fig:1 Typical example of a value chain**

<sup>9</sup> Frank Lusby (2007), "Value chain programming design: market-based solutions for MSMEs and Industry Competitiveness", U S Agency for International Development, Office of Micro-enterprises Development"

### **3.1.1 Case example: Apiculture value chain**

Beekeeping is emerging as value chain in Rwanda, with increased attention being directed to development of the sector over the last 2 years, though the sector has been in existence for many years. However, the sector still faces numerous challenges, especially in the organization of the value chain. Traditionally, apiculture products have remained dominant in the informal market channels, with most of the production going to manufacture of traditional brews and medicines. Beekeeping is an ideal off farm activity that is suitable for cash strapped rural households. It is easy to start and requires small input in terms of land, labour and capital. It is also one of the only agricultural activities with no known detrimental effects to the environment, save for when it is poorly practiced<sup>10</sup>.

Beekeeping is also important as a source of supplementary incomes to practicing rural households, which allows them to pay for school fees, basic food items, and construction and repair costs of houses, purchase of bicycles amongst other activities. In some cases, it has been demonstrated that beekeepers have more confidence in applying for loans than some non-beekeepers during good harvesting seasons<sup>11</sup>. With regard to employment, the percentage of women employed in beekeeping sector has increased from 24 % in 2006 to 27 % in 2007<sup>12</sup>. In terms of contribution to economic development objectives of vision 2020 and the EDPRS, beekeeping directly or indirectly contributes towards between 38% - 45% impact indicators from national development strategies as well as MDGs<sup>13</sup>.

In terms of incomes, beekeeping average gross annual incomes per household of approximately US\$ 400 from an economic number of 5 hives, taking into account 2 production seasons. The farm gate price of honey averages US\$2.00 /Kg, whereas at retail level, private sector firms average US\$2.5/kg (after deducting purchasing, packaging and labor costs). On the other hand, in the coffee sector, the average gross annual incomes at household level is US\$ 240 from 500 coffee trees and the actual farm gate prices average US\$1.4 /Kg.

From baselines conducted in December 2007 in 12 districts, there were 10,444 beekeepers in 7 cooperatives, and of whom approximately 40% were active.. These cooperatives traded 102, tones of honey in 2007, up from 64 tunes in 2006, valued at US\$183,333 as compared to incomes from other value chain actors (private sector) which was US\$139,000. This clearly shows how beekeeping value chain can contribute to poverty alleviation if the sector is well organized and supported. Nevertheless, this sector is not as organized or as supported as other value chains such as coffee and tea, and lacks sector specific policies that may provide direction for the value chain at national level.

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<sup>10</sup> Poor harvesting techniques in some countries have seen to destruction of forest due to forest fires though these are usually controlled.

<sup>11</sup> ARDI (2007), "Statistiques sur les conditions socio-économiques des apiculteurs"

<sup>12</sup> Baseline data SNV Rwanda Dec 2007(collected from 12 most potential districts in Rwanda)

<sup>13</sup> SNV (2008), "SNV Rwanda PIE country strategic paper 2008-2009"

District	Cooperative	Beekeepers	% women	Production (Kgs)	Value (Frw)	Value (US\$)
Kirehe	KOPAKI	2371	819	15000	15.000.000,00	27.272,73
Nyamagabe	UCOWANYA	1600	421	30000	30.000.000,00	54.545,45
Gicumbi	CAR	1395	334	13438	13.438.000,00	24.432,73
Nyamasheke	KOPANYA	1553	353	17704	17.704.000,00	32.189,09
Rusizi	COPARU	1594	461	16516	16.516.000,00	30.029,09
Rutsiro	COAPIRU	460	73	2872	2.872.000,00	5.221,82
Burera	FAV	1471	338	6953	6.953.000,00	12.641,82
<b>Totals</b>		<b>10444</b>	<b>2799</b>	<b>102483</b>	<b>102.483.000,00</b>	<b>186.332,73</b>

**Table 1: 2007 NTFP sector baselines Dec2007**

### **3.1.2 Cooperatives as tools for empowering the economically active poor**

The history of cooperatives in Rwanda shows that all of them have been “parachuted”, that means created from the top<sup>14</sup>. At the time of its independence in 1962, Rwanda had 8 registered cooperative totaling 22,475 registered members. These cooperatives were governed by the two decrees of 1949 and 1959. In the 1960-1970 decades, new cooperatives emerged especially artisan cooperatives.

The post-genocide period was marked by the destruction of the movement due to the human & material losses and the trust-capital. The frequent change of supervision and the multiplication of stakeholders without coordination and consultation and the lack of national regulations in the cooperative sector led the existing entities to isolation.

The current vision and agenda of cooperatives is to promote strong and autonomous cooperatives which facilitate the global development of producer organizations within the country so that they provide an important contribution to the national economy. Based on the current decentralization framework, cooperative movement is expected to be in a position to serve equitably and efficiently its members, in view to contribute to the poverty alleviation, and to social integration.

Thus, cooperatives are regarded as tools for poverty reduction. In this regard, cooperatives are likely to play a greater role in mobilizing producers and enhancing the use of economies of scale by ensuring efficient management of collective resources both human and material. Consequently, any support that is geared towards providing an enabling environment for cooperatives to do business, and protection mechanism from the dishonest managers and government officials can result in successful and profitable value chains.

### **3.1.3 Case example: Cooperatives in Nyamagabe and Ngororero districts**

Quoting the current Nyamagabe district cooperative officer, there are about 27 cooperatives in the district, of which 10 have been registered. These include fruits growers, potatoes, rice and beekeeping cooperatives. 5 cooperatives are beekeeping cooperatives with members totaling 3,000. Due to lack of cooperative officers at the sector level, district level agricultural officers attend to all matters related to cooperatives as well. It was further explained that after intensive sensitization, there is now understanding amongst the population on the difference between associations and cooperatives.

<sup>14</sup> Government of Rwanda (2006), “Sector Strategies Document: Cooperative Sector”

Nevertheless, the following were highlighted as major problems confronting cooperative movement in the district.

1. Poor management of cooperatives - this is manifested in some cooperatives being managed by semi illiterate managers or incapable managers.
2. Ownership – full ownership of cooperatives by members still lacking
3. Some members shift their allegiance to other associations once incentives are given by some donors.
4. There are problems of credit management whereby individuals may use credit for the purposes other than that he/she had applied for.
5. The district cooperative officer does not participate in JAF; rather, the Director of Planning represents the cooperative department and other functional departments such as agriculture, veterinary, etc. However, the fact is that the director of planning cannot fully represent the interests of these departments because he/she does not have full information about these departments and cooperatives.

Currently, members of these cooperatives have been encouraged to be in small and manageable groups of about 20-30 individuals to bulk their hives together for production, peer learning, security and easy provision of services by extension officers. This is the model applied and practiced by members of an association called *Komera Muvumvu Group* which is under Cyanika Apiculture Cooperative (COACYA) in Nyamagabe district. Where a sector has enough number of members, they can form a cooperative. However, when the number is not enough, members in that sector can join other members in neighbouring sectors to form a primary cooperative. Contrary to this approach, it has been alleged (though this cannot be confirmed) that, the district director of planning tried to establish a district cooperative union from the top without primary cooperatives, a move which became unsuccessful.

On the other hand, cooperatives in Ngororero are mainly made up of young people (both women and men) with a very small number of elderly people. According to the president of Imbaraga cooperative in Bwira sector, the decision to encourage youth to join cooperative was based on the fact that they (youth) are always ready to adapt to changes and that they have the energy to implement their decisions. The cooperative has a base membership of 37 members with almost equal number of women and men. Some of the challenges the cooperative faces includes:

- The issue of registration and complying with the new cooperative policies
- Membership base for the cooperative is still low thus capital through share subscription is very low
- Access to input suppliers, service providers and market information is still a problem; however the products are sold locally without any problems.

### **3.2 Opportunities and challenges for market linkages**

Generally, the opportunities of market linkages would depend on the availability of relevant market information and linkages between producers and traders. This information would include market competitiveness (number of supply and demand side actors, volumes of product); size of the market and trends (is the market growing or or shrinking?), demographic and seasonality factors and other related information. This information would enable value chain actors make sound business decisions. However, for the cooperatives interviewed, a proper information mechanism accessible to them for market information does not exist. This raises the question as to how different actors share market information amongst themselves. Whereas respondents indicated that there is no market information reaching their cooperatives, there are private sector buyers who are procuring honey from beekeepers. In the absence of such information, the private sector firms operating in these two districts are well networked and have say over farm gate pricing of products.

Some value chains such as coffee and tea have clear national policies which among other issues govern the production and marketing of these products. For example, institutions such as OCIR Café

and OCIR Tea Companies were established explicitly to coordinate production and marketing, as well to ensure that these value chains become profitable to the growers and increase foreign exchange earnings for Rwanda. Consequently, it has been easier for the government to monitor and evaluate the performance of those sectors based on availability of reliable databases. The support rendered to these sectors include facilitating service provision for inputs i.e. fertilizers, promoting establishment of coffee washing stations for quality improvement and brokering international market linkages. Small producers in these sectors have also been organized into associations (now in cooperatives) for the purpose of improving quality of their produce while at the same time establishing formal marketing obligations.

Nevertheless, the growers of Coffee and tea value chains often experience poor inputs distribution, whereby the Rwanda Agricultural Development Agency (RADA) monopolizes distribution of fertilizers and improved seeds, which have to be purchased from its headquarters in Kigali. This in turn adversely affects the timely delivery of such vital inputs to growers. However, generally, the application of improved seeds and fertilizer in Rwanda is still low with only 10% of farmers using improved seeds while only 5% farmers use fertilizers. In addition the quantity of fertilizers used at 5kg/hectare remains very low.

Besides the absence of national sector specific policies, challenges for and opportunities in apiculture value chain for example can be summarized, based on the findings as follows:

**Table2: Opportunities and challenges in apiculture value chain**

	<b>Challenges</b>	<b>Opportunities</b>
<b>Policy issues</b>	<ul style="list-style-type: none"> <li>• Sector specific policies are still non-existent</li> <li>• New cooperative policies have been passed<sup>15</sup>. Understanding of the cooperative law and policy remains low amongst district officers; New coop laws do not emphasize on economic viability of coops prior to registration, which is a short coming of the law; Cooperative laws still need clarity on protection of members from unaccountable or dishonest officials</li> </ul>	<ul style="list-style-type: none"> <li>• National Beekeeping Strategic plan 2007-2012 is in place;</li> <li>• JAFs as multi-stakeholder platforms are emerging strongly in districts</li> <li>• Strategy will also address issue of quality and standards of practice and products in the market</li> </ul>
<b>Production</b>	<ul style="list-style-type: none"> <li>• There is a lack of input supplies and service provision directly impacting production volumes and quality of products(beekeepers remain poorly trained, collection centres poorly managed and equipment expensive)</li> <li>• Poor infrastructure makes bulking expensive</li> <li>• In some areas, taboos still bar women from practicing apiculture</li> <li>• Chemical intensive agricultural practices in areas surrounding apiaries have impacted colonies and production negatively</li> </ul>	<ul style="list-style-type: none"> <li>• Sector is less labour intensive and complements other farming economic activities</li> <li>• The sub-sector is gender sensitive and provides opportunity for social inclusion</li> <li>• National beekeeping strategic plan is focusing on improving service provision in terms of collection centre establishment, equipment supply, financial services and markets through partnerships</li> </ul>
<b>Organizational/Institutional issues</b>	<ul style="list-style-type: none"> <li>• Many associations still focused on social cohesion and not business oriented; Poor management of cooperatives due to semi-illiterate representation; Ownership of coops by members is still low</li> <li>• Databases within coops on production, trade by members, active producers lacking</li> <li>• Current coops not audited and thus their leaders remain unaccountable<sup>16</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Newly emerging cooperatives are business oriented in comparison to associations which focused on social cohesion; Cooperatives are making service provision much easier</li> <li>• Emerging cooperatives also foster gender and social inclusion in terms of participation and voice</li> <li>• New laws will ensure increase of active members</li> </ul>
<b>Financial services</b>	<ul style="list-style-type: none"> <li>• Few cooperatives have bank accounts and if present, accounts are not financially healthy</li> <li>• Associations have no collateral to access financial services</li> <li>• Credit products specific for beekeeping do not exist</li> </ul>	<ul style="list-style-type: none"> <li>• Cooperatives provide a more concrete guarantee for producers to access financial services</li> <li>• Increased membership directly impacts share capital through subscription</li> <li>• Cooperatives have the long term possibilities of engaging banking practices such as Savings and Credit Schemes</li> <li>• Financial institutions are now showing interest in the sector</li> </ul>
<b>Marketing</b>	<ul style="list-style-type: none"> <li>• Reliable MIS are not available for coops</li> <li>• Contracts with private buyers informal and largely controlled by demand side</li> <li>• Bulking is still a problem due to lack of collection centres and infrastructure making volumes unattractive</li> <li>• Post harvest handling of honey has a negative impact on the quality of honey reaching the market.</li> </ul>	<ul style="list-style-type: none"> <li>• Domestic demand at retail and consumer levels for high quality honey is still high</li> <li>• Farm gate prices for honey in Rwanda remain high in comparison to other regional countries<sup>17</sup>.</li> </ul>

<sup>15</sup> Reference: Cooperative law gazette notice.....

<sup>16</sup> Provided for in section 56 of the Cooperative Law 2007

<sup>17</sup> Beekeepers in Ngororero district earn an estimated Farm gate price of Frw 1,500/Kg (or US\$2.75/Kg) for raw honey, whereas beekeepers in Nyamagabe earn an estimated Frw 1000 (or US\$1.83Kg). Prices in Nyamagabe are monopolized by a single buyer while in Ngororero, many private small buyers are involved.

## 4 Governance for Empowerment

### 4.1 Understanding GfE principles

According to the UNDP, governance is the system of relations, values, policies, institutions and processes by which a society manages its economic, political and social affairs at all levels in society (UNDP). The general good governance principles have been identified to include: effectiveness and efficiency, rule of law, participation and responsiveness, accountability/transparency and equity/inclusiveness<sup>18</sup>. It has also been argued that decentralization enhances good governance<sup>19</sup>. In this respect, Governance for Empowerment (GfE) approach is a specific take on good governance, which seeks a change in power relations that expands assets and capabilities of poor people to co-shape (participate in, negotiate with, influence, control and hold accountable) institutions, policies, values, relations and processes that affect their lives.

Within value chains, the GfE principles remain applicable and relevant and can be explicitly monitored at various value chain steps and segments to ensure an enabling environment persists within the value chain. GfE principles can also be entrenched within the value chain through awareness creation and dialogue in multi-stakeholder platforms as well as promoting win-win partnerships between value chain actors. Principles can be monitored regularly by being included as indicators by platforms in their result based planning and objectives. While there isn't any standard formula of approaching GfE issues in value chains, an example of possible guiding questions can be extrapolated, such as that developed by SNV Rwanda for the NTFP sub-sector and which may be an entry point in pin-pointing areas of concern and addressing them in the apiculture sector.

#### 4.1.1 Addressing issues of enabling environment for markets

Issues of enabling environment for markets can be approached at 2 levels; i.e. national level and international level. . At the national level, the enabling environment is defined by activities that support products/services along the value chain including policy formulation, service provision in terms of inputs and financial services, advisory, Research and development, standards etc. At the international level however, most of the market related issues focus around quality standard requirements of products. In the 2 districts studied, it was clear that the need for service provision in terms of inputs and financial services, as well as quality control mechanisms still remain key challenges at that level. In general, the national beekeeping Strategy 2007-2012, coordinated by the Rwanda Animal Resource development Authority intends to undertake activities that would ensure a conducive environment for value chain actors to do business. This is because, the strategy was designed along value chain development concepts.

At the international market levels, only intermediaries such as exporters benefit more, with producers not aware of development at this level. The Rwanda Investment and Export Promotion Agency has taken initiatives to unlock markets in the Middle East that are less stringent and demanding of export requirements in comparison to other market destinations such as the EU. However, intermediaries with capacity to bulk huge volumes tend benefit more from the high prices paid by buyers from these markets rather than cooperatives. Cooperatives are not directly linked to these markets and the quality control aspects of ensuring good quality products are bulked for export remains a key entry point to expanding the Middle East markets. While partnerships between producers and private sector must be reliable, there is also need to dispense realities of the market situation through transparent intelligence mechanisms to ensure that price issues are market driven.

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<sup>18</sup> SNV Governance for Empowerment (GfE) in PIE: a discussion paper with attempt to give guidelines for including GfE in PIE

<sup>19</sup> UNDP(2002) Local Governance for Poverty Reduction in Africa Concept Paper

#### **4.1.2 Chain Indicators and guiding principles factors within GfE**

One of the characteristics of good governance is “equity” whereby men and women have equal opportunity to participate or involved in different activities under consideration<sup>20</sup>. The constitution of Rwanda advocates equal rights for all citizens and in view of this, it has been provided for that women should occupy at least 30% share in leadership or voice. Thus gender has been included as a priority focus because men and women experience the process of development and the impact of policy in different ways.

On the basis of this, even the EDPRS suggests that women’s representation on local committees should be strengthened. Within the study for example, in Nyamagabe district, the JAF vice chairperson and the chairperson of Cyanika Apiculture Cooperative are women.. Further, 45% of members of Cyanika Apiculture Cooperative are women. This exposes a good mix of participation and voice. In Ngororero district, representation is more directed to participation through gender and social inclusion rather than voice, with both youth represented by about 90 % of membership and 50% women. On issues of people with disabilities, so far there are no statistics available at district level which can provide the level of representation. On environmental issues, there have been deliberate efforts by small producers to plant trees in areas of poor or diminishing vegetation cover. Considering that Rwanda is a small country, with a high population density<sup>21</sup> and very little unused land left for expansion environmental issues take precedence in land use planning initiatives and conservation of protected areas and parks.

For different value chains, various guiding questions and approaches can be developed along the value chain steps or in concordance with the principles of Governances. These in turn can defined appropriate products and service that may be useful in addressing GfE in value chains An example of such a framework in NTFP can be as below;

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<sup>20</sup> SNV ( ) what is governance? Getting to a definition

<sup>21</sup> Insert reference on population density

**Table 3: Case example of GfE framework for apiculture**

<b>GOVERNANCE PRINCIPLES</b>	<b>ISSUE</b>	<b>EXPECTED RESULTS (OUTCOME)</b>	<b>PRODUCTS</b>
Effectiveness & Efficiency	Access to and use of resources (finance & equipment)	<ul style="list-style-type: none"> <li>Inputs are affordable</li> <li>Resources and inputs are available for production</li> </ul>	Value Chain Financing (VCF)
	Cooperatives' management	<ul style="list-style-type: none"> <li>Beekeepers are well organized</li> <li>Barriers to entry are known and canceled</li> </ul>	Group Strengthening (GS)
	Collaboration and coordination among stakeholders	<ul style="list-style-type: none"> <li>Service providers are adequate to support production</li> </ul>	Multi-Stakeholder Platforms (MSPs)
Equity, Inclusiveness & Responsiveness	Visibility of women & youth in coops	<ul style="list-style-type: none"> <li>Beekeepers equally access service provision</li> <li>Women &amp; youth are well represented in coops</li> <li>Other marginalized groups are well represented in coops</li> </ul>	Group Strengthening (GS)
	Public sector commitment	<ul style="list-style-type: none"> <li>Do beekeepers benefit from public resources equally?</li> <li>Are beekeepers well represented in JAFs?</li> </ul>	Effective Public Policy Management (EPPM) & Multi-Stakeholder Platforms (MSPs)
	Profitability	<ul style="list-style-type: none"> <li>Profit levels / incomes at farm gate are reasonable</li> </ul>	Group Strengthening (GS)
Rule of Law	Legal framework	<ul style="list-style-type: none"> <li>Policies governing production are there</li> <li>Policies pro or counter beneficial to production are there</li> </ul>	Effective Public Policy Management (EPPM) & Group Strengthening (GS)
	Implementation of policies and regulations	<ul style="list-style-type: none"> <li>Cooperatives are compliant with new laws</li> <li>Cooperatives understand well policies</li> <li>Cooperatives get good contracts</li> <li>Cooperatives honor contracts with FIs and Buyers</li> <li>FIs and buyers honor contracts with beekeepers</li> </ul>	Group Strengthening (GS)
	Collaboration	<ul style="list-style-type: none"> <li>Cooperatives are consulted on policy issues by Government</li> </ul>	Effective Public Policy Management (EPPM) & Multi-Stakeholder Platforms (MSPs)
Accountability & Transparency	Management of coops	<ul style="list-style-type: none"> <li>Cooperatives are managed transparently</li> <li>Cooperatives are financially</li> </ul>	Group Strengthening (GS)

		<ul style="list-style-type: none"> <li>transparent</li> <li>Resources are properly accounted for</li> </ul>	
Participation & Voice	Gender equity & youth consideration	<ul style="list-style-type: none"> <li>Women and youth are represented in decision making within JAFs</li> <li>Women &amp; youth participate in decision making in cooperatives</li> </ul>	Effective Public Policy Management (EPPM), Multi-Stakeholder Platforms (MSPs) & Group Strengthening (GS)
	Public & Private Partnership	<ul style="list-style-type: none"> <li>Service providers at production level participate in JAFs</li> <li>Cooperatives participate in decision making in JAFs?</li> </ul>	Effective Public Policy Management (EPPM) & Multi-Stakeholder Platforms (MSPs)
	Members' equity within the coops	<ul style="list-style-type: none"> <li>Beekeepers have voice in cooperative management</li> </ul>	Group Strengthening (GS)

### **4.1.3 Measures of addressing governance challenges: Case example of Non-Timber Forest Products**

Measures that may be employed towards addressing governance challenges have been discussed based on five dimensions that have been found to affect or likely to affect the general performance of the apiculture value chain. These dimensions include: the role of the government, organizational, production, finance and marketing. Government support for the sector in terms of policy and regulations are likely to make the sector succeed. Issue of governance can also be addressed using dialogue or advocacy with platforms at district and sector level, by sensitization of actors on the importance of governance for Empowerment issues as well as integrating these into the district and sector level planning to ensure that there is adequate monitoring and evaluation. The way producers are organized also impacts ability of cooperatives to function effectively and will have an impact on the performance of individual cooperatives and the sector as a whole. Table 4, presents the summary of challenges under the above mentioned areas, proposed measures in short, medium and long term and the anticipated actors.

**Table 4: Challenges and the proposed measures**

Type	Challenges	Proposed measures			Actors
		Short term	Medium term	Long term	
On the government side	JAF not inclusive	Information on all development actors	Invitation to participate	Audit JAF performance based on the goals set	District authority & Sector leadership, independent actor
	Impact of JAF exactly not known	Set clear goals and indicators	Set measurable goals & methodology	Monitoring & evaluation qualitative and quantitative	MINALOC, District authority, SNV and other actors
	Lack of national policy on beekeeping	Consolidated data on the value chain by involving other actors	Policy preparation	Sharing the policy with other stakeholders	MINAGRI assisted by SNV
	District leadership/officials do not fully understand coops	Continue sensitization through workshop /seminars	Set goals to be achieved by coops in the district	Monitoring & evaluation	Coops Task Force/Coop Directorate (MINICOM)/SNV
	Weak cooperative department	Evaluate current performance	Share the findings, look for solution	Coops officers at the district level, be provided with necessary support	MINICOM
	Economic viability of coops overlooked	Assist coops to prepare economic viability	Train coop managers	Include condition of economic viability in coop law for registration	District/SNV/MINICOM
	Lack of mechanisms to protect coops members from unaccountable officials	Institute mandatory coop auditing	Rules and regulations for coop auditing	Decentralize auditing at district level and later to sector level	MINICOM
	Production	Lack of access to inputs	District to assess needs	Mechanisms for procurement	Ensure affordable means of acquisition (leasing/on credit)
Low production per hive		Train beekeepers	Gradually upgrade from traditional to modern hives	Monitoring & evaluation	MINAGRI/District authorities/RSSP
Lack of production skills		Train beekeepers	Monitoring and evaluation/Train	Monitoring and evaluation	SNV/District authority/coops leaders
Application of insecticides in the fields (coffee, tomatoes)		Joint planning involving growers and beekeepers	Decide on the timing of spraying	Monitoring and evaluation	District authorities/ coops/MINAGRI
Lack of beekeeping specialists		Design/acquire beekeeping	Select higher institution (preferably agricultural)	Train and sent officer to districts	MINAGRI/MINEDUC

Type	Challenges	Proposed measures			Actors
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		syllabus			
	Poor infrastructures and lack of operational collection centres	Involve beneficiaries in identifying critical areas	Involve beneficiaries in implementation (manpower contribution-community work/Umuganda)	Request assistance from central government and private sector	District authority/ MININFRA
	Less emphasis on by-products	Train beekeepers	Identify potential market	Provide market information/Link coops to the market	RIEPA/ RPSF/ SNV/district authorities/coops
	Poor post-harvest techniques	Train beekeepers	Assist to acquire containers	Monitoring and evaluation	SNV/District authorities/ Coops
Organizational	Poor management of coops	Identify training needs	Training coops leaders/ provide budget for coops' leaders honoraria, salaries for treasurer	Monitoring and evaluation	SNV/District authorities/ coops

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	Fear of coops assets being embezzled	Avoid nepotism in recruitment	Guarantors needed for treasurers	Insure coops against theft	Coops leaders, District authority
	Possibility of duplication where there are more than one value chains	Form multipurpose cooperative	Departmentalize according to the activities	Hire competent personnel	Cooperative leaders/District cooperative officer
	Lack of sense of ownership of coops	Sensitize members to pay share capital	Build confidence through transparency, hold general meetings/special meetings, present audited report and annual budget, abide by bylaws	Monitoring and evaluation	District coop department/ coops leaders
	Unstable coop membership due to some NGOs'	Inform NGOs not to disrupt coops	NGOs only to deal with coops instead of associations	Monitoring and evaluation	MINICOM/district authorities/coops

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	Lack of mechanisms to protect coops members from unaccountable officials interference	Institute mandatory coop auditing	Rules and regulations for coop auditing	Decentralize auditing at district level and later to sector level	MINICOM
	District coop officer not participating in JAF	Advise the district authority to include DCP	Analysis of coops performance	Supervise the implementation	SNV/district authorities/DCP
	Lack of reliable data base for planning for the value chain	Design template for data collection	Train how to use the template	Collect data, consolidate, analyze	SNV/Coops/MINALOC/ District authority/ National institute of Statistics
	Lack of business knowledge for coops leaders	Design training	Train coops managers	Monitoring and evaluation	SNV/district/coops
	Illiterate coops leaders	Assess the magnitude of the problem	Select trainable ones	Advise members to elect capable leaders	SNV/district authorities/coops
	Coops do not keep	Design specific	Train managers and	Monitoring and evaluation	SNV/Coops

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	Lack of mechanisms to protect coops members from unaccountable officials	Institute mandatory coop auditing	Rules and regulations for coop auditing	Decentralize auditing at district level and later to sector level	MINICOM
	books of accounts	books of primary entries for coops	treasurers		
	No auditing in coops	Assess the present approach	Hire external auditors	Monitoring and evaluation	Directorate of coops
	Members do not attend meetings	Sensitize them towards attitude change	Form different committees to involve more members	Monitoring and evaluation	SNV/District/coops
	Major players do no set goals to achieve	Involve members to identify areas, set goal & spell time span	Implement	Monitoring and evaluation	All major players
	Finance	Repayment schedules that does not take into account	Suitable credit products for the sector should be	Involve BNR, BRD and IFAD	Pursue possibilities of rural Savings and Credit

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	principles of agro-based financing	considered			
Marketing	Few members have bank account	Establish Rural Savings and Credit in each coop	RSCS to provide loans to members	Encourage members to open up accounts with the banks BPR of MFI(upgrading)	SNV/Coops
	Individual members have no collaterals	Coops/RSCS to act as guarantors	Coops/RSCS to be guarantors	Train members how to write simple business plans for bank loans	SNV/Coops
	Unfair partnership between coops and private firms	Involve district coop officer during negotiation	Present the outcome of negotiation to members for approval	Train coop managers in negotiation skills/provide mechanism for availing timely market information to coop leaders	Coops, SNV, MINCOM, RIEPA, CAPMER

Type	Challenges	Proposed measures			Actors
		Short term	Medium term	Long term	
On the government side	JAF not inclusive	Information on all development actors	Invitation to participate	Audit JAF performance based on the goals set	District authority & Sector leadership, independent actor
	Impact of JAF exactly not known	Set clear goals and indicators	Set measurable goals & methodology	Monitoring & evaluation qualitative and quantitative	MINALOC, District authority, SNV and other actors
	Lack of national policy on beekeeping	Consolidated data on the value chain by involving other actors	Policy preparation	Sharing the policy with other stakeholders	MINAGRI assisted by SNV
	District leadership/officials do not fully understand coops	Continue sensitization through workshop /seminars	Set goals to be achieved by coops in the district	Monitoring & evaluation	Coops Task Force/Coop Directorate (MINICOM)/SNV
	Weak cooperative department	Evaluate current performance	Share the findings, look for solution	Coops officers at the district level, be provided with necessary support	MINICOM
	Economic viability of coops overlooked	Assist coops to prepare economic viability	Train coop managers	Include condition of economic viability in coop law for registration	District/SNV/MINICOM
	Lack of mechanisms to protect coops members from unaccountable officials	Institute mandatory coop auditing	Rules and regulations for coop auditing	Decentralize auditing at district level and later to sector level	MINICOM
	Relationship between coops and private firms is informal	Prepare regulations/rules that will govern such relationship	Involve as many members as possible	All contracts to be approved in the general meetings	Directorate of Coops/ Coops
	Lack of technical and marketing skills	Assess the training needs/ design basic modules	Train managers	Monitoring and evaluation	SNV
	Collecting centers that are very far	Use one of the members' compound	Use locally available materials to build a simple shade	Establish more modern centres but based on feasibility study	RSSP, SNV District authorities/ Coops
	No value addition	Assess level of output for each coop	Establish partnership with KIST to design simple and cheap honey extraction machines through applied	Each coop or jointly to acquire simple extraction machine if developed/ involve more coops	Coops/Directorate of Coops (MINICOM), KIST, SNV

Type	Challenges	Proposed measures			Actors
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	Lack of mechanisms to protect coops members from unaccountable officials	Institute mandatory coop auditing	Rules and regulations for coop auditing	Decentralize auditing at district level and later to sector level	MINICOM
			technology		
		Poor post-harvest handling techniques	Train members how to handle honey hygienically	Arrange for availability of containers/packaging materials	Introduce incentives for the best performing coop/ Monitor and evaluation

## **5 Opportunities for partnerships**

Within the current framework, potential opportunities for partnership exist between local governments and other development actors such as NGOs; cooperatives and NGOs operating in that particular area, cooperatives and private sector; local governments and cooperatives and local governments, cooperatives and higher learning institutions.

### **5.1 Local authorities and cooperatives**

Partnership between the local authorities and cooperatives can include sensitizing members on advantages of subscribing to cooperatives, addressing issues of accountability and protection of members from dishonest members and by revising or not introducing bylaws that may be obstacles to the effective functioning of cooperatives. For example, there have been cases whereby some local authorities introduced unnecessary taxes on farm produce such as potatoes which increased farm gate prices on potatoes but did not benefit farmers. Instead, this move increased the final consumer prices which resulted into public outcry and it was later abolished by the ministry in charge of commerce. Local governments can as well be witness of all formal contracts between the cooperatives and private partners so as to ensure transparency and fairness as well as provide their advice where it is necessary.

### **5.2 Local authorities and development partners**

On the other hand, local authorities can work with other development actors for the purpose of providing a more conducive environment that encourages efficiency and effectiveness in service delivery to the people. Since development actors possess different competencies in expertise and capabilities financially, local authorities need to tap them to complement what they already have.

### **5.3 Cooperatives and development partners**

Likewise, cooperatives can take advantage of the presence of some NGOs operating in their areas. What is important is for cooperatives to identify their problems and priorities, and make this the basis of negotiation with facilitators. However, facilitators using their expertise also need to advice cooperatives on management issues and strategic planning so that their implementation can have better results. Ultimately, the facilitator should ensure that the cooperative leadership acquires the necessary skills and competence to deal with the problems in that particular area so as to avoid dependence.

### **5.4 Cooperatives and private sector**

Another important area of partnership is between cooperatives and private sector. This is so crucial in developing cooperatives because the private sector always possesses more market information, knowledge of markets and are key actors who influence turnover of production. In most cases however, poor leadership and this lack of market information by cooperatives provides private sector actors with more leverage when negotiating with cooperatives on prices. Nevertheless, this can be checked if negotiations are transparent, involve knowledgeable mediators and are based on reliable up to date information. But since it is not entirely possible for traders and buyers to disclose all material facts of business, the cooperative leadership needs to update themselves from other noteworthy sources and institutions such as Rwanda Investment and Export Promotion Agency (RIEPA), Private Sector Federation (PSF) and CAPMER to name a few, which possess very vital and update market information on several value chains.

## **5.5 Cooperatives and financial institutions**

Indeed cooperatives need to have capital and liquidity for day to day operations and investments. For that reason, partnership between cooperatives and financial institutions is imperative so as to enable them access financial services. For example, cooperatives could establish partnerships with the Rwandan Development Bank for the purpose of accessing long term investment capital, whereas partnership with the Popular Bank and some MFIs can ensure cooperatives have access to short term credit and trade finance for operational and business purposes.

Fostering of these partnerships are possible through engagement of actors within existing platforms at district level as well as through direct intervention of development organizations that have expertise in knowledge brokering and advocacy. The following chapter is more descriptive of how platforms are effective in fostering these partnerships, dialogues and linkages.

## **6 Multi-stakeholders platforms**

### **6.1 Effectiveness of multi-stakeholder platforms in fostering market linkages/ learning**

Multi-stakeholder processes enable different perspectives to be presented and debated, scenarios and options to be evaluated, decisions taken and action implemented. It is all about bringing together different stakeholders (actors) who have an interest in a problem situation and engaging them in processes of dialogue and collective learning that can improve innovation, decision-making and action<sup>22</sup>.

From this perspective, multi-stakeholder processes contribute to the broader idea of social learning. Social learning has been defined as the process by which communities, stakeholder groups or societies learn how to innovate and adapt in response to changing social and environmental conditions. Social learning actively engages different groups in society in a communicative process of understanding problems, conflicts and social dilemmas and creating strategies for improvement. Thus social learning is more than just 'community participation' or learning in a group setting. At the heart of all these issues is engagement and coordination across sectors and between the public, private and civil society spheres. Consequently, in Rwanda, multi-stakeholder platforms were formed to provide an opportunity whereby all actors share their experiences and coordinate their actions so that they can avoid duplication of interventions during implementation. This has been conceived and tested by some development organizations and later found to be providing answers to the problems resulting from lack of coordination among development actors at provincial and District levels.

In the example of SNV Rwanda, these platforms are called Joint Action Forum (JAF) and were initially introduced at provincial level, later devolved to district level to serve the same purpose of inclusive planning and participation by actors in the districts.

Currently, the multi-stakeholder platforms in place do not focus on market linkages since most of the players do not have market information that may be beneficial towards linking producers and markets. At district level, mechanisms for collection of market information and stakeholders present lack the capacity to gather and consolidate this information before it is disseminated to value chain actors. In addition there is also a concern whether the end users are in apposition to adequately use whatever information they receive in a beneficial manner. Therefore, mechanisms at district level such as the existing BDS centres may be used to collect and sharing marketing information with value chain actors as well as training small producers on how to use that information, otherwise

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<sup>22</sup> John Woodhill (2004), Facilitating Complex Multi-Stakeholder Processes: A Social Learning Perspective-A Working Paper

these platforms will remain restricted to addressing governance issues at the expense of including market development and linkages.

Nevertheless, platforms can be effective in fostering market linkages if for example, the issue is an explicit agenda in each session, on the performance of each major value chain in a district. However, this demands the availability of reliable and up to date data on production volumes, prices, local demand and potential export inquiries. These statistics and information may be sourced from national institutions such as RIEPA, Private Sector Federation (PSF), CAPMER, and the National Institute of Statistics. The district JAF can also provide a template in which necessary data for all important value chains are recorded and subsequently consolidated at the district level for analysis, such that it becomes easier to prepare district strategies for each value chain in question. In order to ensure the ownership of the process and to prepare a ground for smooth implementation, the preparation of such strategies should involve all concerned actors and partners.

## 6.2 Joint Action Forums: a living case of multi-stakeholder engagement

To enhance the implementation of decentralization process, the Government of Rwanda with the support of SNV-Rwanda introduced the concept of Joint Action Forum. The Joint Action Forum (JAF) was conceived as a methodology for a development actors’ forum. This was prompted by the fact that there was a vacuum at both province and district levels concerning coordination and harmonization of various development stakeholders’ initiatives. Later, the Ministry in charge of Local government, requested SNV Rwanda to assist provinces and districts establish Joint Action Forums (JAF) as platforms for local development actors, each one in its capacity, to develop common agendas, complement each others interventions and pursue the same objective of poverty alleviation.

JAFs are meant to be consultative bodies for information dissemination and promotion of cooperation among actors supporting local socio-economic development and social welfare of the population. It aims at coordinating activities of all development actors so as to promote coordination of efforts and efficiency, as well as avoid duplication of efforts in development actions. In particular, it is expected that when JAF is established at Sector level, and is adequately strengthened, will make a direct contribution to the implementation of the DIP.

JAF’ main responsibilities include:

- To advise the CDC on development activities of the Sector in line with its attributions;
- To make follow up of service provision to the community and to monitor the implementation of poverty alleviation programs in the Sector;
- To promote a participatory planning process based on community needs and to identify the basic community priorities in poverty alleviation programs and service delivery;
- To coordinate activities of development actors in order to harmonize working relations and complementarities and to equitably distribute development projects in the Sector.

Similarly, the DIP also aims to reinforce and utilize the JAF at District level as an important organizational body for DIP implementation at the local level. Table 5 below presents the compositions of JAF at both district and sector levels whereby at sector level, JAF seem to be more inclusive than at district level.

**Table5: The composition of the General Assemblies of District and Sector JAF**

<b>Sector JAF</b>	<b>District JAF</b>
Executive Secretary of the Sector <ul style="list-style-type: none"> <li>• Professional in charge of Development in the Sector</li> <li>• Representative of each registered association in the Sector</li> <li>• Representative of Faith Based Organization recognized by the GoR</li> <li>• Representative for each registered cooperative</li> </ul>	<ul style="list-style-type: none"> <li>• Vice mayor in charge of Economic Development and Finance</li> <li>• Director of Planning of the District</li> <li>• Representative of each registered NGO operating in the District</li> <li>• Representative of each Faith Based Organization operating in the District</li> <li>• Representative of national Youth Council of the</li> </ul>

<ul style="list-style-type: none"> <li>• Representative of the community engaged in small scale trade</li> <li>• Representative of development projects/programs</li> <li>• Representative of each NGO Representative of national Youth Council of the Sector</li> <li>• Representative of national Women Council of the Sector</li> <li>• Council of the Sector</li> <li>• Executive Secretary of the Cell</li> </ul>	<ul style="list-style-type: none"> <li>• District</li> <li>• Representative of national Women Council of the District</li> <li>• President of the Forum at Sector level</li> </ul>
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Source: Government of Rwanda (GoR) Decentralization Implementation Programme

Thus, decentralization implementation has employed a multi- prong strategy so as to ensure the expected results are achieved. Although they have been problems in implementation of the decentralization process, reports from different parts of the country indicate that progress has been registered in terms of quality of life improvement.

## 7 Conclusions

### 7.1 Possible effective roles of SNV and appropriate products and services to improve the enabling environment

The following brief explanations are about products and services that SNV has adopted as its global unique approaches in economic Development in a bid to contribute to pro-poor Production, Employment and Income (PIE) realization.

- **Producer Group Strengthening** – which involves facilitating the growth and graduation of informal businesses to the formal sector through SNV products and service interventions. Strengthening legitimacy, credibility and viability of the different forms of economic group of “economically active poor”
- **Multi Stakeholder Platforms (MSPs)** – which aims at promoting efficient and equitable linkages for the economically active poor along the value chain. Also this involves promoting strategic partnerships with key stakeholders using the Public Private Partnership (PPP) model (Private sector, civil society, government bodies). Not only that but also it is expected to promote “meaningful dialogue” focusing on impacts and economic performances, strategic planning, cooperative implementation or action, collective monitoring and mutual learning.
- **Market Intelligence** – which intends to promote access “to both” supply and market information in an interactive manner along the segments of the value chain capturing market signals.
- **Value Chain Financing** – which focuses on facilitating sustainable business linkages between service providers and their clients along the segments of the value chain.
- **Strengthening Value Chain Service Providers** - developing the capacities of services providers so that they are able to capacitate primary chain actors as well as secondary actors such as local government, chambers of agriculture, trade and industry, private sector foundations, knowledge centres and research and academic institutions.
- **Effective Public Policy Management-** which aims to facilitate the processes of design, implementation, and evaluation of public policies under an analytical framework for effectiveness and inclusion.

Whereas these products and services serve as good approaches, the challenges is on how to measure their effectiveness in bringing about their desired goals, developing specific dimension(s) for each product so that they can be used in defining or assessing the extent of success or failure with regard to its partners and clients From the above, Multi-stakeholder platforms or JAFs in this case appear strongly as a product, through which other blends of products can be used.

SNV in partnership with other actors has so far played a very constructive role from conception of the JAF idea to its testing and broader functioning. However, the challenge remains as to whether

or not JAF will really be a tool that not only provides a platform for local development actors to complement each others' interventions, but also a vehicle through which the poor will be empowered economically. To achieve this, JAF has to be evaluated not only on frequency/number of meetings held and the size of participation, but also on the extent of representation as well as review of whether or not set goals are being achieved within a stipulated time frame. The latter will provide the basis for monitoring and evaluation by the beneficiaries and any other interested parties. This will ensure that JAFs remain as results oriented as possible.

Based on the value chains of the study, some recommendations and areas of improvement have been singled out for increased support as follows:

- **JAFs are not inclusive:** It has been stated that all actors who contribute to the development of the area are free to attend JAF; however, the fact is that not all actors are represented in JAFs. Thus, it is important that identification and mapping of all actors at district/sector level who are meant to be represented in JAF be undertaken. This mapping can also be used to advise district leadership accordingly. For example a case where district agricultural officer and cooperative officer are represented by the district planning officer.
- **Impact of JAF is not exactly known:** It still remains difficult to assess the impact of JAF on beneficiaries. This is due to the fact that emphasis has been on representation without putting in place mechanisms for measuring outcomes of JAF meetings. As this demands setting measurable goals, SNV can use its experience to assist each actor in the district JAFs and later sector JAFs to set goals upon which monitoring and evaluation can be done.

Some recommendations are also forthcoming with specifics to the value chains of study. These can also be supported through appropriate products and services to ensure that the value chains are efficient within the decentralization environment.

- **Clarity and understanding of cooperative policies:** It is important that there is clarity and understanding of cooperatives and cooperative policies by local government officials to ensure that they are properly instituted and managed. This will also ensure that producer are well represented in decision making and their interests safeguarded.
- **Lack of national policy on beekeeping:** There is currently no sector specific policies for the apiculture sector for example since it remains an emerging sector. However, the MSPs can influence policy makers to start the process of policy formulation for the sector.
- **Lack of reliable database for planning:** Sound mapping at district and sector levels through coordination of district authorities will be important to influence planning through reliable data and information. This is still a challenge due to budgetary constraints for local authorities. However, other organizations may play this role on behalf of sector actors through financing data collection and mapping activities.

## 7.2 Disseminating knowledge and learning through platforms

For all partners in apiculture value chain to arrive at meaningful pro-poor decisions and strategies, the existence of timely, reliable and relevant information flowing among and between all stakeholders is essential. It is also important that as strategies contribute towards economic development, that appropriate market driven Information Systems be developed. These can be multi-sectoral and support numerous value chains.

Once such information systems are available, the mechanism of dissemination to all stakeholders has to be designed, adopted and implemented. In Rwanda for example, 8 Business Development Services centres have been established so far under the Private Sector Federation in different districts of the country. These centres are meant to be one stop shops for market and business information by enterprises and investors. However, these centres still remain underutilized. Market Intelligence and information can be managed through these well equipped centers and mechanisms of dissemination established i.e. regular meetings with cooperatives, participation in JAFs, periodical newsletters, internet for the more enlightened district actors, radio programs(as radio is the most utilized media by local populations) etc.

There is also the development of and growing penetration of Information and Communication Technology in rural areas that provides quicker and more convenient methods of communication. Therefore, as more Telecentres are introduced in more rural hinterland, this information can as well be sent through telephone calls, and once these Telecentres start providing Internet services, cooperatives through their marketing departments can use the same for receiving marketing information and also for communicating with their customers. While it may be hard to believe that e-marketing will be possible in rural areas, but it remains to be the best way the poor producers can be linked to buyers who are competitive. JAFs could be effective in ensuring that actors are aware of information on their value chains as well as foster increased networking with service providers.

## List of Figures:

Fig:1 Typical example of a value chain

## List of Tables:

Table 1: 2007 NTFP sector baselines Dec 2007

Table 2: Opportunities and challenges in apiculture value chain

Table 3: Case example of GfE framework for apiculture

Table 4: Challenges and the proposed measures

Table5: The composition of the General Assemblies of District and Sector JAF

## Interviewed persons

1. Mr.Gakwaya Tito- Manager, PPPMER II Component
2. Mr. Nteziryayo Gilbert- Manager, PPPMER I Component
3. Ms Sangwa Dianne-Manager, support to Sustainable Development of Financial Services-PPPMER
4. Mr. Ntukanyagwe Aimable - CAPMER
5. Mr. Muzungu - In-charge of Monitoring and Evaluation, PPPMER
6. Mr. Mugabo Damien-Head of Task Force, Cooperatives, MINICOM
7. Mr. Norbert - Rwanda Agriculture Development Agency
8. Mr. Mushumba Desire-Head, Beekeeping Department, ARDI
9. Mr. Harelimana Mupenzi-District Officer-Nyamagabe District
10. Mr. Mugabowingoga Bernard-Executive Secretary of Beekeeping Multisector, Investment Group
11. Mr. Mukundimana Emma-marie - Member "Komera Muvumvu Association", Cooperative Apiculture de Cyanika
12. Habihirwe Aloys- Member "Komera Muvumvu Association", Cooperative Apiculture de Cyanika
13. Ms. Mukashyaka Jacqueline - Member "Komera Muvumvu Association", Cooperative Apiculture de Cyanika
14. Mr. Bucyabaruta Claver- Member "Komera Muvumvu Association", Cooperative Apiculture de Cyanika
15. Ms. Uwimana Anonciatha- Member, "Komera Muvumvu Association", Cooperative Apiculture de Cyanika
16. Mr. Sibomana Jean Claude –Member, Imbaraga Apiculture Cooperative-Bwira Sector Ngororero
17. Mr. Ntaganda Viateur- Member, Imbaraga Apiculture Cooperative-Bwira Sector Ngororero
18. Ms. Niyitanga Vestina- Member, Imbaraga Apiculture Cooperative-Bwira Sector Ngororero
19. Mr. Abishaka Jean Damascene- Veterinary Officer
20. Habimana Jack-Vice Mayor Planning –Ngororero district

21. Dr. Shirley Randell-Senior Advisor Education and GfE (South Portfolio)
22. Mr. Matabishi Innocent-Economic Development Advisor, NTFP (South Portfolio)
23. Ms. Nura Nikuze –Renewable Energy Advisor (Biogas)-North Portfolio
24. Mr. Mitchell Uerweij- Senior Advisor-Water Sanitation and Hygiene- North Province
25. Ms. Sihimbiro Francoise- Senior Advisor (Economic Development) Coffee-North province
26. Mr. Nyambaka Robert-Economic Development Advisor, NTFP, (South-Portfolio)