



Australian Government
Australian Centre for
International Agricultural Research



ACIAR TREES FOR FOOD SECURITY PROJECT NATIONAL POLICY DIALOGUE

Kigali, RWANDA

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LIST OF ACRONYMS AND ABBREVIATIONS

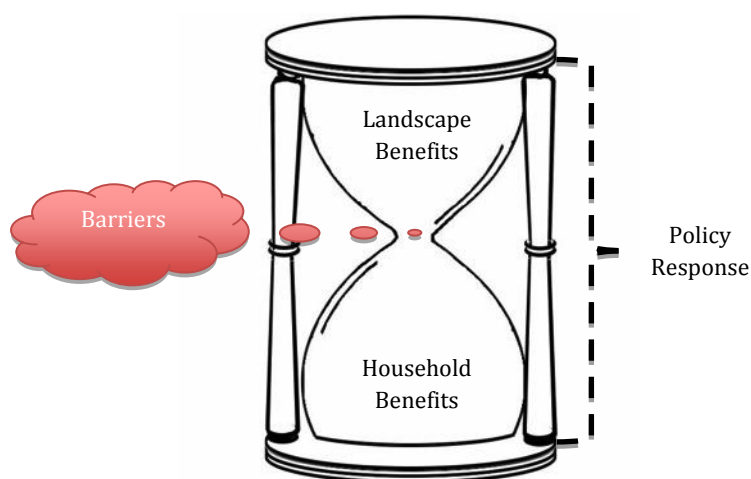
ACIAR	Australian Centre for International Agricultural Research
CBO	Community Based Organizations
CICA	Centre for Information and Communication in Agriculture
EDPRS	Economic Development Poverty Reduction Strategy
FFS	Farmer Field Schools
FMNR	Farmer Managed Natural Regeneration
FONERWA	National Climate and Environment Fund
HLI	Higher Learning Institutions
ICRAF	International Centre for Research in Agroforestry (World Agroforestry Centre)
IFDC	International Fertilizer Development Center
M&E	Monitoring and Evaluation
MINEDUCC	Ministry of Education
NAEB	National Agricultural Export Development Board
NAMA	Nationally Appropriate Mitigation Actions
NGO	Non-Governmental Organization
NUR	National University of Rwanda
PSF	Private Sector Federation
RAB	Rwanda Agriculture Board
RDB	Rwanda Development Board
REMA	Rwanda Environment Management Authority
RNA	Rwanda News Agency
RNRA	Rwanda Natural Resources Authority
SRI	Strengthening Rural Institutions
WVI	World Vision International

INTRODUCTION

The ACIAR Trees for Food Security Project has been working on enhancing the food security of resource poor rural people in Eastern Africa through research that underpins national programmes to scale up the use of trees within farming systems. A critical deliverable as part of this project is the identification of effective methods and enabling environments for scaling up and out the adoption of trees on farm. Part of the process of identifying and facilitating a conducive enabling environment is the recognition of pertinent policy that inhibits the adoption of trees on farm. To identify these challenges, policy dialogue meetings were undertaken at a district and national scale in the two focus countries of the project: Ethiopia and Rwanda, with a view to scale the results from the district level into a national level dialogue. This report presents a summary of the proceedings and findings of the national policy dialogue workshop that took place in Rwanda, based on the outcomes from the District level dialogues in Gishwati and Bugesera Districts. The overall objective of the meetings were to establish a policy framework suitable for scaling up the use of trees within farming systems in Rwanda and then scale out success to relevant agro-ecological zones in other countries.

METHODOLOGY

The format of the participatory workshop was designed on the premise of the scalability of the benefits from the district level to the national level, with recognition of the constraining policy factors to fully foresee the free flow of these benefits. This scenario can be visually articulated through an hourglass with recognition that the household benefits of increased adoption of trees on farm, could be scaled up through to landscape benefits. It is, however, the policy environment that provides the enabling environment through the removal of the constraints inhibiting the scalability of trees on farm. The workshop design explored the key policy areas identified from the district dialogue and carried them through to the national discussion to establish their relevancy in inhibiting the scaling up adoption of trees on farm.



NATIONAL POLICY DIALOGUE - RWANDA

Opening remarks and introduction to policy dialogues

The workshop began with participants being welcomed and an overview of the role of a policy dialogue to identify the necessary policy measures to **facilitate the scaling up adoption of trees on farm**. The identification of policy issues from the district, and carrying through to **national level discussion with the key policy makers to identify measures** required was noted. The key output as part of this process is the view to increase the adoption of trees on farm for small scale farmers to achieve food security. This workshop was day one of a two day workshop that also involved the national seed and seedling stakeholder workshop on the second day. The combined objectives for the workshop included:

1. Conclude national policy dialogues building on district level dialogues
2. Present scenario on tree seed and seedlings in Rwanda from on-going studies within the Trees for Food Security Project and case studies on developing agroforestry seed and seedling systems in Cameroon and Rwanda
3. Conduct a SWOT analysis of the country seed and seedling system based on country and comparative study presentations
4. Outline possible interventions and research studies for the remaining TFSP period at both site and national levels

Overview of Baseline survey

A summary of the baseline study undertaken as part of the ACIAR project in Rwanda was presented. A key summary of the results of the study, particularly those pertinent to the policy dialogues, is presented as below.

The key drivers amongst smallholder farmers for planting trees was noted as for:

- Firewood
- Timber
- Fruit

It is therefore necessary to consider these drivers when developing livelihood strategies. A market study was also undertaken, which indicated that the market is dominated by fruits, followed by timber and fodder. This was reflected in the top ranked favorable species of avocado, tamarillo and eucalyptus.

The extension system in Rwanda was noted as elaborate, and important to consider given the adoption of a participatory approach as part of the program design. Some challenges were noted as part of this, including a lack of available resources to undertake extension activities.

Seed and seedling systems are an important discussion area, and it was identified that the system is controlled by the government to ensure germplasm quality, although there was inadequate supply of seeds and seedlings.

In the context of the baseline study, a number of enabling factors, but also barriers, to adoption were identified as presented in the below table.

Enabling factors for adoption	Barriers to adoption
<ul style="list-style-type: none"> • Zero grazing / one cow per poor house hold policy • Secure land tenure (registration started) • Government subsidies available for inputs • Gender, cultural change – widows can now plant trees • Markets and infrastructure exist • Many NGOs/synergies 	<ul style="list-style-type: none"> • Land fragmentation • Land consolidation policies – farmers are not allowed to plant what they want to • Not all farmers are reached by current extension systems • Not enough tree nurseries to provide seedlings • Lack of specific extension packages for agroforestry • Low education levels among farmers • Poverty – prevents purchase of inputs (73.3%)

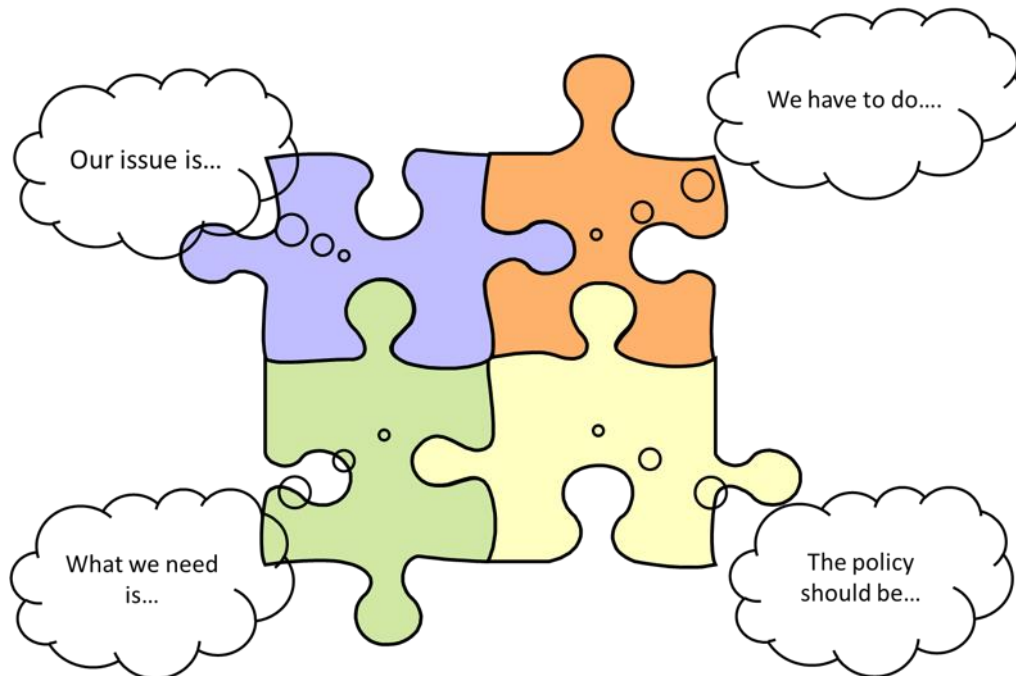
The presentation generated a number of key discussion points, as summarized as follows:

- Land consolidation policy affects crops, not trees. Is used for mitigating toxicity and there is a need for additional training, but does not inhibit people planting trees.
- There is currently good extension for farmers, but they do not take care of trees. Farmer field schools focus on crops not trees. We are negotiating with FFS to look at trees and have them incorporate trees into the production system given the diversity of issues the use of trees can address. Zero grazing is a good measure, and increase plantings of fodder shrubs can improve this system.
- The will of farmers is critical. With regards to trees, they can select which species they want, although some selected aren't good on degraded soil, and others can cause external impacts such as eucalyptus.
- Seed and seedlings are controlled by the government to ensure quality, however, what impact does this have on prices? If the demand is high, the private sector should invest in this market. Currently, the private sector is mostly producing fruit seedlings because of market demand. NGO's are also a barrier as they provide trees for free, subsequently;

farmers can't make a business selling trees. This creates a need for policy support to address the market of the distribution of free seedlings.

Introduction to policy dialogues

The Policy Dialogue process was introduced and it highlighted the issue as being the scaling up of adoption of trees on farm. This process follows four broad steps:



The process for this workshop was introduced as building on the outcomes established during the District Policy Dialogue that was held between Bugesera and Gishwati Districts in May 2014. To provide some context on what policy is, a discussion was undertaken to ensure participants understood that policy is not just legislation or acts of parliament, but also incorporates all roles of government including extension services, incentives, institutional arrangements and infrastructure.

During this process, several elements were identified as necessary in addressing the issue that had been established during the District level workshop, and were presented as the framework necessary to undertake a policy dialogue around a particular issue, in this instance, scaling up the adoption of trees on smallholder farms for food security.



The key findings established during the district level workshop were presented, including the identified benefits of having trees on farm, as well as the barriers or challenges. A grouping of these identified challenges assisted in the summation of the five key policy areas identified through the district workshop to facilitate the adoption of trees on farm, which included:

1. Increased tree supply and diversity
2. Trees for mitigation of climatic impacts
3. Farmer capacity building on tree management
4. Market access for tree based products
5. Security and theft

Intended workshop outcome

The workshop intended to establish a dialogue within the national framework of the necessary policy changes required to facilitate the scaling up adoption of trees on farm in Rwanda based on the recommended government policy action identified by the regions.

Scaling District Level Priority issues and Action Plans to the National Scale

Annotated Action Plans

From the District level policy dialogue, action plans were developed based on the three priority issues inhibiting the scaling up of trees on farm. These issues were:

1. Increased tree supply and diversity
2. Trees for mitigation of climatic impacts
3. Farmer capacity building on tree management

Participants were invited to arrange themselves based on their preferred topic of interest to revise the district developed action plan based on a broad set of criteria including:

- Agreement of the issue
- Alignment to current initiatives, actions and agendas – and what they are
- Relevancy of proposed actions
- Recommendations for additional actions; and
- Relevance to the National Rwanda agenda

In addition to annotating the District level developed workplans, the working groups were provided with two sets of zopp cards to record the:

- New Ideas (yellow cards) – which include emerging topics, points arising from the discussion or “light bulb” moments; and
- Road Blocks (pink cards) – the key challenges or barriers that inhibit progress and need to either be resolved or acknowledged in order to proceed.



Annotated Policy Workplans

Groups presented back the annotated workplans, with additions and changes made represented in blue.

Issue	Current initiative	Action	Why	Resources	Key stakeholders
Trees for mitigation of climate impacts and tree management incentives	1. Supply of free seed by the government	1. Increase the number of nurseries in the villages	Reduce the distance of access to tree seedlings	Seeds and other planting equipment	Local authorities, RAB NGOs e.g. ICRAF, REMA Local cooperatives and environmental clubs Farmers
	2. Free extension services			Training on nursery management	
	3. Government policy e.g. Economic Development Poverty Reduction Strategy (EDPRS), Vision 2020 increase forest cover to 30%, Performance contract per district to farmers to plant a certain number of trees per year	2. Incentives for tree planting and management	To encourage more farmers to be dedicated to tree planting	Agricultural equipment	Local government NGOs
	4. Increase Agro Forestry on Farm (85% on agricultural land)	3. Increase monitoring of success of the trees planted and enforce as required	Create/strengthen/motivate all sectors to follow up on trees planted	Budget for follow up mechanisms	
	5. Protection of hill-sides, river banks, lakes and wetlands				
	6. CIP (Crop intensification Program)	<ul style="list-style-type: none"> Awareness campaign Reinforcement of tree seed centre FMNR 	<ul style="list-style-type: none"> To encourage farmers to understand why must plant trees To increase availability of access to free seeds Non-domesticated species 	<ul style="list-style-type: none"> Competent persons Modules, videos, films, radio Budget Qualified Staff 	<ul style="list-style-type: none"> RNRA RCA Ministry of Education Army Policy

		<ul style="list-style-type: none"> • Modify policy on terraces construction (incorporate tree components) • Match species to site conditions 	<ul style="list-style-type: none"> • To reduce water pollution and increase biodiversity in water and wet lands • Reducing negative impact of trees on fragile ecosystem 	<ul style="list-style-type: none"> • Seed, labor and planting equipment 	<ul style="list-style-type: none"> • NAEB • LWH • Army • Police
		<ul style="list-style-type: none"> • Integration of Agro Forestry trees in CIP 	<ul style="list-style-type: none"> • Increase crop yield • Protection of the soil against erosion • Adaptation to climate change • Additional products from trees (fruits, timber, stakes, fodder, etc.) 	<ul style="list-style-type: none"> • Seed, labor and planting equipment 	<ul style="list-style-type: none"> • Ministry of Agriculture • RAB
Increase capacity building of farmers to allow land productivity	<ol style="list-style-type: none"> 1. Land use consolidation policy 2. Farmer Field Schools 3. Farmers promoters at village level 4. Compost demonstration sites at all level 5. National tree day 6. MINEDCC: one tree per child 	<ol style="list-style-type: none"> 1. Develop training centers for farmer promoters 2. Increase Agro Forestry packages in land use consolidation 	Provide training to farmers On the kind of tree species to plant	<p>Incentives.</p> <p>Infrastructure / training facilities</p> <p>Training module (agroforestry package)</p>	<p>RAB</p> <p>World Vision</p> <p>Center for information and communication in Agriculture (CICA)</p> <p>RNRA Catholic Relief Services ICRAF</p>

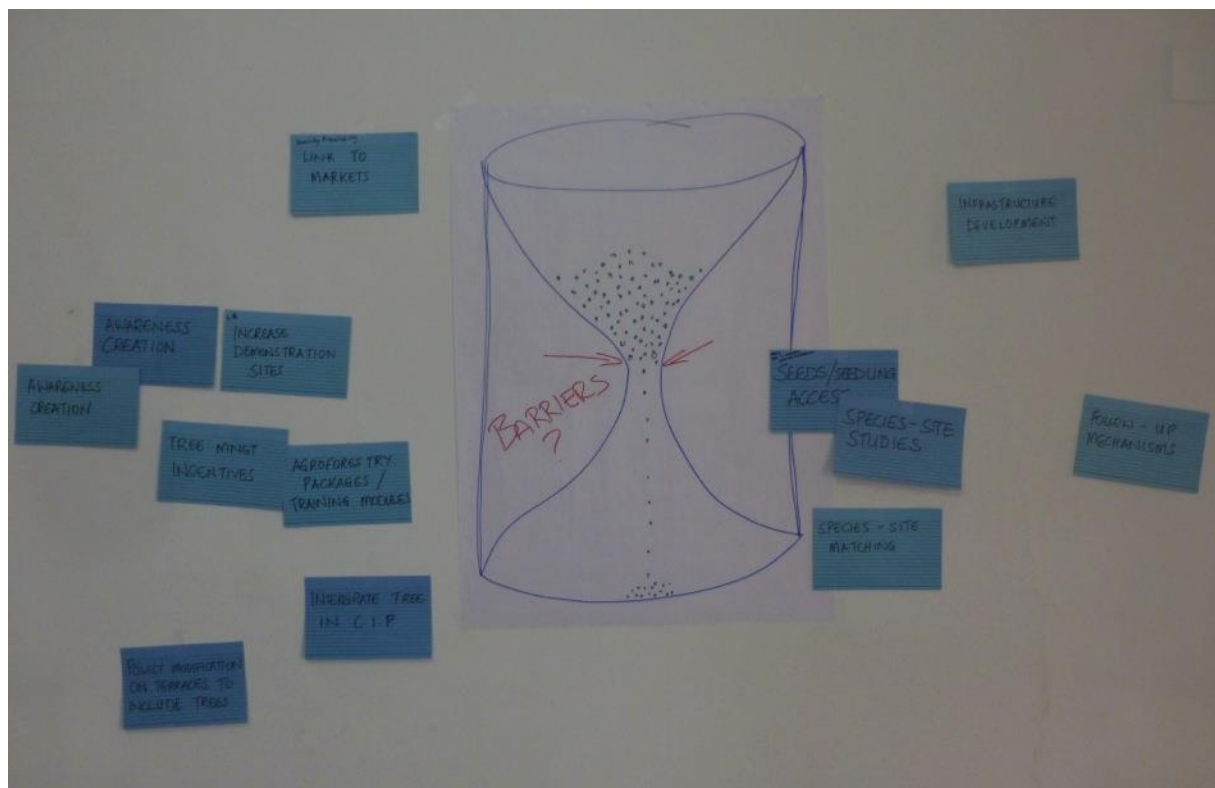
		Increase the Agro Forestry Package			
		Increase the number of farmer promoters and demonstration plot	Accessibility so that more farmers can reach	Training of trainers	
		3. Mass mobilization	Create awareness of farmers on the adoption of trees Change the attitude of farmers by the importance of trees	Booklets, radio, TV Meetings at village level	Rwanda Broadcasting Agency, CICA, RDB
		4. Develop site specific tree recommendation study	Correct species to correct site	Infrastructure Researchers	RAB, ICRAF, RANRA
		Follow up (one child is responsible for tree at least for one year)	Create awareness and initiate the child on the importance of trees		

Increase the diversity and availability of tree species	<ol style="list-style-type: none"> 1. Nurseries available at sector level 2. National forest policy 3. Maintaining sources of quality and quantity of seed sources 4. Infrastructure – cold room, tissue culture lab 5. Local Knowledge 6. FMNR 	1. Increase the diversity of tree species in existing nurseries (access to new species)	<p>Avoiding consequences of tree mono culture</p> <p>Encourage the farmers on planting new species in farms for acquiring new agroforestry technologies</p>	<p>Trainings</p> <p>Farmer Field Schools</p> <p>Tree seeds and nurseries</p>	RAB District ICRAF RNRA NGOs
		2. Developing strategy on tree adaptability at national level (adaptability in different agro-ecological zones)	Based on researches, the strategy will help to plant the trees in the right agro-ecological zones		
		3. Train farmers on new tree species utility uses of the area	Create awareness on new tree advantages/uses for the farmers		
		4. To promote use of tools for species to site matching	Assured sources of good quality planting material		
		5. Train Farmers on Tree species product development and link to the market	To increase farmers income and cultural benefits		

Emerging Themes and Cross cutting issues

During the reporting back of the annotated workplans, a number of emerging themes and cross cutting issues were identified, including:

- Infrastructure development
- Seeds / Seedling Access
- Follow-Up Mechanisms
- Species – Site Matching
- Species – Site Studies
- Link to Markets
- Awareness Creation x 2
- Increase Demonstration Sites
- Tree Management Incentives
- Agroforestry Packages / Training Modules
- Integrate Tree in Crop Intensification Program (CIP)
- Policy Modification on Terraces to include trees



New Ideas

Several New Ideas were identified by the groups for discussion, including:

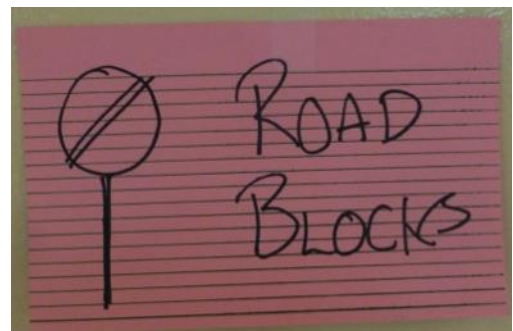
- Increase AgroForestry trees on farm (85%) on agricultural land
- New approaches to capacity building – material support?
- Information materials for extension services
- Protection of hillsides, riverbanks, wetlands and lakes
- To increase diversity within tree species
- Demonstration Trials
- Increasing the capacity of farmers to produce their own seedlings
- C.I.P. (Crop Intensification Program)
- Train farmers on tree species product link to the market
- Demand Drive – invest in market (role of extension)
- To promote use of tools for species in site matching
- Maintaining of sources of quality and quantity tree seed sources
- Increasing the capacity of farmers can ensure the quality of germplasm (seedlings)
- Gene banks / Mother orchard / Tissue culture for RAB
- Strengthen the follow up of planted trees



Roadblocks

In addition to the new ideas that were identified, a number of Roadblocks and Challenges were also identified:

- Do we continue to do capacity building? (have been since 1998 – what has changed?)
- Enforcement of policies at National / Local level
- Duplication of roles between MINAGRI and MINIRENA
- Quantifying Environmental Services
- Follow Up
- Enabling Agricultural Policy
- Extension Service Staff
- Mindset
- Poor Quality Seeds
- Climate Variability
- Budget
- Cumbersome for procurement process for tree nursery inputs (seeds, bags etc.)



Policy Dialogue on Key Emerging Cross-Cutting Issues

Based on the clustered new ideas and road blocks identified, four key emerging cross cutting issues demanding further dialogue were identified, including:

1. Seed Species Diversity
2. Market Development
3. Capacity and Extension
4. Monitoring and Evaluation

Groups were formed around these cross cutting issues, with the exception of Monitoring and Evaluation due to lack of numbers, to undertake a small group policy dialogue and to present the key outcomes in a plenary. Groups were provided with a framework to facilitate the discussion around the key questions of:

1. What is the issue?
2. What needs to be addressed – Who & How?
3. Identify 3 key actions / recommendations / policies

Seed Species Diversity

Action	Issue / How	Stakeholders
1. RAB to give stations mandate to source, procure and distribute tree seeds - current procurement process is time consuming and expensive to buyers	Sensitize policy makers on cost effectiveness of new system of seed delivery	RNRA, Farmers, civil society, NGO's
2. Find mechanisms to involve private sector in seed production	Inadequate seed planting material supply Demonstrate benefits of involvement, provide incentives	RNRA, RAB
3. NTSC to move from MINAGRI to MINRENA to ease operational challenges	Operational inefficiencies due to low priority of NTSC by RAB Policy makers to advocate	MINAGRI, MINRENA, Advocacy to Cabinet

	for changes	
4. Establish more seed sources / stands for each AE2 (RAB)	Inadequate and poor site matching of tree species	Local government to provide land

Discussion ensued amongst participants on a range of points from the presentation, outlined as follows:

- Opportunity to interact with other countries for seed supply (germplasm exchange)
- Need to find harmonization between recommendation 1 and 2
- Consider giving the NTSC more autonomous power to meet demand
- What about consideration of the private sector or farmer cooperatives for establishing more seed sources / stands
- Role of fruit trees? Farmers are interested and it is a demand driven system
- Recommendation of NTSC going from a government body to another – why not just privatize it (make it independent) so it can be regulated?



Market Development

What is the issue?	<ul style="list-style-type: none"> • For certain species – market is not as well developed (eg. Calliandra, leucaena, etc...) • Negative competition (free distribution of Agro Forestry seedlings) • No strategy to improve markets
What needs to be addressed?	<ul style="list-style-type: none"> • How – land tenure law (creation of demand for seedlings and tree products) • Who - Government
Key Actions / Recommendations	<ul style="list-style-type: none"> • Law on land tenure + by-law • Agro Forestry tree seeds/products certification • Capacity building of farmers to local authorities on value addition of Agro Forestry products

Discussion ensued amongst participants on a range of points from the presentation, outlined as follows:

- Need to look at whole value chain – not just seedlings
- Need to discuss issues of free seedlings (externalities)
- Value addition of cooperative structures – what do they offer?
- Market Demand is to create a business environment. When can planting trees be compared to doing business like others?
- How do you engage the private sector in this discussion?
- Some Agro Forestry species have beneficial properties – the private sector may not value these benefits, or alternatively can be used to value add if they do
- Market Strategy should be identified as an action, rather than just an issue
- The connection to access to information, particularly on species is well linked
- Need to define the market

Capacity and Extension

Capacity of Farmer	Capacity of Extension
Lack of skills and knowledge on Agroforestry Tree species and management options ACTION: Develop awareness program training of farmers at grassroots level Demonstration plot, FFS etc.	Extension does not meet farmers needs HOW: Require a farmers need assessment WHO: RAB, ICRAF, MINALOC, MINIREMA Twigire Model
1. Inadequate resources for facilitating the field work 2. Few extension staff Recommendations: To allocate sufficient budget to extension	How: training and recruitment of staff How: increase the number of extension officers Who: GRM, NGOs

Discussion ensued amongst participants on a range of points from the presentation, outlined as follows:

- In other countries, the view in the role of government to provide extension is changing – is this reflected in these recommendations?
- There is considerable investment taking place into nurseries – could the nursery operators not provide some of the extension support?
- The development of new extension models in RAB – such as farmer promoters, FFS etc., is not going through recruitment of more officers, rather how do we engage Farmer Promoters and build capacity?
- There are many examples to demonstrate the importance of adopting farmer innovations, rather than relying on the role of paid extension officers

- Can't avoid the need for recruitment, as farmer trainers still need to be recruited
- Extension services need to be about mindset change – minds aren't static
- FFS are being supported by government, but there is no component of trees within the course framework
- The new model "Twigire Model" groups farmers into small groups led by lead farmers, supported by Promoter Farmers which are governed by Steering Committees, and are engaging a range of stakeholders

KEY POLICY RECOMMENDATIONS

Despite the challenge of limited representation of national level participants to comprehensively undertake a national policy dialogue, a number of consistent key policy areas emerged inhibiting the scaling up adoption of trees on farm. These issues and their linkages, identified both through the district and national policy dialogue processes, are presented below. It is the recommendation of this report that these relevant policy issues be further discussed with key national policy makers to facilitate a conducive policy environment to increase the adoption of trees on smallholder farms for food security.



APPENDIX I

WORKSHOP PROGRAMME

National Policy Dialogue Workshop

**LandStar Hotel
Kigali, Rwanda**

7th July, 2014

8.30 – 9.00	Arrival and registration
9.00 – 9.30	Introduction and meeting objectives
9.30 – 9.40	Welcome remarks
9.40 – 10.00	ACIAR Project Introduction
10.00 – 10.20	Project baseline study findings
10.20 – 10.30	Questions and clarifications
10.30 – 11.00	Morning Tea
11.00 – 11.30	Introduction to Policy Dialogues and Questions
11.30 – 13.00	Group Work and Report back on District Level Priority issues and Action Plans
13.00 – 14.00	Lunch
14.00 – 15.00	Dialogue on cross-cutting themes and missing priorities
15.00 – 16.50	Policy Dialogue Discussion on priority themes
16.50 – 17.00	Close

APPENDIX II

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