

END OF PROJECT REPORT**APRIL 2007 - MAY 2009**

THE PURPOSE OF THIS END OF PROJECT REPORT IS TO DESCRIBE THE FINAL RESULTS OF THE RHESI PROJECT AGAINST MILESTONES AND THE BROADER GOALS OF THE PROJECT.

Project Name:	Rwanda Horticulture Export Standards Initiative (RHESI)		
Executing Agency:	Michigan State University	Project supervisor:	Daniel C. Clay
PROJECT DESCRIPTION:	<p>RHESI is a program whose overall objective was to establish a sound SPS management system in Rwanda so that Rwanda government authorities will be in a position to ensure the application of plant health management protocols that will lead to expanded horticulture trade from Rwanda. RHESI activities targeted the regulatory and institutional capacity gaps so that government agencies and the private sector can instil domestic and international confidence that traded fruits, vegetables and flowers from Rwanda are free of pests and diseases, safe for human health and safe for the environment.</p> <p>The RHESI team is please to report that all of the specific project deliverables identified in the STDF contract described in the initial project proposal were completed. The overarching goals and related deliverables are summarized here below.</p>		
Project Start Date:	1 May 2007 (Contract start date)	Project End Date:	May 31, 2009 (extended one month)

Budget execution:

As the last month of activities was extended until May 31, 2009, budget execution results will be reported in detail within the timeframe provided under contract (90 days)

GENERAL END OF PROJECT REPORTING IS PROVIDED IN THE FOLLOWING TABLES:**A. OVERARCHING ACHIEVEMENTS:**

Developing the new Plant Health and Agrochemicals Law(s) are among the foremost challenges addressed by RHESI. The development of a legal framework for the establishment of the National Plant Protection Service (NPPS), in line with requirements of the SPS Agreement and in particular with the IPPC, constitutes one of the more important accomplishments of the project. This achievement is a source of great pride for the partnering team in RHODA, who at the 5th EAPIC meeting received well deserved recognition for its efforts. The new legal and

regulatory framework established for Rwanda was hailed as the “best in the region.” As a result, considerable interest has been generated among partners in the public and NGO sectors to provide further support in the following areas:

- a) Through collaboration with USDA and USAID, RHESI facilitated the Rwanda NPPO working group to participate in the activities of the East Africa Phytosanitary Information Council (EAPIC). The national pest list supported by RHESI is now part of the regional pest data base developed under EAPIC. Through EAPIC, the Rwanda NPPO now has a web site and is able to share pest information, update its own pest list and be informed regularly of important phytosanitary issues emerging in the region. The Rwanda NPPO was further facilitated with a GPS mapping system for pest surveillance. Training will follow to equip the NPPO with monitoring and surveillance skills.
- b) USDA/APHIS will further support the establishment of fruit fly surveillance and monitoring program in May 2009. Two scientists from the NPPO will receive support to participate in the taxonomy course scheduled to take place at ICIPE/KENYA, July 2009.
- c) Based on the PCE results, RHESI approached FAO and initiated a request from the Government of Rwanda for further support. The RHESI Coordinator has assisted the Government of Rwanda and FAO officials to develop a proposal that will address the capacity needs of the NPPO.

These achievements are especially timely as RHESI has worked closely with the World Bank and the Belgian Cooperation Project hosted at MINAGRI to take over the next phase of RHESI supported activities in close cooperation with the private sector. The RHODA director pointed out that memoranda of understanding have been established among agencies to secure the funding to potentially secure the services of the current RHESI coordinator who will lead these efforts under a follow-on project. A source of pride for RHODA and MSU, as RHESI activities come to an end, is the sustainability of RHESI-led activities now transitioned to the follow-on program that will be implemented by a local team that is deeply committed to raising MINAGRI’s capacity in SPS related areas.

This report will be supplemented by a set of project deliverables (reports and other materials) that will be made available on CD, on the RHODA web site and possibly on the STDF web site. Several of these deliverables are summarized below.

B. SPECIFIC RHESI PROJECT ACCOMPLISHMENTS

- **Awareness Raising Plan and Materials Development:** Apart from the SPS training materials generated and the various trainings conducted in country by RHESI experts, Rwanda NPPO members have participated in regional initiatives, exchanged information with countries in the region, and effectively increased their awareness and knowledge about key phytosanitary issues. The Kenya study tour was also completed as planned.
- **Development of SPS GAP Plan and Training Materials**
 - a. **Promotion of Good Practices:** SPS training materials for the NPPO were developed as scheduled and presented to the National University of Rwanda (NUR) for curriculum development. An international IPM course was delivered to both the public and private sectors; The course DVD is available in English and has been translated to French and Kinyarwanda. Further editing is in process at MSU Virtual University Media Center to include the three languages on the same

DVD. Through RHODA the DVD will be made available to extension agents at the Institute of Agricultural Science and Technology (ISAR), NUR and other agricultural universities and colleges, as well as to cooperatives and other private sector parties.

▪ **Regional Market Requirements Study and Training**

- a. Horticulture export requirements for the regional and international markets have been documented and transferred to RHODA for publication in the RHESI website as the project closes. The documents provide a summary of the bodies in charge of implementing sanitary and phytosanitary (SPS) requirements in Kenya, Tanzania, UAE and Uganda. These countries are considered the most important trading partners for Rwanda's horticultural products today and in the medium term. As such, the aim of this document was to describe and list the nature of sanitary and phytosanitary requirements and related documentations required in the process of exporting from Rwanda to these countries. Where available, standards for a list of specific agricultural commodities are included. These products are avocados, apple bananas, carrots, chili peppers, coffee, flowers, french beans, honey, passion fruit, strawberries and tomatoes. These products have been selected for their importance to regional markets and the capacity of Rwanda to produce them all year-round.
- b. A trip to the Berlin Fruit Fair was sponsored by RHESI to expose two key private sector representatives to industry standards in international markets. The travellers submitted a trip report with an in-dept analysis of what will be necessary to access those markets in terms of SPS standards, quality, packaging and other business-specific considerations. It was an eye-opening experience and one they shared with other horticultural entrepreneurs and RHODA through their report.

▪ **SPS Cost of Compliance and Cost Benefit Analysis**

- a. An assessment with the participation of the leading horticultural companies was carried out and finalized. This report sets out a critical path with the objective of identifying the Rwanda horticulture private sector leaders that are prepared to make investment decisions to expand current market access through certification and beneficiation.

▪ **PCE Tool and Development of Plant Pest List Database**

- a. The Phytosanitary Capacity Evaluation (PCE) was completed at an early stage of the RHESI project and widely used.
- b. Training on the pest list database development was conducted. With support from RHESI, the Rwanda NPPO updated the national pest list.
- c. Targeting top scientists drawn from NUR, RBS and MINAGRI agencies, RHESI conducted training on pest initiated pest risk analysis. Utilising knowledge and resources from the training, the NPPO started work on validating the quarantine pest list. RHESI further supported the NPPO to participate in EAPIC regional pest database development; an initiative funded by USDA/USAID and FAO. As a result, the Rwanda NPPO is linked to the regional pest database and is able to share important phytosanitary information with other countries in the region.

▪ **Training in Plant Health and Pesticide Management**

- a. IMP Training which has led to the generation of audiovisual training materials and their translation into French and Kinyarwanda.
- **Assistance in Drafting Plant Health and Pesticides Legislation**
 - a. The new Plant Health Law was finally passed by cabinet and is awaiting parliamentary approval. While the Agrochemicals Law is still at the level of Ministry of Justice, it passed through a thorough validation exercise, and thus it is anticipated the rest of the process will be smooth. The challenge is how to integrate these legal reforms into the ongoing restructuring and institutional reforms at MINAGRI. The RHESI Coordinator has continued to provide technical advice and support but until the process is finalised, such support is necessary to ensure that a functional structure exists for an effective National Plant Protection Service (NPPS).
 - b. The Legal framework established for plant health allows an inter-agency working arrangement between all government agencies with biosecurity mandates. This arrangement is yet to be supported by MOUs but until the restructuring is complete MOUs cannot be established. RHESI has worked with the Ministry, the World Bank, the Belgian Cooperation Project and other public agency partners to ensure that a mechanism will be in place to take forward the process of MOUs and interagency collaboration for the effective implementation of the new legislation and the NPPS.
- **Assistance in developing the Horticulture Export Standards Action Plan**
 - a. **Action Plan for Horticulture SPS Standards Compliance** – The Horticulture SPS action plan was completed enumerating the most pressing factors for export companies to expand trade, both on public SPS regulations and private standards. A strategy for Third Party Certification (TPC) of standards such as GlobalGAP, buyer’s requirements and organic certification (seen as the major constraint to exports) was discussed with various partners on the ground and during a recent workshop. As a result, consensus was reached that addressing TPC challenges should be left as a private sector initiative but with initial public sector support. The report and critical path to achieve a rapid involvement of Rwanda companies in export markets is available and will be uploaded to the RHESI website for public access.
 - b. **The SPS road map** - On this matter, the RHESI Coordinator was invited to address the Presidential Advisory Council Chaired by H.E. President Paul Kagame, on cross cutting issues constraining value addition and exports. Lack of innovation and TPC emerged as key constraints that need to be addressed. Political support exists to move these ideas forward in the future. Summaries and presentations of this and other important events are available in a final comprehensive report dossier.
- **Other Institutional Capacity Building in SPS:** SPS training sessions have been held at NUR with the participation of agricultural scientists from various agencies. The Rwanda IPPC focal point has been strengthened through FAO training and one-to-one exchanges with RHESI international experts. Further expertise will be provided by FAO which is in the process of developing a capacity building proposal based on the PCE results.
 - a. **At RHESI’s initiation, Rwanda Government requested technical support from USDA/APHIS to strengthen pest surveillance capacity of the NPPO.** The result

was the establishment of the fruit fly surveillance program. USDA will further support 2 NPPO personnel to train in basic taxonomy.

- b. **The SPS Coordinating Committee – MINICOM is leading the process of establishing the National Quality Infrastructure and the SPS coordinating committee (through RBS).** The National Plant Protection Organization (NPPO) working group (a proposal was made to rename it the Biosecurity Working Group) comprises representatives of all agencies involved in SPS governance (including RBS). All RHESI training and awareness workshops have involved the entire NPPO membership. This approach influenced the thinking of technocrats from compartmentalisation of SPS work to the biosecurity approach that is now relatively well understood at that level. Thus, establishing interagency MOUs and implementation of the interagency model is expected to be much easier if this momentum can be maintained. However, the challenge has been how to influence the various technical assistance projects that come with different approaches. This tends to cause divergent policy approaches at the ministerial level. Active engagement of the NPPO working group to influence efforts at a higher policy level remains a major challenge. The RHESI Coordinator has been engaged by MINAGRI in efforts to develop a national policy on quality infrastructure led by MINICOM; it is anticipated RHESI follow-on efforts can influence the course of SPS governance through this dialogue but it is not clear to what extent MINICOM would like to integrate RHESI outputs, given that the expert leading the process seems to have a different approach.
- c. **Strategy for standards compliance** - RHESI supported stakeholders from the public and private sectors to participate in relevant study tours, with the aim of creating a critical mass of stakeholders that would sustain the momentum so far generated by RHESI project: a) Private sector representatives participated in the Berlin Fruit Fair while b) public and private sector representatives participated in the Kenya study tour with the objective of being exposed to private/public sector regulatory models for phytosanitary management. It is anticipated that the lessons learned will be shared at national level through the horticulture inter-professional group being established under the Belgian Technical Cooperation Project (BTC); this is a comprehensive project with a 5-year life; thus the RHESI team did not see the sense in establishing a parallel stakeholders group that would not have support once RHESI expires in May 2009.
- d. **Project and Evaluation Reporting:** Project reporting/evaluation has been timely through World Bank monitoring and regular reporting to the STDF. Other evaluations (internal or external) have not taken place.

C. OTHER COMMENTS:

- **RHODA Capacity Building:** Over the past two years RHESI's management has built a strong relationship with RHODA, which was essential to achieving Year 1 milestones and benchmarks. In Year 2, RHESI has taken advantage of these strong professional relationships to carry out more coordinated activities concerning field trips to the region and training.
- **RHESI Relationship with EU/RBS and UNIDO projects.** Throughout the implementation of the RHESI project significant overlap and cooperation took place with other programs, particularly those targeting key areas highlighted in the Diagnostic Trade Integration Study led by the European Union and UNIDO projects. Direct interaction and joint efforts on the RHESI project areas of focus took place as anticipated, however some of the specific joint results hoped for were not obtained. This was due to the fact that RBS was the major local partner of the EU and UNIDO projects, which 1) focused largely on accreditation of laboratories and personnel to carry out certification duties in the future and 2) was delayed in their start, putting them on different timelines from RHESI. In any case, RHESI focus on SPS/plant health regulatory framework and related training and capacity building at the MINAGRI/RHODA agency level was highly complementary to the EU/RBS project that placed an emphasis on food safety gaps.

In the case of the UNIDO project, activities focussed on laboratory accreditation support with considerable emphasis on the harmonization of regional food safety legislation and general procedure-writing and standard operations manuals as an essential part of the accreditation requirements. RHESI did not coordinate closely with this project until the recent case of cassava flour exports were rejected by the EU in March 2009 due to high aflatoxin levels.

This case brought all three projects into alignment in support supporting hands-on approaches and training where only RHESI had taken this approach in previous months. Several meetings were planned between the private sector and RHESI, the EU/RBS and UNIDO participation to develop a joint approach to the aflatoxin problem, but formal meetings did not materialize. RHESI did not receive a positive response from either project. This was in part due to RHESI's views on "which agency should do what" pointing out that RBS was still taking charge of field actions that were not part of their mandate or capacity in the global scheme of inter-agency cooperation (see the study done by Rob Black).

In conclusion, RHESI's work in food safety was minimal, leaving this to the UNIDO and EU/RBS projects. This was consistent with the scope of the RHESI project. However, because of the importance of food safety to horticulture exports, RHESI addressed food safety through the GAP training intervention. Particularly, RHESI activities were complementary in training many professionals in MINAGRI agencies in on food safety-related issues such as food hygiene, pesticide management and the application of good agricultural practices. It was not possible to address the food safety regulatory framework which remains confused and inadequate even in the midst of a difficult real case scenario such as the recent cassava export rejection.

RHESI DELIVERABLES/TARGETS TABLE (LOG-FRAME)

Item ID	Item Description	Target Finish Date	Actual or Forecast Finish Date	Status: (% Complete)	Comments
	Contract signed	1 May 2007	April 30 2008	100%	Contract extended to May 31 st , 2009
1	Activity 1: Awareness Raising				
	First Awareness Raising Workshop developed in Kigali.	August 2007		100%	22 persons from public and private entities attended, including the World Bank, FAO, RADA, RHODA, and RBS.
	Other workshops that included awareness raising components were held in October and November, but are mentioned in other sections of the report.	October and November 2007		100%	19 scientists from academia and the public sector attended. Training materials were distributed.
	The Berlin Fruit Fair aimed at exposing Rwanda private sector members to export opportunities and market trends. RHESI supported 2 private sector participants to attend.	February 2009		100%	The fair served to improve exporters' understanding of existing export opportunities and market requirements. Market requirements of public order can be easily met by Rwanda.
	The Kenya study tour aimed at exposing Rwanda horticulture stakeholders to phytosanitary regulatory models and private sector driven SPS services	March 2009		100%	The tour improved stakeholders understanding of the Rwanda SPS regulatory model that RHESI is assisting to establish

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2	<p>Activity 2: Promotion of Good Practices</p> <p>Two experts on PCE, plant health and pesticide use were contracted to strengthen the IPPC focal point at RADA/MINAGRI to enhance Rwanda's participation in international activities related to phytosanitary regulation and control in addition to strengthening the existing capacity at RADA.</p>	May 2007	October 2007	100%	<p>Through this training program good practices were promoted in the public sector, SPS/plant health manuals were developed to be used as reference documents by public officials.</p> <p>Promotion of good practices in the private sector was emphasised in Year 2 of the RHESI program. Training with NUR was completed and will be strengthened once the GAP standards for the horticulture sector are drafted.</p>
3	<p>Activity 3: Legal/Regulatory Reform</p> <p>The Plant Health Law finalised</p>	July 2007	April 2008	95%	<p>The Plant Health Law has been translated into 3 official languages and is in final stages of submission to cabinet. Its final approval is out of the capacity of RHESI. The final passing of the law is beyond the scope of RHESI.</p>

Item ID	Item Description	Target Finish Date	Actual or Forecast Finish Date	Status: (% Complete)	Comments
	The Agrochemicals Law is finalised	Feb 2008	March 2008	70%	The 1 st draft of this law is done. This was considered necessary to put in place pesticides use regulations and the agrochemicals registration board without which regulation of pesticides and other agrochemicals is impossible. The final passing of the law is beyond the scope of RHESI.
	Harmonizing phytosanitary regulations at the regional level during the 4 th East Africa Phytosanitary Council meeting in Lusaka, Zambia	April 2008	May 2008	100%	Rwanda NPPO has learned from other countries' methodologies for developing the pest list and is part of the training offered by USDA and FAO to establish the regional pest data base. 4 public officials (2 were sponsored by RHESI) attended. This is dynamic work that will be continued by the NPPO. Nonetheless, regional recognition is already given to Rwanda for the progress made under RHESI.
4	Activity 4: Other Institutional Capacity Building in SPS Training was delivered to the public sector on NPPO functions,	Feb, Nov 2008	May 2009	100%	The training generated IPM DVDs translated into French and Kinyarwanda. These will remain with MINAGRI/RHODA as reference materials and for the development of

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	plant health and biosecurity management, plant health legislation and pesticide legislation.				additional extension materials.
	Further training was provided to both the private and public sector on IPM and GAP	October 2008			
	Scientists from various agencies were trained at NUR and RBS, relevant reference materials and manuals were developed and made available to the private sector to support their work	October 2007	November 2007	100%	The Rwanda fruit fly surveillance program was established, NPPO pest surveillance capacity was strengthened, and 2 scientists received basic taxonomy training.
	The NPPO received support from USDA/APHIS on pest surveillance	May 2009			
5	<p>Activity 5: Information and Database Development</p> <p>The PCE tool generated a great deal of information on Rwanda phytosanitary status, now available to the NPPO.</p> <p>The training due</p>	July 2007	May 2008	100%	Following the Lusaka training, Rwanda scientists were able to fast-track development of the national pest list that is now complete and continues to be updated as the pest situation is also reviewed by the NPPO. With support from USDA, the Rwanda national pest list is

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	<p>April in Lusaka will enable the selected scientists from RADA, NUR, ISAR and RHODA to share this information with East African and other neighbouring countries, as well as be part of the regional pest data base.</p>				<p>linked to the regional pest data base and through a website countries continue to share important phytosanitary information.</p> <p>RHESI provided further training and technical support on PRA and development of the quarantine pest list. NUR faculty of Agriculture serves as the PRA arm of the NPPO and has since been spearhead this activity.</p>
	<p>SPS Cost of Compliance and Cost Benefit Analysis</p> <p>This desk study provides a quantitative and qualitative analysis of Rwanda's strengths, weaknesses and comparative advantages. It builds on existing data and evidence drawn from available literature and key informant interviews.</p> <p>Clearly, Rwanda has advantages that can be built upon to</p>	May 2009		100%	<p>This activity is important in two ways: a) it provides the much needed evidence that Rwanda can expand horticulture exports only by doing things right and differently; b) a clear road map/action plan is incorporated to guide policy makers/ implementers and the private sector.</p> <p>Though RHESI could not do everything required to expand exports in the 2 years, the study conclusions and road map provide a solid platform to launch an aggressive action plan to see this happen in the</p>

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	<p>expand horticulture exports particularly through processing, value addition and TPC. The evidence generated is part of the information data base that the private sector can draw on to strengthen their business plans and expand or improve their businesses. Similarly, MINAGRI and RDB can utilise the same database to develop new partnerships and attract FDI in the sector.</p>				<p>not too distant future and thus the ball remains in the court of the policy actors and private sector players.</p>
6	<p>Activity 6: Action Plan for Horticulture SPS Standards Compliance</p>				
	<p>RHESI supported the NPPO (RADA) & RHODA with a plan to respond appropriately to urgencies concerning the need for a quarantine pest list that meets EU requirements. With horticulture export levels still low, it makes sense to the project to address the</p>	February 2008		100%	<p>A notification of non-compliance was received from the Plant Protection Services of the Netherlands for a Rwandan flower exporter (Rwanda Flora). The consignment was intercepted and destroyed having been found infested with a pest unwanted in Europe.</p>

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	urgencies of the existing private sector.				<p>Development of the quarantine pest list is an ongoing activity linked to pest surveillance and PRA</p> <p>Through training and technical support received from RHESI and USDA, the Rwanda NPPO now understands the need to link pest listing to pest surveillance programs.</p>
	Through the SPS roadmap, RHESI provides clear guidelines on compliance with private standards and TPC	May 2009			The SPS roadmap maps out an implementation plan to guide MINAGRI/RHODA on expansion of horticulture exports, value addition, integration of SPS and other market standards important for trade.
7	Activity 7: Monitoring & Evaluation and Reporting				
	Monitoring and evaluation activities have been carried out on an activity basis. Consultant reports are reviewed and analyzed against consultancy deliverables.				Monitoring of project activities is measured in terms of workshop attendance and feedback from trainees. Evaluation of project activities will begin in the second half of Year 2.

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	Reporting has been completed in a timely fashion, including: an inception report in July 07; a progress report in October 07, and summary report in March 08.				
	Project Conclusion			100%	A final seminar was held on May 29 with the private sector and RHODA to discuss the achievements of RHESI during its execution. The second phase of activities will be followed up by RHODA with financial and technical assistance from the Belgian Cooperation Project. Additionally, the World Bank has made funding available for training programs on Food Safety Training, particularly on GlobalGAP and HACCP.