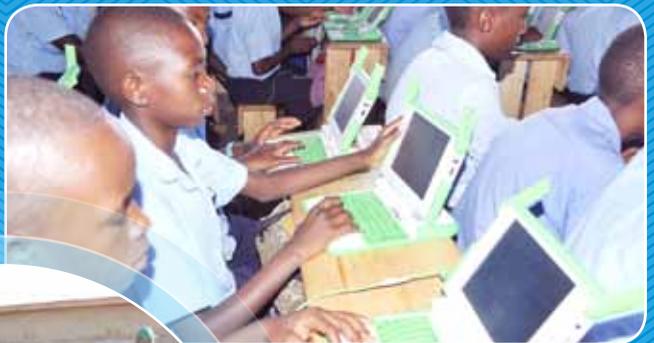


THE REPUBLIC OF RWANDA



MINISTRY OF FINANCE AND ECONOMIC PLANNING



**EDPRS: LESSONS LEARNED**

2008 - 2011



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APR	Annual Progress Report
CPAF	Common Performance Assessment Framework
DHS	Demographic and Health Survey
DPAF	Development Partners Assessment Framework
DDP	District Development Plan
EAC	East African Community
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Integrated Household Living Conditions Survey
FARG	Fund for Assistance to Genocide Survivors
GDP	Gross Domestic Product
GFS	Government Finance Statistics
GoR	Government of Rwanda
HA	Hectare
ICT	Information, Communication and Technology
IFMIS	Integrated Financial Management Information System
IMR	Infant Mortality Rate
JADF	Joint Action Development Forums
JRLO	Justice, Reconciliation, Law and Order
KWAMP	Kirehe Water Management Project
M&E	Monitoring and Evaluation
MMR	Maternal Mortality Rate
MDA	Ministries Departments and Agencies
MDG	Millennium Development Goal
MINEAC	Ministry of East African Community
MINECOFIN	Ministry of Finance and Economic Planning
MINALOC	Ministry of Local Government
MIS	Management Information System
MoU	Memorandum of Understanding
MT	Metric Tons
MW	Mega Watt
NAEB	National Agriculture and Export Board
NUR	National University of Rwanda
PRSP	Poverty Reduction Strategy Paper
RTDA	Rwanda Transport Development Agency
RBS	Rwanda Bureaux of Standards
RCA	Rwanda Cooperative Agency
RDB	Rwanda Development Board
RMS	Rwanda Meteorological Service
SSP	Sector Strategic Plan
SWAp	Sector-wide Approach
SWG	Sector Working Group
TFR	Total Fertility Rate
TIG	Travaux d'Interêts Generaux
TVET	Technical and Vocational Education
VUP	Vision 2020 Umurenge Programme
7GP	Seven Year Government Plan
9YBE	Nine Years Basic Education

# Foreword

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Dear Reader,

It is my pleasure to share with you the status of the implementation of the Economic Development and Poverty Reduction Strategy (EDPRS). We have registered tremendous achievements since we began implementation of the strategy in 2008 most notably exceeding our target for poverty reduction with one year of implementation still to go.

The report shows that ownership and participation have been very important. There is no doubt that these results were achieved through a combination of support from our Development Partners, the strong community participation and contribution of all stakeholders for which we are highly indebted with gratitude. The report also shows that the task ahead is not yet complete, we have more to do to get where we want to be, and it will require maintaining the momentum we have developed and even accelerate our efforts while increasing our determination to forge ahead.

As we move forward toward Vision 2020 and better quality of life for all Rwandans, we are aware that every day we are taking positive strides and we have every right to be ambitious in setting our goals and targets because we have shown that together we can make it happen and we will make it happen.

This should be the spirit as we start elaboration of EDPRS 2.

**John Rwangombwa**  
**Minister of Finance and Economic Planning**

# Executive summary

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**The ‘Economic Development and Poverty Reduction Strategy’ (EDPRS)** covers the period 2008-2012 and sets the country’s developmental objectives. The EDPRS is fully supported by country level stakeholders, including development partners.

This report summarizes the progress made since the EDPRS was implemented and highlights the lessons learned during the course of implementation. It is primarily based on reports from eighteen sectors and thirty District self-assessments completed between October and December 2011.

**Progress made:** the overall objective of the EDPRS was to reduce the share of the population living in poverty from 56.9% in 2005/6 to 46% in 2012/13 and this target has already been met in 2011 as shown by the EICV III. The target of reducing extreme poverty from 37% in 2005/6 to 24% has also been met. Since 2008, more than 85% of the targets have been met or exceeded, while the implementation rate of policy actions has been 96%. This has led to impressive results in all three flagships.

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There are also important **Lessons Learned** from the EDPRS, both in terms of the implementation process and policy direction, which could be taken into consideration as the EDPRS 2 is being prepared.

**Working together – with participation of population, has allowed fast-tracking implementation and has proven cost effective:** examples include fast-tracking 9YBE where construction of classrooms and timely starting of the academic year were made possible largely due to the participation and contribution of the entire community.

Many **home-grown initiatives** such as Umuganda (community work), Abunzi (mediators), Imihigo (performance contracts), Inteko z’Abaturage (citizen forums) turned into success stories and strengthened the delivery of services.

At national level, **the ownership of the EDPRS by all stakeholders and alignment** of all resources to the framework of the EDPRS in the respect of the aid policy principles have allowed to make the EDPRS a useful guiding strategy used by all and facilitating achievements of targets.

**Putting in place an adequate institutional/ legal framework** for implementation – and flexibility to change or adapt has proven effective. This has been demonstrated for example with the creation of Rwanda Educational Board which has facilitated improvements across the board in the education sector.

**Improved service delivery with ICT based solutions.** With the strong focus of the country on transforming into a middle income country in Vision 2020 with ICT at the forefront, it is no surprise that some of the successes in service delivery and investment climate reforms have centred around ICT solutions.

**At the District level; performance contracts (Imihigo) are a very useful planning tool,** which improves performance and which assists Districts to ensure that their activities are addressing the key priorities. Although many Districts expressed lack of appropriate baselines against which to measure progress, the concept of performance contracts, in general is seen to have facilitated progress and helped ensure focus on delivery of results.

**Lesson learned on shortcomings include; Some sectors still lack exhaustive and well articulated strategies** - including financing and capacity mobilisation strategies, while they have been crucial in guiding implementation – ensuring coordination and alignment of stakeholders.

**There is room for improvement in regard to mainstreaming cross cutting issues such as; disability, disaster management and risk reduction, regional integration and climate change.** While Sectors and Districts acknowledged progress in integrating cross cutting issues of gender, HIV/AIDS and environment, they also highlighted the need for more tools and guidance on effectively mainstreaming cross cutting issues into their plans, budgets and M&E. The development and collection of specific disaggregated indicators was of particular concern and interest moving forward.

**Insufficient coordination and communication** across sectors as well as between central and local government entities. In general, Districts experience a need for strengthened and improved coordination and communication with the central level in preparing the EDPRS 2.

**Insufficient involvement of private sector** and cooperatives (NGOs/CSOs) in some areas has affected the quality of policy dialogue especially at the District level. Some sectors have also highlighted this as a challenge and expressed the desire for stronger engagement with the civil society and private sector in the elaboration of strategies and plans for the EDPRS 2.

**Weak M&E systems;** Districts and sectors have pointed out the need for an integrated M&E system that links the different sub-systems. These are important as proven by well functioning MIS in the health and education sectors leading to improved sector management. A participatory approach played a pivotal role in indicator development and assessment at Sector level and should be strengthened at District level also.

**Important projects are sometimes delayed due to poor procurement planning and insufficient capacity of private contractors.** In some lengthy and protracted national procurement procedures have impeded rapid implementation. In other cases low capacity of private contractors caused delays.

# 1 EDPRS BACKGROUND

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## 1.1 Introduction

In 2008, Rwanda embarked on the implementation of the second generation poverty reduction strategy termed the ‘Economic Development and Poverty Reduction Strategy’ (EDPRS). The EDPRS covers the period 2008-2012 and sets the country’s developmental objectives. The EDPRS is fully supported by country level stakeholders, including development partners and assigns high priority to accelerating private sector-led growth.

The first Poverty Reduction Strategy (PRSP 1) was implemented from 2002 to 2005 and its objective was to manage the transitional period of rehabilitation and reconstruction. It was introduced at a critical time since the country was still struggling with the aftermath of the war and genocide.

At the end of the PRSP 1, it was evident that overall, progress was made. However, the social sectors performed better in comparison to productive sectors, including agriculture, infrastructure and the private sector. The progress made did not result in significant poverty reduction due to demographic growth combined with limited availability of land. The social sectors failed to address the poor adequately.

By 2007, Rwanda had an approximate population of 9.5 million and its Gross Domestic Product (GDP) per capita was USD 371. The Household Living Conditions Survey II (EICV II) results of 2006 indicate that 36.9% of the population lived in extreme poverty and 56.9% lived under the upper poverty line. From 2001-2006 the economy was growing at an average rate of 6.4% per year yet inequality widened from 0.47% to 0.51% as measured by the Gini-coefficient in the same period.

From 2001 to 2006 trade grew at an average rate of 12.5% per year with exports reaching USD 152 million in 2006 alone and doubled receipts generated in 2002. Coffee, tourism and tea fuelled this growth, accounting for 60% of the 2005 export numbers.

The service sector replaced agriculture as the major contributor to GDP (7.4%). Despite the structural shift in the economy, agriculture remained ahead of other sectors in employment provision. An estimated 600,000 new jobs were created between 2000/01 and 2005/06, including a significant number of non-farm jobs. The share of the labour force working in formal employment increased from 5% to 10% during the same period. However, the EICV II results showed that poverty was high in households whose main source of income came agricultural wage labour. Of such households, 91% lived below the poverty line in 2005/06.

Shortage of land for cultivation was the major setback for agriculture in Rwanda and one of the main contributors to poverty. Two percent of cultivating households did not own

land, therefore they rented, shared crop or borrowed land. Of those cultivating households owning land around half (representing 3.6 million people in 2000/01 and 4.5 million people in 2005/06) cultivated less than 0.5 hectare (ha). More than 60% of households cultivated less than 0.7 ha and more than a quarter cultivated less than 0.2 ha. The standard of living was strongly related to the size of landholding, with those holding the least land generally being the poorest.

Shortage of land for cultivation was the major setback for agriculture and one of the main contributors to poverty. Of the cultivating households, only 2% owned land, therefore the majority rented, shared crop or borrowed land. Around half of these households (representing 3.6 million people in 2000/01 and 4.5 million people in 2005/06) cultivated less than 0.5 hectare (ha). More than 60% of these households cultivated less than 0.7 ha of land, and more than a quarter cultivated less than 0.2 ha. The standard of living was strongly related to the size of landholding, with those holding the least land generally being the poorest.

In the social sectors, the health status of the population had shown impressive progress. Between 2000 and 2005, the infant mortality rate (IMR) declined by 19.6%, the under-five mortality rate (U5MR) fell by 22.4% and the maternal mortality rate (MMR) decreased by 29.9%.

However, there were disparities between rural and urban regions and between the highest and lowest quintiles. The IMR and U5MR were respectively 56% and 73% higher in the poorest quintile than in the richest quintile. The rural rates of mortality were over one and a half times those in urban areas and this gap had not decreased between 2000 and 2005.

The population grew rapidly as reflected by the Total Fertility Rate (TFR), which rose from 5.8 children per woman in 2000 to 6.1 in 2005 despite desired fertility levels of 4.3 children per women and 4.0 per man.

Education access had improved, the net primary enrolment rate increased from 74% to 86% between 2000/01 and 2005/06. Two-thirds of the people aged 15 and over declared themselves to be literate. However, quality of education was a challenge as evidenced by a Pupil to Teacher ratio of 70:1. In addition, disparities remained in literacy rates between males (70%) and females (60%) and between urban and rural areas.

In the governance sectors, the 2003 Constitution outlawed all forms of discrimination, including ethnic and gender based discrimination. It laid a strong foundation to lead the country towards rule of law, respect for human rights and democracy. After the adoption of the new Constitution, Rwanda embarked on multiparty democracy; presidential and legislative elections were held in August and September 2003, and local elections followed in 2006.

The decentralization programme (phase I) that was underway offered great potential to bring government closer to the grassroots, strengthen local governments and improve service delivery.

## 1.2 Elaboration of the EDPRS

In June 2006, a consultative process was launched to prepare the EDPRS and was concluded in November 2007 with the final document.

In order to respond to the constraints identified at the end of PRSP 1, the newly developed EDPRS included three flagship programmes. The first flagship, ***Sustainable Growth for Jobs and Exports***, aimed at boosting growth by enhancing competitiveness, private sector investment and innovation, agricultural productivity, exports, and ***information and communication technology*** (ICT) competences.

The second flagship, ***Vision 2020 Umurenge programme (VUP)***, aimed to address extreme poverty and vulnerability, particularly in the rural areas.

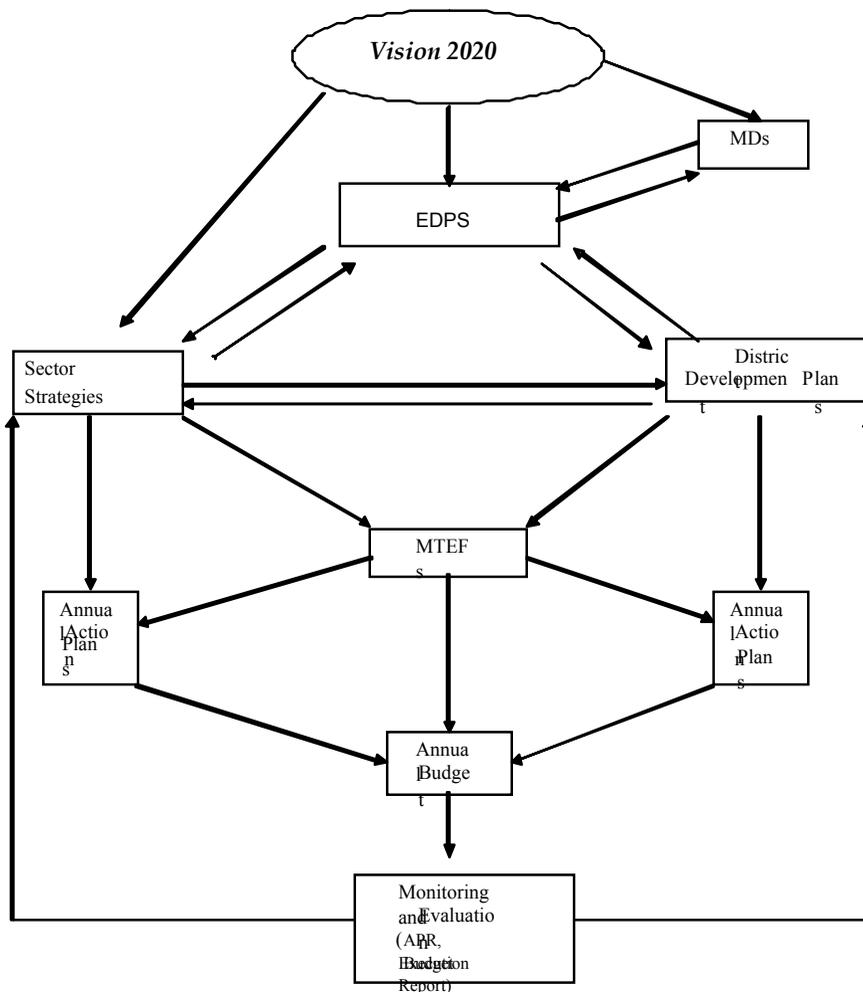
The third flagship, ***Governance***, focused on maintaining peace and security; improving relations with all countries; promoting national unity and reconciliation; justice, human rights and the rule of law; and decentralization, public financial management, service delivery, and fighting corruption.

EDPRS implementation started in 2008 and was expected to end in December 2012. After Rwanda joined the East African Community (EAC), however, the fiscal year was aligned to the EAC calendar beginning 1<sup>st</sup> July and ending on 30<sup>th</sup> June. The EDPRS is therefore expected to end in June 2013.

The EDPRS guides the development of Sector Strategic Plans (SSPs) and District Development Plans (DDPs), which are both five year strategic plans. They are detailed documents, which support implementation of national priority programs at sector and District levels. The SSPs contain sector level (national) priorities while DDPs contain District (local and grassroots) priorities. The DDP balances national with local development priorities. The SSPs guide line ministries and agencies in elaborating their annual work plans while DDPs do the same for Districts.

Both SSPs and DDPs are developed through a participatory process engaging various stakeholders in Sector Working Groups (SWGs) and Joint Action Development Forums (JADFs). These platforms have been used regularly to discuss development issues and promote dialogue at central and District levels during EDPRS implementation.

**Figure 1: EDPRS conceptual framework**



Given that the EDPRS is nearing its end, it is timely for all stakeholders to reflect and learn important lessons that will be integrated in the preparation and elaboration of the next EDPRS. This in-depth reflection was undertaken in the form of a Self-Assessment conducted by the sectors and Districts through the SWGs and JADFs between October and December 2011. This approach has permitted all stakeholders to contribute to the self-assessments. The outcome of these is described in District and sector self-assessment reports.

This synthesis report is based on eighteen sectors and thirty District self-assessments and supplemented by EDPRS performance reports, EICV III, the Demographic Health Survey 4 (DHS4) and other relevant documents. In chapter 2, EDPRS progress is discussed while in chapter 3 and 4 the sector and District self assessments are presented. Chapter 5 concludes with lessons learned and shortcomings.

# 2 PROGRESS MADE DURING EDPRS

Monitoring of the EDPRS implementation was carried out through the its institutional framework of the EDPRS and the integrated monitoring and evaluation framework. The latter consists of three instruments: the EDPRS Results and Policy Matrix, the Common Performance Assessment Framework (CPAF) and the Development Partners Assessment Framework (DPAF).

The EDPRS Results and Policy Matrix is used by domestic stakeholders to track progress towards EDPRS goals. The CPAF, selected by development partners in consultation with government as a subset of the Results and Policy Matrix, provides the basis for development partners to hold government accountable for its use of development assistance. This ensures that the perspectives of government policy makers and donors have been aligned and transactions costs of monitoring reduced.

## 2.1 Progress so far

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EDPRS's overall objective was to reduce the share of the population living in poverty from 56.9% in 2005/6 to 46% in 2012/13. This target has already been surpassed one year before the EDPRS ends with the EICV III showing that 44.9% of the population in 2011 was under the poverty line. The extreme poverty target of 24% was almost met, the EICV III shows it at 24.1%, a decrease from 37% in 2005/6.

Since 2008, more than 85% of the targets have been met, exceeded or are highly on track to be achieved, while the implementation rate of policy actions has been 96% (485 out of 504 policy actions are fully implemented). The high implementation rate has led to impressive results in all three flagship programmes.

**Table 1: Key EDPRS Results Indicators**

Priority area	Indicator	Baseline (2006)	Target (2012/13)	Actual (2010/11)
Growth and poverty reduction	Real GDP growth (% annual)	6.5	8.1	8.2 (2008-2011)
	National investment (% of GDP)	16.3	24.4	21.9
	Share of population living in poverty (%)	57	46	44.9
	Share of population living in extreme poverty (%)	37	24	24.1
Widen and strengthen the Financial Sector	Private Sector credit (% of GDP)	10	15	13.9
	Financial depth (broad money/GDP)	20	22.5	20.4

Priority area	Indicator	Baseline (2006)	Target (2012/13)	Actual (2010/11)
Develop skills	Pupil/teacher ratio in primary schools	70:1	47:1	58:1
	Gross secondary school enrolment	10	30	31.5
Raise agricultural productivity and ensure food security	Percentage of agricultural land protected against soil erosion	40	100	87.3
	Area under irrigation (hectares)	15,000	24,000	17,363
	Use of mineral fertiliser (kgs/ha)	11	40	30
Improve environmental management	Forestry coverage (%)	20	23.5	22.1
Build infrastructure	Percentage of households with access to electricity (%of households) (Number of connections)	4 (70,000)	16 (200,000)	10.8 (215,000)
	Electricity generation (off/on grid, MW)	45	130	97.4
	Classified road network in good condition (%)	11	31	59.9
	ICT composite network coverage (%)	75	100	90
Improve health status and slow down population growth	Infant mortality (deaths per 1,000 live births)	86	70	50
	Maternal mortality (deaths per 100,000 live births)	750	600	487
	Population covered by health insurance schemes (%)	70	95	89
	Women aged 15-45 using modern contraceptive techniques (%)	10	70	45
	Total Fertility Rate (children per woman)	6.1	4.5	4.6
Increase access to safe drinking water and sanitation	Access to safe drinking water (% of population)	64	86	74
Strengthen governance, security and the rule of law	Share of population expressing satisfaction/confidence in decentralised governance (%)	65	70	74.2

In the macro and economic sectors, Rwanda has maintained a high economic growth rate in the face of both external and internal shocks. During EDPRS, GDP growth rate has increased at an average rate of 8.5% exceeding the anticipated requirement of 8.1%. This was achieved against the backdrop of the world economic crises that affected fuel and food prices as well as the financial sector.

There has been impressive growth in the service and agricultural sectors which helped the Rwandan economy to remain resilient during the global financial crisis. In particular food crop production contributed significantly to agricultural growth.

The percentage of investment to GDP increased from 16% in 2006 to 21.9% in 2010/11 exceeding the target of 19% for 2010/11, the EDPRS target for 2012/13 is 23%. Revenues from exports have risen significantly over the years from USD 147.4 million in 2006 to USD 404.6 million in end 2011; the end target for 2012 is USD 332 million. Revenues from tourism increased from USD 131.8 million in 2006 to USD 251 million end 2011; the target for end 2012 is USD 276 million.

The World Bank Doing Business reports indicate that Rwanda improved its world ranking by 81 positions from 139<sup>th</sup> in 2008 to 58<sup>th</sup> in 2011. Named the world's top reformer of business regulation in the Doing Business 2010 report at 67<sup>th</sup> position, the country continued to improve its world ranking in 2011 reaching 57<sup>th</sup> position out of 183 countries. It earned the reputation of "a consistent reformer". The reforms included: starting a business, registering property, protecting investors, trading across borders, and accessing credit. All these have contributed to improving Rwanda's investment climate.

In the agriculture sector, the Area of Marshland developed for agricultural use increased from 11,000 ha in 2006 to 17,363 ha in 2010/11 exceeding the 16,000 ha target. The 2012/13 target for this indicator is 22,000 ha. Mineral fertilizers used increased from 14,000 Metric Tons (MT) to 44,000 MT in 2010/11. The 2012/13 target is 56,000 MT used. The portion of agricultural land protected against soil erosion increased from 40% in 2006 to 87% in 2010/11. As a result, production of key food security crops increased from 1,611.8 (1,000 MT cereal equivalent) to 3,000 (1,000 MT cereal-equivalent). The target is 3,225 MT cereal equivalent.<sup>1</sup>

Regarding energy, the installed capacity for electricity generation has increased from 45 Mega Watt (MW) in 2006 to 97.4 MW in 2010/11 exceeding the target of 90 MW for 2010/11 while the target is 130 MW. The number of electricity connections increased from 91,332 in 2006 to 215,000 in 2010/11 compared to the EDPRS target of 200,000 connections.

Regarding the transport sub-sector, progress has been made in maintenance of national roads. According to the 2009-10 road condition survey, the percentage of national roads in good condition has increased from 11% in 2006 to 51.9% exceeding the 31% target for 2012/13. However, the District unpaved road network in good condition only increased from 15% in 2006 to 15.1% in 2010/1. This did not meet the target of 36% for 2010/11 and needs serious efforts to meet the 50% target.

The ICT sector has continued to register remarkable progress particularly in voice penetration. The ICT penetration rate in voice (subscriber) has moved from 26% in 2009/10 to 38.4% in 2010/11 against the set target of 36% for 2010/11. The end target is 49%.

In the social sectors, the health sector has shown significant progress towards meeting the EDPRS targets. Most indicators were met and in many cases surpassed. The Infant Mortality Rate (IMR) has been reduced from 86/1000 live births in 2005 to 50/1000 live births in 2010/11 meeting the Vision 2020 target of 50/1000. The percentage of women aged 15-49 using modern contraceptive methods increased from 10% in 2006 to an estimated 45% in 2010/11 exceeding the target of 44%. This resulted in a fertility rate decline from 6.1 in 2005/6 to 4.6 in 2010/11. This comes close to the Vision 2020 target of 4.5. The percentage of population covered under health insurance schemes increased from 73% in 2006 to 89% in 2010/11 exceeding the 85% target. The percentage of assisted births in an accredited health facility increased from 28.2% in 2006 to 69% in 2010/11 exceeding the 45% target as well as the final 60% EDPRS target.

<sup>1</sup> Cereal equivalent is used to combine all production of crops into a single measure that is measured in terms of cereals or their worth in maize. The key crops included in this measure are; beans, sorghum, maize, cassava, bananas, rice, Irish potatoes, sweet potatoes and wheat.

In education, primary school completion rates for 2010/11 reached 79% for boys and 82% for girls compared to the overall targets of 59% and 58% in 2011 respectively. The end target for both boys and girls was 80%. Pupil per qualified teacher ratio reached 58:1 compared to the target of 64:1. Transition from basic to upper secondary education also recorded an improvement from 82% in 2006 to 90% in 2010/11 compared to the 83% target in 2010/11 and exceeding the final 70% EDPRS target.

In the sector of social protection the VUP is scaled up to 30 new sectors every year and in end 2011 it covered 120 out of 416 sectors. The total number of beneficiaries was 19,583 for direct support, 66,858 for public works and 58,218 for financial services. The percentage of eligible households granted public works has reached 100% in 2010/11 compared to 35% target for 2012/13. The percentage of eligible households granted direct support in VUP sectors has also reached 100% in 2010/11 compared to the 90% EDPRS target.

In the water and sanitation sector progress has been made in access to safe water and hygienic sanitation. Access to water increased from 64% in 2006 to an estimated 74.2% in 2011. This is less than the 80% target for 2010/11 and an increased effort is necessary to meet the 86% EDPRS target. In 2010/11 an estimated 74.5% had access to hygienic sanitation in comparison to 38% in 2006 and exceeding the target of 65% set for the EDPRS.

In governance, the Decentralization Implementation Plan (2011-2015) was successfully developed and continues to act as a guiding tool for decentralization. There is good indication of citizens' confidence in government, with 74.2% feeling that they participate actively in local decision making, and that local government is listening to and addressing their priority concerns, this has increased from 65% in 2006 and exceeds the 70% EDPRS target.

In the Justice, Reconciliation, Law and Order (JRLO) sector, there was an 8% reduction of the crime rate both in 2009/10 and 2010/11 exceeding the 5% annual reduction targeted in the EDPRS.

In the area of Public Financial Management (PFM), there is evidence of good progress; 96% of public enterprises submitted fiscal reports in 2010/11 and all reports were consolidated. The chart of accounts has been revised and aligned with Government Finance Statistics (GFS) 2001 and has been used as the basis for the 2011/2012 budget preparation. The Integrated Financial Management Information System (IFMIS) was rolled out to 94 budget agencies in 2010.

## 2.2 EDPRS Financing

Implementing the EDPRS was expected to cost around RWF 5,151 billion, with the public component amounting to RWF 3,434 (67% of the total cost).

The allocation of public spending across sectors was done to capture the EDPRS objective of balancing the social and productive sectors. It was envisaged that in order to remove the obstacles to accelerated growth, public investment should benefit all three productive

sectors of the economy: agriculture, manufacturing, and services. However, given the share of employment it represents, the agriculture sector was to be particularly supported towards modernization.

The sectors that were allocated the major portions of public expenditure were education (19.8%), infrastructure (19.7%), productive capacities (16.7%), defence and cooperation (8.5%), health and population (9.2%), and agriculture (7%).

**Table 2: Annual Public Expenditure on the EDPRS**

RWF (Billion)	2008-09	2009 mini budget	2009-10	2010-11	2011-12	TOTAL
Total Budget (incl. grants) <sup>1</sup>	681.5	328.7	779.6	844.2	1,194.2	3828.2
Expenditures	649.6	351.9	873.6	988.2	NA	NA

**Table 3: EDPRS proposed versus actual spending (2008-2011)**

	EDPRS Proposed Spending		Actual Spending	
	RWF bn	Share (%)	RWF bn	Share (%)
Human development and social sectors	1,174	34.2%	1,240.7	30.6%
Education	681	19.8%	644.9	15.9%
Health and Population	315	9.2%	413	10.2%
Social Protection	108	3.1%	144.3	3.6%
Youth, Sport and Culture	19	0.6%	38.4	0.9%
Capital Development and Directly Productive Sectors	1,250	36.4%	*	*
Infrastructure	676	19.7%	927.9	22.9%
Energy	208	6.1%	336.4	8.3%
Agriculture	242	7.0%	252	6.2%
Governance and Sovereignty	1,010	29.4%	1,359.3	33.5%
TOTAL	3,434	100%		

The utilization of share of funds by health, youth, sports and culture, and social protection has been more or less around the expected figure; education has seen a share of 15.9% against the projected 19.8%, while infrastructure and energy have both received greater shares than what was allocated. The largest deviations are in education (15.9% actual vs. 19.8% projected) and infrastructure (22.9% allocated vs. 19.7% projected). The energy subsector received the largest additional resources of 2.2% while 6.1% was projected amounting to a total of 8.3%. The increased allocation reflected government's priority spending on infrastructure as well as price escalations encountered during implementation.

Classification of costs in the EDPRS document was different from the classification used in the national budget. This creates an obvious problem of mapping and comparing the funds allocated towards EDPRS priorities by sectors. Given that the classification used in

the national budget derives from standard international practice, there is a case to be made for the next EDPRS to align its classification with that used in the national budget.

Another challenge is the increasing fixed costs such as block transfers to Districts and FARG among others. This imposes a constraint on the flexible envelope that can be allocated to emerging priorities. Furthermore the mismatch between the rate of growth of priorities compared to the growth of the resource envelope. This is aggravated by the global trends that indicate an uncertain economic outlook with possible negative impact on foreign direct investment and grant financing.

# 3 EDPRS SECTOR ASSESSMENT

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## 3.1 Introduction

The self-assessments were conducted in a participatory manner with a variety of stakeholders and participants, these provided an opportunity to reflect on achievements, challenges and lessons learned since the implementation of the EDPRS began. Eighteen sector self-assessments were conducted and their reports provide description and analysis of how the sector has evolved since the start of the EDPRS. The self-assessments examined the following areas: strategies, policies and priorities, operational issues, management and resources, and partnerships.

In general, the reports are rich in information and participants have spent considerable time and effort to generate the requested information. However, the level and depth of analysis is uneven across the sectors. In most cases narrative and data are provided to illustrate the lessons learned across the different areas of the assessment.

## 3.2 Key Findings

### 3.2.1 Strategy, policies and priorities

The majority of the sector strategies are fully aligned to the EDPRS and Vision 2020. It was found, however, that a few areas lacked strategies to guide and coordinate interventions towards agreed objectives; examples include missing integrated strategies for youth employment, private sector development, transport. Some others developed their strategies late during the course of implementing the EDPRS, which impeded implementation of the EDPRS in those sectors. Only some mention the seven year government plan (7YGP), the Millennium Development Goals (MDGs) such as the education, health and social protection reports. Strategies also refer to various international agreements and regional policies such as: the Action Plan of Sub-Saharan Africa Transport Policy (SSATP).

On average cross-cutting issues such as HIV/AIDS, gender and environment have been taken into account, other areas like disability and regional integration however have not been well integrated. There has been limited reporting on results and monitoring in these areas with few sectors adopting specific indicators or providing disaggregated data.

Various mechanisms exist to implement strategies and some sectors have developed overarching frameworks, including sector-wide approaches (SWAp) to improve coordination and delivery. These frameworks are further broken down into core activities, annual work and action plans, including targets and outputs. Most of these are budgeted on an

annual basis and accompanied by implementation plans. Some sectors express interest in developing a SWAp seeing it as a way to move the sector coordination forward.

Strategies have different life cycles such as the energy strategy, which was completed in 2011 and expires in 2018 and the ICT sector strategy, which has four cycles of five year plans, which started in 2000 and ending with the Vision 2020. In some cases priorities and targets have been adjusted in the course of implementation due to the situation on the ground, including upward revision of targets that were almost met or exceeded and a downward revision for those with slow implementation (due to budget limitations, delayed procurement, etc).

Policies that existed prior to the EDPRS have been adapted to better reflect the strategic goals of the EDPRS. Most policies require regular updating since the implementation of the EDPRS takes place in a dynamic environment, including the evolving regional context and the further integration of the East African Community (EAC). This situation is particularly true for the private sector. Moreover, other sectors also recommend regular assessment and updating of their policy during EDPRS 2. The social protection sector, for instance, indicates that a new policy will have to be developed by 2014. Also the social sectors refer to possible effects of regional agreements and policies, including regional labor markets that could affect Rwanda.

Most policies are adequate but some have limitations in components, for example, in the case of the health sector policy, non-communicable diseases - such as eye diseases - have not been adequately addressed while the housing sector concludes that in retrospect the policy could have given more details regarding the institutional set up.

In most cases sector reviews take place on a regular basis, which provides stakeholders with opportunities to further discuss the implementation of policies, including evolving issues. These reviews provide an opportunity to collect data and analyze whether EDPRS targets are met and what impediments occurred in achieving progress. They therefore constitute an important mechanism for all stakeholders to take stock of what has been achieved and what changes need to be introduced to deliver the objectives and targets of the EDPRS. The EDPRS Results and Policy Matrix and Common Performance Assessment Framework at national level have proven to be dynamic tools for participatory monitoring and evaluation. The engagement with stakeholders in defining priority Policy actions and selecting indicators and targets through forward looking joint sector reviews has been highly appreciated.

The development of logical frameworks has been mentioned only in a few instances and often lacks indicators or other pertinent features. It is unclear to what extent logical frameworks are mandatory instruments or how they were integrated into the SSPs. Some sectors have taken them forward and their strategies and plans have been strongly based on the programme logic such as in agriculture, education and health sectors while in others there is need to further strengthen the linkages.

### 3.2.2 Operational Issues

During the EDPRS the institutional and regulatory frameworks have evolved and new agencies were established (RDB, REMA, RHA, etc.) which facilitated smooth implementation while, at the same time, laws were developed (such as the land law) allowing progress to be made. In some cases, however, inadequate and/or incomplete institutional set up as well as unclear legal frameworks have made coordinated implementation difficult. The mining sector, for example, suffered from an unclear taxation policy while in the transport sector the coordination of road maintenance at District level remained a challenge due to unclear roles of the various stakeholders.

Staff turnover was high in some sectors and management experiences serious difficulty in retaining staff. In education, for example, the sector continues to face challenges in filling positions and experiences high staff turnover. For example, NUR staff turnover of up to 50% was seen in the last ten years. A similar situation can be found with teachers leaving the profession, and also with the ministry and implementing agencies.

At decentralized levels the lack of human resources appears to be the key contributor to slow implementation of policies. In certain sectors technical staff is needed in rural areas which requires additional incentives. In health, the target of the doctor - patient ratio can only be met if more doctors are trained and recruited, the current ratio is 1:17.240<sup>2</sup>. Also more specialized expertise is needed in the sector at decentralized level.

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Sectors also experience coordination difficulties at the decentralized levels. In general, a more active participation between central government and decentralized levels in program formulation and implementation is needed as well as participation in planning and budgeting exercises to avoid duplication and maximise efficiency. Communication and coordination between central and decentralized level is critical to ensuring synergy of policy, strategies and District plans. Frequently it is mentioned that better coordination is needed between the two levels to improve implementation of the EDPRS.

Most reports refer to weak M&E systems, including a lack of or inappropriate indicators, including in the EDPRS. Few sectors have a fully operational M&E framework beyond the framework provided by the EDPRS at national level. Monitoring on an annual basis is not always possible and setting targets without evidence base has led to frequent changes to indicators and targets. It was also observed that M&E frameworks are not always congruent.

Additionally, many sectors would like to conduct more studies, evaluations and do research in order to be able to track progress, determine impact and adjust national programmes. The social sector would like to improve monitoring and impact assessment and conduct more research for evidence based learning purposes.

### 3.2.3 Management and Resources

In general SWGs are well managed and support the realization of sector objectives. Several sectors report, however, that there is a need to address cross-sectoral and inter-ministerial

coordination and communication. In the transport sector, for example, various agencies have been created, but the institutional framework should be further clarified and proper hierarchical distribution of responsibilities developed. Multi-sector approaches could also fasten the pace of realization of the EDPRS flagships.

Some sectors suggest that performance based, gender sensitive budgeting and other budgeting tools are needed to shift the focus towards performance and increase efficiency. Some wish to introduce more value for money type of approaches to ensure that investments are not wasted and serve the beneficiaries. Performance based financing in the health sector has yielded significant results and has been generally seen as a tool for improving linkage of resource allocation to results.

The reports also suggest that donors could improve their financial support either through timely disbursements, improved predictability and ensuring that the committed levels of resources remain unchanged. Some sectors assert that they would prefer sector budget support and that basket funds performance should be improved.

In the absence of adequate human resources across the sectors, including the decentralized levels some sectors suggested pooling of resources, reduction of dependency on technical assistance and looking for innovative approaches to take advantage of local resources such as the academia.

### **3.2.4 Partnerships**

Effective partnerships exist in most of the SWGs and the sector reviews reconfirm this. Both are excellent consultation mechanisms, which generate debate and provide platforms for reflection, adaptation of programmes and decision making. Sector reviews of both backward and forward looking in nature constitute a platform for joint planning, budgeting, implementation, monitoring and evaluation. Sectors cited however, that international, local NGOs and the private sector are not always actively involved and emphasized the need for improvement. It is suggested that their involvement across and in the sectors needs to be improved and that they should be an integral part of the elaboration of EDPRS 2 including strategies, policies, priorities and implementation.

Community participation in design and implementation of programs has also been a success in driving results. Examples include the construction of nine year basic education (9YBE) classrooms through high community involvement which allowed for the school term to begin on schedule. Also the high participation in *Gacaca* (traditional courts) which has speeded up trial of the backlog of genocide cases and facilitated the unity and reconciliation process. Others cited include the *Abunzi* (mediation committees) and *inteko z'abaturage* (citizen forums).

In general, there are good and efficient working relationships between all stakeholders supported by MoUs and partnership principles where there are operational SWAs. There is however very little reference to the Rwanda Aid Policy and to what extent donors and other international partners adhere to it. In general, there is also good ownership among partners of strategies in the sectors and shared decision making is considered important to maintain this sense of ownership.

As financial resources are limited, sectors would welcome a much stronger involvement of the private sector. The agriculture sector, for example is of the opinion that the private sector should lead in the next phase of elaborating their new sector strategy.

### **3.3 Conclusion**

The EDPRS has proven to be a relevant and important overarching strategic document and a leading reference point for all sectors. The development of individual sector strategies and policies reflect the objectives articulated in the EDPRS. It has therefore contributed to consolidating all the efforts in the sectors to stimulate economic development and combat poverty.

Most sectors show progress while the remaining challenges discussed above need full attention in EDPRS 2, including: cross-sector coordination and Sector relations with decentralized levels; increasing the availability and quality of human resources as well as financial resources, including from the private sector; a stronger involvement of the private sector and NGOs in all sectors and from strategy elaboration to implementation of activities; strengthening M&E and using the lessons learned to prepare a well articulated EDPRS 2.

# 4 EDPRS DISTRICT ASSESSMENT

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## 4.1 Introduction

This chapter summarises the experiences of implementing the EDPRS at the District level. There are a total of 30 Districts, which all have conducted their self assessments through a participatory and consultative process, like the sectors this was an opportunity for stakeholders to reflect on the District achievements, progress and lessons learned during the implementation of the EDPRS. Many reports express that the process of carrying out the self-assessment exercise has led to a lot of learning and discussions among the participants.

## 4.2 Key findings

### 4.2.1 *District development plans in response to EDPRS*

The point of departure for District development is the DDPs which contain the Districts' priorities, activity plans, budgets and time plans.

In order to ensure realization of the national goals at sub-national levels the DDP must align itself to the EDPRS. It is clear from the District reports that alignment to the EDPRS has effectively taken place. All Districts state that their DDPs have been planned and formulated according to the goals and objectives of the EDPRS. Alignment has clearly been largely successful. It is also found that the DDPs are used as reference for District implementation, so on this background it can be concluded that the EDPRS sets the frame for District development. However some assessments mention that in some cases DDPs were developed before the EDPRS and therefore did not always align effectively with the EDPRS. This has led to some lack of clarity about priorities.

The reports in general give a picture of economic growth and improved living conditions in the Districts during the period of 2008-2011. This conclusion is based on both statistical information in the reports on – for example - decreased figures for percentage of people living in extreme poverty, increased ratio of pupils in education, increased access to health services, increased supply of electricity, number of roads repaired, more jobs created etc. In addition, the reports contain a lot of narrative descriptions of achievements and improvements, which have taken place in the Districts.

In general, it can be concluded that the EDPRS has been highly effective in reducing poverty and fostering economic development in the 30 Districts as demonstrated by the results of the EICV III. However, there has also been notable differences in the performance of Districts in regard to poverty reduction. Given that the self assessments were conducted

prior to the availability of poverty results, there was no opportunity to get Districts' own interpretation of their performance reflected in the reports.

It is evident that the District development and progress has taken place in terms of economic development and within the areas of food security, agriculture, infrastructure, health, and education, however there are still challenges and needs such as access to clean water, although these vary from District to District.

Similar to the Sector assessments, the Districts assessments also show that cross-cutting issues such as HIV/AIDS, gender and environment have been taken into account, but more efforts are needed for areas like disability, disaster management and risk reduction. It has also been difficult to develop District level indicators for reporting on results and monitoring in these areas with disaggregated data.

#### **4.2.2 Operational Issues**

Overall, objectives within DDPs are related to objectives and/or activities planned in EDPRS and Vision 2020. However, there is a weak linkage between DDP targets and EDPRS targets: many EDPRS and Vision 2020 targets are not recapitulated by DDPs. Districts expressed a strong support for performance contracts or Imihigo and appreciated their role in fast tracking implementation. Although they also emphasized the need to support this with a well articulated EDPRS M&E framework at District level including appropriate EDPRS indicators.

From Districts' perspectives it has been very difficult to provide the accurate and good quality data for these targets and indicators. One related challenge in this regard is the lack of adequate baselines against which to measure progress. The same challenges were experienced in relation to the MDGs.

The MDGs and the cross cutting issues are dealt with to a lesser degree. It seems that these are not guiding the District planning in a direct way or in same way as the EDPRS (but indirectly so, as many of the EDPRS goals and objectives overlap with the MDGs and cross cutting issues).

At the District level; performance contracts (Imihigo) are a very useful planning tool, which improves performance and which assists Districts to ensure that their activities are addressing the key priorities. Although many Districts expressed lack of appropriate baselines against which to measure progress, the concept of performance contracts, in general is seen to have facilitated progress and helped ensure focus on delivery of results.

Another issue, which comes out of most of the District reports, is the relationship between Districts and central government. It is mentioned in several reports, that the Districts would like to be more informed and more included in central level planning. The argument is that more involvement in the planning processes will ensure that local needs and priorities are taken into consideration in order to ensure that central level goals reflect local realities and are therefore more relevant to Districts.

More specifically, it is mentioned in several of the reports that the SWGs need to inform and include the Districts more. Some Districts claim not being fully aware of the functioning and objectives of the SWG. There is room for improved joint planning and budgeting with the SWGs.

With regard to reporting to central level and feedback to Districts some reports mention that they would like to have more engagement and communication with central level about their reports – such as feedback on the contents, advice on how to overcome obstacles, encouragement when results have been achieved etcetera.

Several reports express difficulties in execution of their DDPs when the national priorities change, and the Districts have to follow accordingly and change their original focus. One example, which is mentioned several times was the Nyakatsi Campaign (Eradication of Grass-thatched houses). On the other hand, other District reports mention the Nyakatsi Campaign as an example of activities where the District has managed to make improvements for many households, so the Districts also appreciate the interventions planned at central level.

A related issue is being mentioned with regard to donors, whose priorities the Districts need to respond to in order to receive the funds. Several reports mention that they feel very little in control of their own budgets and that donors and/or central government should base their planning more on Districts' needs and priorities. There is an apparent need for strengthening aid coordination and management at District level.

Summing up, several of the Districts express a wish to get more involved in the central level decision-making processes, including in SWGs to ensure that their needs and priorities are taken into account. Accordingly, many reports recommend that planning of the next EDPRS should involve the Districts more and that bottom-up participatory planning should be the general way to plan national strategies. Other reports express appreciation of the central level guidance and directions for how to plan their local actions and instead find it important for appropriate M&E systems to be developed at the local level.

### **4.2.3 Management and resources**

A common issue raised in the reports is the lack and shortcomings of human and financial resources. When the Districts reflect on why results and objectives have not been met, they generally give the following reasons: 1) lack of qualified staff, high turnover of staff and lack of incentives for District staff to remain in the positions; 2) lack of sufficient funds to carry out the planned activities and interventions. Districts particularly call for staff strengthening at sector and cell administrative levels.

This issue combined with the staff issue leads to the question of sustainability. There seems to be a high dependency on the part of Districts to receive external funding. Apart from the central funds, donors and private sectors are also mentioned as possible sources of District revenues. The sustainability of the achievements from the EDPRS in Districts is in other words dependent on a continuous flow of funds from outside the District. It is expected that central level funds will still be flowing to the Districts and there are arguments to be

made for greater financial decentralization. For sustainability, it is increasingly important for Districts to be able to increase their own revenues as a share of total funding.

#### **4.2.4 Partnerships**

All Districts have established a JADF with the involvement of different partners. The partners are representatives and citizens from the District, other Districts, the private sector, SWGs, civil society, and donors. The JADF meets (on average) four times annually and is a forum to ensure that all parties who are involved in the development and implementation of District meet to coordinate and discuss progress.

The general message coming out of the reports is that partners are appreciated and that they have contributed positively to District development and implementation of the EDPRS. Especially the collaboration among Districts is highlighted as very positive, and as an area in which they would like to do more in the future. Specifically it is mentioned that study tours to other Districts has been helpful in sharing on best practices and learning lessons.

There is also an emerging need for strengthening of the JADF based on its increasing importance in the policy implementation environment. Given that the Districts are increasingly taking on more stakeholders, improving joint planning, budgeting, monitoring and evaluation and building capacity for coordination with stakeholders is necessary.

The private sector does not seem to play a prominent role in some of the JADFs, yet it is mentioned in several reports that they would like to engage them more. Some reports highlight on the other hand strong private sector participation as having led to more employment for youth in the District, and that their role has been crucial for District development.

#### **4.2.5 Conclusion**

The EDPRS has been the guiding strategy for District development in Rwanda in the period 2008-2011. It has set the stage for formulation of targets and objectives in the DDPs and all Districts plan according to the objectives of reducing poverty and enhancing economic development.

A lot of progress has happened at the District levels in the EDPRS period and even though Districts struggle with generation of appropriate data to document the progress it is clear from the reports that living conditions have improved and that poverty has been reduced.

In the coming preparation of EDPRS 2 efforts to improve M&E tools and systems for monitoring progress should be prioritized. This issue seems to be a main priority for Districts. Coordination between central and District level should be improved to ensure effective District implementation. Finally, the situation of strengthening human resource capacity and availability at Districts needs to be addressed.

# 5 LESSONS LEARNED, BEST PRACTICES AND SHORTCOMINGS

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## 5.1 Introduction

This section is a summary of the lessons learned and recommendations from the self-assessments reports – at both sector and District levels. In some cases recommendations have been formulated, which are pertinent to the preparation of the EDPRS 2.

## 5.2 Lessons learned - best practices

**Working together – with participation of population, has allowed fast-tracking implementation and has proven cost effective:** examples include fast-tracking 9YBE where construction of classrooms and timely starting of the academic year was made possible thanks to the participation and contribution of the entire community. In agriculture, mobilization of the population for land consolidation and use of fertilizers has yielded significant results under the Crop Intensification Program. In the health sector the achievements realized in improving the health status of the population are a result of mobilizing the population and their buy-in of government programs of health mutuelles (medical insurance), using bed nets, universal vaccination, etcetera. In this regard, community health workers played an important role in sensitizing and mobilizing the population as well as in being the first contact point for accurate health information.

**Many home-grown initiatives turned into success stories** in strengthening delivery. These include: *Umuganda* (community work), *Gacaca* (traditional courts), *Abunzi* (mediators), *Imihigo* (performance contracts), *Inteko z'Abaturage* (citizen forums), *Ubudehe* (socio-economic classification to assist vulnerable groups), VUP, *Girinka* (one cow per poor family), etcetera. These initiatives have the potential to yield more results in delivering the EDPRS targets once scaled up and/or better targeted. The *Umuganda* calls for better planning as to what needs to be delivered by various community work sessions. It is necessary that these are linked to the overall Imihigo of communities. Community Imihigo themselves require better linking to the national EDPRS targets and District Imihigo. The VUP and Girinka are perceived to be highly relevant and many think that more households should be benefitting from these programmes in future.

At national level, **the ownership of the EDPRS by all stakeholders and alignment** of all resources to the framework of the EDPRS in the respect of the aid policy principles have allowed to make the EDPRS a useful guiding strategy used by all and facilitating achievements of targets. The coordination and policy dialogue under the SWGs has been

improving over time as a result of participation of all stakeholders and the desire to abide to good aid coordination practices. The M&E system at national level, including the CPAF which provided for participatory M&E was highlighted as a good practice example.

**Putting in place an adequate institutional/ legal framework** for implementation – and flexibility to change or adapt has proven effective (e.g. RDB, REB, EWSA, etc). Where the institutional framework was inadequate or reforms were delayed during the implementation period, progress has been less visible than in the sectors where the right institutional set-up existed from the very beginning of the EDPRS process. It is useful that the EDPRS 2 elaboration includes reflections on the appropriate set up for effective delivery. In many instances, merging institutions with closely complementary mandates has reduced duplication of efforts and improved coordination. In the education sector, the Rwanda Education Board (REB) is regarded as providing a comprehensive approach to addressing the key priority of quality education and is a coordination mechanism across implementing agencies, which was absent in the sector during the start of EDPRS. There is now a great opportunity to approach the 12YBE reforms from a holistic point of view, addressing the issues of quality improvement and increased access side by side - to ensure an optimum balance between increasing access and improving quality

**Improved service delivery with support of ICT solutions.** With the strong focus of the country on transforming into a middle income country in Vision 2020 with ICT at the forefront, it is no surprise that some of the successes in service delivery and investment climate reforms have centred around ICT solutions. These have included online registration of businesses, online filing of tax claims, a rapidly evolving financial sector which embracing new and innovative IT products as well as an electronic immigration service, driving license application to name but a few. These offer important opportunities for integrating other sectors such as agriculture and for bridging the urban-rural divide.

**At the District level; performance contracts (Imihigo) are a very useful planning tool**, which improves performance and which assists Districts to ensure that their activities are addressing the key priorities. Although many Districts expressed lack of appropriate baselines against which to measure progress, the concept of performance contracts, in general is seen to have facilitated progress and helped ensure focus on delivery of results. The performance contracts have also been mainstreamed in government institutions as a means to fast-track delivery. Increased participation in the development and elaboration of Imihigo is an important way for improving the ownership of the performance contract process.

### 5.3 Lessons learned- shortcomings

**Some sectors still lack exhaustive and well articulated strategies** - including financing and capacity mobilisation strategies, while they have been crucial in guiding implementation – ensuring coordination and alignment of stakeholders. For example, an important lesson in transport is that this sector needs a single transport sector strategy including a reporting system and sector monitoring strategy. In the same vein, in the area of private sector development, the lack of an overarching sector strategy has hindered coordination efforts for policy and strategy formulation and implementation as well as priority setting.

**Some structures are still not functioning as expected.** Roles and responsibilities are not well defined in some areas and more reforms are needed. In JADE, participation of various stakeholders has not been at the desired level in some districts, making coordination of all interventions difficult. In the transport sector, there is a need for clarification of responsibilities while the integrated strategy is developed. It should also include mechanisms to monitor and evaluate performance.

**There is room for improvement in regard to mainstreaming cross cutting issues such as; disability, disaster management and risk reduction, regional integration and climate change.** While Sectors and Districts acknowledged progress in integrating cross cutting issues of gender, HIV/AIDS and environment, they also highlighted the need for more tools and guidance on effectively mainstreaming cross cutting issues into their plans, budgets and M&E. The development and collection of specific disaggregated indicators was of particular concern and interest moving forward.

**Insufficient coordination and communication** across sectors as well as between central and local government entities. In general, Districts experience a need for strengthened and improved coordination and communication with the central level in preparing the EDPRS 2. A best practice of clear policy orientations provided by the Ministry of Health facilitated the planning process and implementation of health sector programs at District level. There is also a need for a clear communications strategy for EDPRS 2.

**Insufficient involvement of private sector** and cooperatives (NGOs/CSOs) in some areas has affected the quality of policy dialogue especially at the District level. Some sectors have also highlighted this as a challenge and expressed the desire for stronger engagement with the civil society and private sector in the elaboration of strategies and plans for the EDPRS 2.

**Weak M&E systems;** Districts and sectors have pointed out the need for an integrated M&E system that links the different sub-systems. These are important as proven by well functioning MIS in the health and education sectors leading to improved sector management. A participatory approach played a pivotal role in indicator development and assessment at Sector level and should be strengthened at District level also. A clear process for defining, collecting and sharing information on indicators especially from the District level and ensuring quality are other important elements of a fully integrated M&E system.

**Important projects are sometimes delayed due to poor procurement planning and insufficient capacity of private contractors.** In some lengthy and protracted national procurement procedures have impeded rapid implementation. In other cases low capacity of private contractors caused delays. This is mainly the case in infrastructure but other sectors and even Districts have reported this as an issue. Strengthening capacities for procurement planning and execution is of vital importance for moving forward.

## ANNEXES

Self Assessment Report	Sector Chair/ District/Source
Capacity Building And Employment Promotion	Ministry Of Public Service And Labour
Housing Sector	Ministry of Infrastructure/Rwanda Housing Authority
Financial Sector	Ministry of Finance and Economic Planning
Private Sector Development Sector	Ministry of Trade and Industry
Education Sector	Ministry of Education
Energy sector	Ministry of Infrastructure/Energy, Water and Sanitation Authority
Environment and Natural Resources Sector	Ministry of Natural Resources
Transport Sector	Ministry of Infrastructure/Rwanda Transport Development Agency
Meteorology Sector	Ministry of Infrastructure/Rwanda Meteorological Service
Youth, sports and Culture Sector	Ministry of Youth, sports and culture
Agriculture Sector	Ministry of Agriculture and Animal Resources
Decentralization, Citizen Participation, Empowerment, Transparency and Accountability Sector	Ministry of Local Government
Social Protection Sector	Ministry of Local Government
ICT Sector	Ministry of Information and Communications Technology
Justice, Reconciliation, Law and Order Sector	Ministry of Justice
Health Sector	Ministry of Health
Water and Sanitation Sector	Ministry of Infrastructure/EWSA
Public Financial Management (PFM) Sector	Ministry of Finance and Economic Planning
RWAMAGANA	DISTRICT
NYAGATARE	DISTRICT
GATSIBO	DISTRICT
KAYONZA	DISTRICT
KIREHE	DISTRICT
NGOMA	DISTRICT
BUGESERA	DISTRICT
GASABO	DISTRICT
NYARUGENGE	DISTRICT
KICUKIRO	DISTRICT
GISAGARA	DISTRICT
NYANZA	DISTRICT
KAMONYI	DISTRICT
NYAMAGABE	DISTRICT
HUYE	DISTRICT
MUHANGA	DISTRICT
NYARUGURU	DISTRICT
RUHANGO	DISTRICT
NYABIHU	DISTRICT

NGORORERO	DISTRICT
KARONGI	DISTRICT
NYAMASHEKE	DISTRICT
RUTSIRO	DISTRICT
BURERA	DISTRICT
GAKENKE	DISTRICT
GICUMBI	DISTRICT
MUSANZE	DISTRICT
RULINDO	DISTRICT
RUBAVU	DISTRICT
RUSIZI	DISTRICT
Other reports	Author
Annual Report On The Implementation Of The Economic Development And Poverty Reduction Strategy (EDPRS) - 2008	MINECOFIN
Annual Report On The Implementation Of The Economic Development And Poverty Reduction Strategy (EDPRS) JULY 2009-JUNE 2010	MINECOFIN
Economic Development And Poverty Reduction Strategy (EDPRS) Implementation Report JANUARY-JUNE 2009	MINECOFIN
EDPRS 2010-11 INCLUDING CPAF	MINECOFIN
Economic Development & Poverty Reduction Strategy 2008 - 2012	The Republic of Rwanda
EDPRS 2008 RPM including new CPAF	MINECOFIN
EDPRS 2009 including CPAF mini budget	MINECOFIN
EDPRS 2009-10 including CPAF	MINECOFIN
Terms of Reference for 2008-2011 EDPRS District Self-Assessments	MINECOFIN
Terms of Reference for 2008-2011 EDPRS Sector Self-Assessments	MINECOFIN
GOVERNMENT ANNUAL REPORT July 2010 - June 2011	The Republic of Rwanda
Report On District Imihigo Evaluation 2009/2010	Ministry of Local Government
DISTRICTS IMIHIGO EVALUATION REPORT 2010-2011	Ministry of Local Government
IMITERERE N'IMIKORERE YA Guverinoma	Office of the Prime Minister
DISTRICTS IMIHIGO EVALUATIONS (JANUARY-SEPTEMBER 2007)	Ministry of Local Government
Annual Review of DFID Support to the Vision 2020 Umurenge Programme (VUP), Rwanda	DFID
2nd Annual Review of DFID Support to the Vision 2020 Umurenge Programme (VUP), Rwanda	DFID
VUP Targeting and Poverty Surveys 2009 (Report)	Ministry of Local Government
VUP Targeting and Poverty Surveys 2009 (Annexes)	Ministry of Local Government
Vision 2020 Umurenge Program (VUP) - Baseline Survey - Final report -	Ministry of Local Government
Vision 2020 Umurenge Program Annual Report 2009/2010	Ministry of Local Government
3-Years Of The Economic Development And Poverty Reduction Strategy (EDPRS): A Summary Implementation Report 2008-2010	MINECOFIN
Household Living Condition Survey (EICV 3)	National Institute of Statistics of Rwanda
Demographic and Health Survey IV	National Institute of Statistics of Rwanda

### (Footnotes)

1 *Budget is allocated expenditure when the finance law is approved while expenditures reflect actual spending.*

