



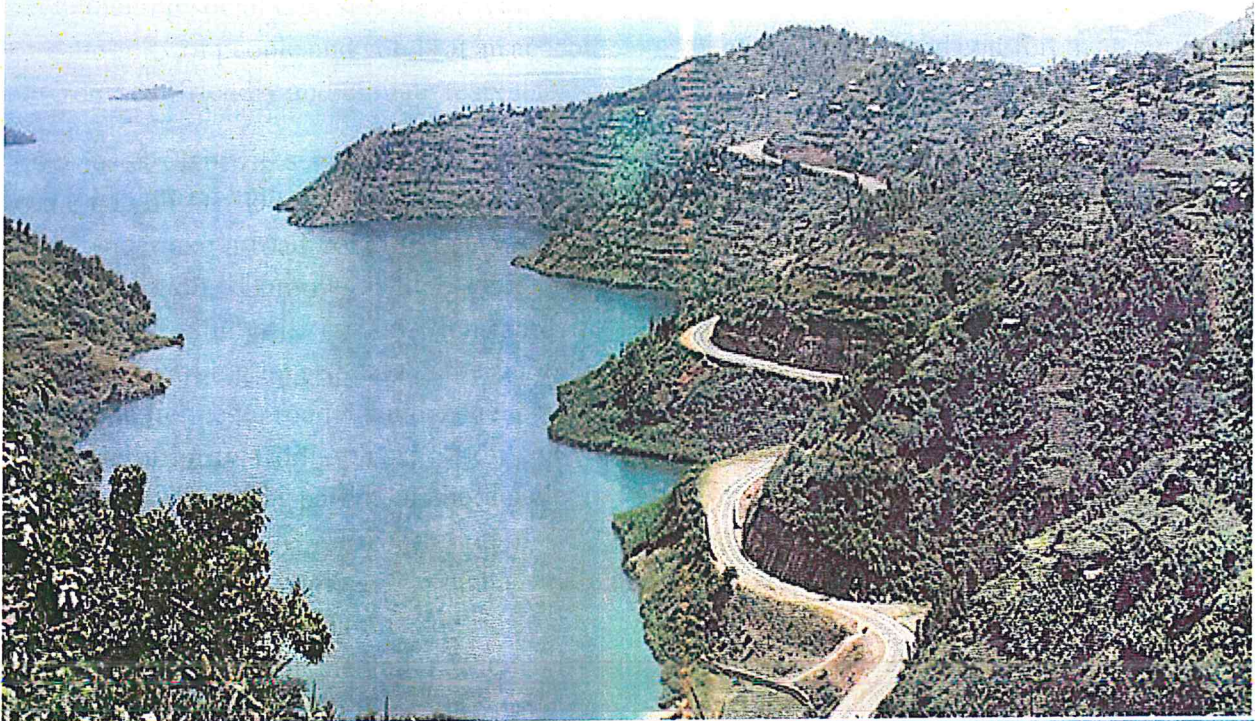
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## BACKWARD-LOOKING JSR REPORT FOR FY2018/19



October 2019



## TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS .....	4
SECTION I: BACKGROUND AND RATIONALE .....	5
SECTION II: PERFORMANCE OF THE SECTOR FOR THE FY2018/19 TARGETS .....	6
<i>II.1: NST-1 CORE INDICATORS</i> .....	6
<i>II.2: OTHER SECTOR INDICATORS</i> .....	7
<i>II.3 MAINSTREAMING CROSS CUTTING AREAS</i> .....	9
SECTION III: BUDGET EXECUTION PERFORMANCE FOR THE FY2018/19 .....	13
<i>III.1: RWANDA TRANSPORT DEVELOPMENT AGENCY (RTDA)</i> .....	14
<i>III.2: ROAD MAINTENANCE FUND (RMF)</i> .....	15
SECTION IV: PRIORITY AREAS FOR FY 2020/21 .....	15
SECTION V: REVIEW OF THE LAST JSR RECOMMENDATIONS .....	16
SECTION VI: KEY ISSUES WITHIN THE SECTOR .....	17
SECTION VII: CONCLUSION.....	20

**LIST OF TABLES**

Table 1: NST-1 CORE INDICATORS ACHIEVEMENTS .....6

Table 2: NST-1 OTHER SECTOR INDICATORS ..... 7

Table 3: STAFF TRAINING IN FY 2018/2019 ..... 9

Table 4: RTDA AND RMF BUDGET EXECUTION PERFORMANCE FOR FY 2018/19..... 13

Table 4.1: RTDA BUDGET EXECUTION PERFORMANCE FOR FY 2018/19 ..... 13

Table 4.2: RMF BUDGET EXECUTION PERFORMANCE FOR FY 2018/19 ..... 14

Table 5: LENGTH (KM) OF ROADS MAINTAINED IN THE FY 2018/19..... 15

Table 6: IMPLEMENTATION STATUS OF LAST JSR MEETINGS RECOMMENDATIONS ..... 16



## ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
JSR	Joint Sector Review
JSR-BL	Joint Sector Review-Backward Looking
NST	National Strategy for Transformation
JSR-FL	Joint Sector Review Forward Looking
SWG	Sector Working Group
FY	Fiscal Year
GHG	Green House Gas
DBM	Design Build and Maintain
MDTF	Multi Donor Trust Fund
WB	World Bank
FRDP	Feeder Roads Development Program
ICAO	International Civil Aviation Organization
OSBP	One Stop Border Posts
GRC	Grievance Redress Mechanism
LCAs	Local Communities Associations
RMF	Road Maintenance Fund
RTDA	Rwanda Transport Development Agency

## SECTION I: BACKGROUND AND RATIONALE

The Government of Rwanda recognizes the Transport Sector as one of the key growth drivers in an economy. The quality and reliability of Transport Infrastructure and Services are cornerstones for reduced transport costs, domestic and foreign investment attraction and enhanced access to economic opportunities. The efficiency of the Transport Sector is thus, critical to achieving the overarching objective of Rwanda's National Strategy for Transformation (NST-1) Economic Transformation pillar of accelerating inclusive growth and development founded on the private sector, knowledge and Rwanda's natural resources. Over the years, Government of Rwanda and Development Partners have strived to increase investment in developing transport infrastructure and services as well as capacitating the public sector to deliver diligently on its mandate. These interventions are playing a catalytic role in development of modern infrastructure and services, generally contributing to reduction in transaction costs and thus, increasing the country competitiveness.

The Transport Sector comprises of Land (road and railway), Maritime, Air and Transport Services. Land transport is the dominant mode of transport in the country currently, catering for the bulk domestic passenger travel and freight traffic demands. The development and improvement of the aforementioned transport infrastructure requires continued commitment from Government of Rwanda and Development Partners. The Joint Sector Review-Backward Looking is a platform the Ministry of Infrastructure uses to lobby, advocate, promote ownership, accountability, and transparency while delivering on Government set transport priorities and programs. This Backward-Looking Joint Sector Review (JSR-BL) forum brings together stakeholders within the sector to engage into policy dialogue and monitor the implementation of transport aspirations set forth in key National planning documents such as NST-1, Vision 2020 and Sector Strategy through the Sector Working Group (SWG). In every fiscal year, two Joint Sector working group meetings namely; Backward Looking (BL) and Forward Looking (FL) are organized ultimately to assess progress towards sector objectives, achievements and setting priorities for the coming fiscal year. The focus for this JSR-BL edition is to review progress and achievements realized towards the implementation of 2018/19 fiscal year selected core and other sector performance indicators under monitoring.

The 2018/19 fiscal year Backward-Looking Joint Sector Review (JSR) document preparation is guided by Terms of Reference issued by the Ministry of Finance and Economic Planning; and the main objectives are five-fold:

- i. To assess progress in achieving sector objectives with focus on FY2018/19 targets for: NST1 core & other selected sector performance indicators with corresponding policy actions
- ii. To present and discuss budget execution performance for 2018/19 fiscal year
- iii. To highlight priority areas (maximum of five) for the 2020/21 fiscal year that will inform the planning and budgeting process for institutions in the Sector
- iv. To review progress against implementation of recommendations from the last JSR meetings
- v. To update stakeholders on key issues within the Sector

## SECTION II: PERFORMANCE OF THE SECTOR FOR THE FY2018/19 TARGETS

### II.1: NST-1 CORE INDICATORS

TABLE 1: NST-1 CORE INDICATORS ACHIEVEMENTS

Sector outcome	Sector outcome indicators	Unit of measure	Baseline (2017/18)	2018/19 NST-1 Target	Actual performance	Indicator Score	Score progress indicator <sup>1</sup>
<b>Economic Transformation Pillar</b>							
<b>NST-1 Core Indicators</b>							
Developed hard infrastructure for trade competitiveness	Number of passengers carried per year by National Carrier	Number	926,571	1,338,840	1,151,300	86%	On-watch
	Length of unpaved National roads upgraded to paved	Km	1,355	1,370.7	1,390.5	101.4%	Achieved
	Number of Km of feeder roads rehabilitated	Km	2,486.8	2,995	2,522	84.2%	On-watch

The three core indicators monitored are; number of passengers carried per year by National Carrier (by RwandAir), length of unpaved national roads upgraded to paved, and number of km of feeder roads rehabilitated (by Rwanda Transport Development Agency). during 2018/19 fiscal year.

The 2018/19 fiscal year review, was generally a success for air transport as the number of passengers transported by the National Carrier exponentially grew; from 926,571 passengers recorded in 2017/18 fiscal year to 1,151,300 passengers recorded by end June 2019 (FY 2018/19). The expansion of the Airport together with opening up new routes, increasing the destinations to 29 from 26 achieved in 2017/18 fiscal year plausibly contributed to this yearly achievement. The new destinations in 2018/19 fiscal year includes; Kinshasa (Democratic Republic of Congo-DRC), Guangzhou (China), and Tel-Aviv (Israel). Despite the increase in numbers of passengers registered in 2018/19 fiscal year as compared to 2017/18 fiscal year, the annualized target of 1,338,840 passengers was not achieved. Had the targeted new routes been opened including, Addis Ababa, Guinea Conakry and USA, then the target would have been attained. The necessary operational and regulatory frameworks are under elaboration. To improve service delivery, RwandAir also procured and implemented Amadeus Altea System, a passenger services system used during reservation, inventory management and departure control (check-in services). The operationalization of the system has improved RwandAir's service delivery, especially online bookings and transactions.

<sup>1</sup> Progress scoring based on the methodology

=>100% achievement	>90% achievement	50-90% achievement	<50% achievement	N/A
Achieved	On-Track	On-Watch	Lagging behind	Not due for reporting/or not available

The unpaved National roads were upgraded to reduce transport costs, improve internal mobility and regional connectivity. The length of unpaved National roads upgraded to paved as of FY 2018/19 was 1,390.5km cumulatively. This implies that the indicator was surpassed by 2.9% when comparing the 1,355km achieved in 2017/18 fiscal year.

Additionally, through the feeder roads development project (FRDP), 35.2km of feeder roads were rehabilitated in the Districts of Karongi and Nyamasheke. Cumulatively, a total of 2,521.8km of feeder roads were rehabilitated up to the end of FY 2018/2019 compared to 2,995km targeted in the Sector Strategy. This represents 84.2% indicator achievement. The annual target was not realized due to the adoption of design, build and maintain (DBM) contracting approach by the implementing agency; its recency required acclimatization and this to an extent lengthened the procurement process. Through the Multi-Donor Trust Fund (MDTF), additional financing was sought to rehabilitate more 450km in six Districts of Nyabihu, Gakenke, Nyaruguru, Nyagatare, Gatsibo and Rutsiro. Among 450km, 253km will be upgraded from earth to chip seal surfacing roads and the remaining 197km will be rehabilitated to gravel roads. This project among other initiatives contributes towards increasing agricultural productivity to ensure food security and linking rural communities to better markets to improve household incomes.

## II.2: OTHER SECTOR INDICATORS

In addition to the three (3) core indicators, the Sector is monitoring other seven (7) indicators. During the year in review (FY 2018/19), three indicators performed exceedingly well surpassing the annual targets. These comprise; new public bus routes of existing network scheduled, border posts crossing time in hours for trucks (One Stop Border Post) as well as percentage implementation of the ICAO eight (8) critical elements. Two (2) indicators are on-track to mention; length (km) of paved National roads rehabilitated as well as the number of potential routes (destinations) increased. **The assessment of annual road condition survey for feeder roads is underway to establish its performance.**

**TABLE 2: NST-1 OTHER SECTOR INDICATORS**

Sector Outcome	Sector outcome indicators	Unit of measure	Baseline (2017/18)	2018/19 NST-1 Target	Actual performance	Indicator Score (%)	Score progress indicator <sup>2</sup>
<b>Economic Transformation Pillar</b>							
<b>Other Sector Indicators</b>							
Improved and sustained quality of the road network	% of National paved roads in good condition	%	97	97	96.5	99.5	On-track
	% of feeder roads in good condition	%	52	53	-	-	
	Length (km) of National paved roads rehabilitated	Km	0	249	233.6	93.8	On-track
	New public bus routes of existing network scheduled	Km	13,934	13,982	14,121.4	101	Achieved

<sup>2</sup> Progress scoring based on the methodology

=>100% achievement	>90% achievement	50-90% achievement	<50% achievement	N/A
Achieved	On-Track	On-Watch	Lagging behind	Not due for reporting/or not available

Border posts crossing time in hours for trucks (One Stop Border Post)	Hour	2:35	2:35	0.72 <sup>3</sup>	360.5	Achieved
Number of potential routes (destinations) increased	Number	26	31	29	96.7	On-track
Percentage implementation of the ICAO eight (8) critical elements	%	74	74	82	110.8	Achieved

## OTHER INDICATORS' PERFORMANCE IN FY 2018/2019

The three indicators that performed exceptionally well entail:

**New public bus routes of existing network scheduled;** Cumulatively, 14,121.4 km of new bus routes were scheduled against 13,982km FY 2018/19 target exceeding the target by 1%. Only 187.6km of new bus routes were scheduled in FY 2018/2019 and the routes include; Musanze - Kidaho - Kirambo (58.8km), Giticyinyoni-Rutonde -Ruli- Rushashi (48.8Km), Muhanga-Ruhango-Kinazi (45Km), and Muhanga-Rugobagoba-Mugina (35km);

**Percentage implementation of the ICAO eight (8) critical elements;** the implementation of 2017 ICAO Audit findings corrective action plan was assessed by ICAO in August 2019. The overall effective implementation of ICAO eight (8) critical elements of aviation safety was at 82%;

**Border crossing time in hours for trucks (One Stop Border Post);** the estimated border crossing time in hours for trucks is 30 minutes on surveyed one stop border posts. This follows the ongoing simplification and operationalization of one stop border posts including regional interventions to facilitate trade and free movement of goods and people across borders. Receded

**Percentage (%) of National roads in good condition is on track;** a total of 1,297km of the paved road network were surveyed; 1,251km are in good condition and 46km had deteriorated. The percentage of paved national roads in good condition is 96.5% as opposed to 97% the FY 2018/19 target. The target was not achieved as the state of Muhanga–Rubengera (NR15) and Musanze–Cyanika (NR17) roads had deteriorated compared to FY 2017/2018. Funds mobilisation is under-way for these two roads for full rehabilitation. The indicator score for the coming fiscal year is expected to increase on completing rehabilitation works of Kayonza-Rusumo (Lot 3), Huye-Kitabi, Muhanga-Rubengera and Musanze-Cyanika roads;

**The length (km) of paved national roads rehabilitated is on track;** 233.6km were rehabilitated against 249km FY 2018/2019 target. This represents 93.6% indicator achievement. The projects contributing to this cause are the ongoing rehabilitation of Kagitumba-Kayonza-Rusumo (208km) an Huye-Kitabi (53km). The setback to target realisation was due to changes in pavement design on Kayonza-Rusumo road rehabilitation section and changes in urban design requirements on Huye-Kitabi to provide pedestrian walkways in urban centres; **More so, the number of potential routes (destinations) increased** was on-track as the year ended 30<sup>th</sup> June 2019. The plan was to open new routes for RwandAir, namely; Kinshasa, Tel Aviv and Guangzhou, USA, Guinea Conakry and Addis Ababa.

<sup>3</sup> Central Corridor Annual Performance Monitoring Report 2017 for Rusumo OSBP



However, Kinshasa, Tel Aviv and Guangzhou were opened during the year bringing the overall destinations plied by the National carrier to 29 destinations. The targeted 31 new routes for 2018/19 fiscal year were not realised. The indicator achievement for 2018/19 fiscal year is 96.7%. The necessary operational and regulatory frameworks are under elaboration.

### II.3 MAINSTREAMING CROSS CUTTING AREAS

Cross cutting areas are mainstreamed in transport infrastructure development projects during road construction, rehabilitation and maintenance works. Cross cutting areas in NST-1 and other sector policies and strategies include HIV/AIDS and non-communicable diseases, gender and social inclusion, environment, sustainable management of natural resources and climate change, capacity building, regional integration, and road safety.

#### Capacity building

Building human and institutional capacity for the Transport Sector especially in air, rail and water transport remains a priority for the Sector. The focus is towards developing pro-active and flexible mechanisms that enable critical skills to address existing or emerging contemporary issues in Transport Sector and building a cadre of young, fully qualified Rwandan experts that can respond to industrial demands. Annually, a priority skills review is performed to assess available skills to match existing and projected demands for critical skills. Table 3 illustrates numbers of individuals trained during 2018/19 fiscal year.

**TABLE 3: STAFF TRAINING IN FY 2018/2019**

Sn.	Training Area	No. of Staff Trained
<b>1</b>	<b>RTDA</b>	
1.1	Project Management	2
1.2	Road Maintenance and Management Scheduled	1
1.3	Road Transport Sector Capacity Building	1
1.4	International Training Programme on Climate Change-Mitigation and Adaptation for East African 2018	1
1.5	Asset management, Financial Reporting Template & E-procurement	1
1.6	Bridge design & Construction	14
1.7	Quality Control and Quality Assurance	24
1.8	Computer aided Design	6
	<b>S/Total - 1</b>	<b>50</b>
<b>2</b>	<b>RAC</b>	
2.1	<b>Technical Courses</b>	
2.1.1	Procedures for Air Navigation Services – Aircraft Operations (Pans-Ops)	2
2.1.2	Aeronautical Message Handling System (AMHS) operations	2
2.1.3	Instrument Landing System (ILS) Maintenance	2
2.1.4	Basic Aeronautical Information Exchange Model (AIXM) Basic and Advanced AIXM	3
2.1.5	Advanced Meteorological Technicians	4
2.1.6	Artificial Intelligence	2
2.1.7	Certified Ethical Hacking	1
2.1.8	Area/Airways procedural	6

2.1.9	Quality Assurance Train-Trainer	2
<b>2.2</b>	<b>Safety and Security Courses</b>	
2.2.1	Radiation Safety operations course	11
2.2.2	Advanced Aircraft rescue firefighting	10
2.2.3	Basic X-Ray Operation Course	25
2.2.4	Instructor Course	1
2.2.5	Cargo and Mail Security	2
<b>2.3</b>	<b>Administration and Corporate Governance</b>	
2.3.1	Professional development training	1
2.3.2	Strategic Planning and Management	1
2.3.3	Basic Records Management	1
2.3.4	Airports Business Development and Planning	1
2.3.5	Change Management	9
2.3.6	Leadership	25
2.3.7	IT Audit for non-IT Auditors	2
2.3.8	Finance Reporting Standards	3
2.3.9	Customer Care course	15
2.3.10	Masterclass corporate governance and 21st century leadership workshop	6
2.3.11	Airports and Airlines Planning and Economics	1
2.3.12	Corporate Governance for holding Companies	2
	<b>S/Total - 2</b>	<b>140</b>
<b>3</b>	<b>RwandAir</b>	
3.1	Cadet pilots	22
3.2	Aircraft Technicians	13
	<b>S/Total - 3</b>	<b>35</b>
<b>4</b>	<b>RMF</b>	
4.1	Public procurement, Supply chain and Projects management	2
4.2	Human Resource Audit	1
4.3	Tools, techniques and International standards for Audit operations	1
	<b>S/Total - 4</b>	<b>4</b>
	<b>Total</b>	<b>229</b>

### Disaster management and climate change

The study to develop capacity for climate resilient road transport infrastructure was commissioned and the inception report was approved. The expected outcomes include, increased multi-stakeholder knowledge and development of supporting tools required to integrate climate change adaptation and disaster risk management; enhanced infrastructure protection in right-of way areas vulnerable to landslides, erosion, intense precipitation and high temperatures with benefits for local populations through research on pilot projects as well as increased capacity by transport sector experts for disaster risk management and responsiveness. Early warning mechanisms for climate adaptation majorly on paved roads will also be proposed. The initiative was initially designed as a Nordic Development Fund-financed capacity building component for the larger upgrading project of Base-Gicumbi-Rukomo-Nyagatare Road financed by the African Development Bank (AfDB).

The World Bank, through the FRDP is supporting a Technical Assistant who will further support the Sector in implementing the policy recommendations and actions emerging from the climate resilient study to further mainstream resilience issues in transport development projects. The sector also implements soft measures for example, it is now a requirement for ongoing road development projects to have environmental impact assessment certificates issued prior to works commencement. Community sensitizations are also organized during road construction works addressing environmental protection, disaster recovery and preparedness. In the long run the resilience of vulnerable communities is strengthened to cope and adapt to climatic changes. In FY 2018/2019, a total of 34,003 people were sensitized along the Base-Rukomo-Gicumbi road upgrading and Kagitumba Kayonza Rusumo road rehabilitation projects where, 37,969 trees were also planted. The AfDB is financing also the preparation of an operations procedure manual for conducting environmental assessment for transport infrastructure development projects under the upgrading and widening of Base-Gicumbi-Rukomo road project.

### **Gender mainstreaming**

Gender is well mainstreamed in all ongoing transport infrastructure capital projects. For example, under FRDP, the recently concluded project Midterm Review exercise indicated that the women had an equal representation within the Grievance Redress Committee (GRCs) established in the four districts (Rwamagana, Gisagara, Karongi and Nyamasheke) of the parent project. The review further established that, women constituted 43% of the Local Communities Association (LCAs) teams that received training on maintaining rehabilitated roads. The employment created, 4,616 jobs overall, on the project, 1,982 jobs were held by women. There is also a balance between manual-labour works where women and men doing the same kind of job attract equal remuneration regardless of gender. The HIV/AIDS sensitization conducted women are participants as test subjects but also as employed nurses or health care workers. On Base Rukomo road upgrading project 15,527 women benefited from counseling and awareness creation activities.

### **Regional integration**

Regional and international economic integration is Pillar 6 in Vision 2020, one among the cross-cutting areas under the National Strategy for Transformation (NST-1) as well as the Transport Sector Strategic Plan. The vision of connecting Rwanda with the region and the rest of the world and attaining a paradigm shifting from land lockedness to a land-linked country is therefore embedded in national policy frameworks that guide the country's Vision. The EAC integration agenda provides a platform for socio-economic development of Rwandans. The market size of 160 million people in the EAC as opposed to 12 million in Rwanda, presents an incredible opportunity for trade and economic growth between Rwanda and the region.

Connectivity is central to the country's medium and long-term development agenda also aligned with the EAC agenda. Specifically, the country has prioritized road construction for example the Kagitumba Kayonza-Rusumo (208km), railway and inland water transport development and trans-border infrastructure. To this end, Rwanda along with Northern Corridor and Central Corridor Partners States are accelerating the implementation of selected EAC projects including the Standard Gauge Railway along the northern corridor as well as the central corridor, the completion of

trans-border infrastructure such as Gatuna, Rubavu and Rusizi-I OSBPs. Other mainstreaming areas is the simplification and synchronization of border administration; including avoiding disruptive border practices-cutting red tape, reduced time for cross-border flow of goods, standardized.

## **HIV/AIDS**

Key interventions for this cross-cutting area include regular HIV/AIDS sensitizations, voluntary counselling and testing, condom distribution among others on all ongoing transport infrastructure development projects. These sensitizations have had a remarkable contribution to increasing the levels of awareness among the Rwandan adults especially for HIV/AIDS. In FY 2018/19, 34,639 people were sensitized on HIV/AIDS; among which, 15,527 were females on Base-Rukomo road upgrading project and 4,106 people were sensitized on Kagitumba-Kayonza-Rusumo road rehabilitation project. Available statistics indicate that 67% women and 69% of men adults have comprehensive knowledge of HIV/AIDS prevention and transmission according to the mid-term review of Rwanda Third Health Sector Strategic Plan<sup>3</sup>.

## **Disability and social inclusion**

Over the past decade, research support by the Sub-Saharan Africa Transport Policy Program (SSATP) point to pertinent findings on gender and transport, showing not only that rural women in Africa carry the largest transport burdens in terms of transport costs and time spent waiting for transportation, but that the typical mode of transport they can hope for is head loading. Case studies have also demonstrated that they face greater transport constraints than men in undertaking marketing activities who often monopolize ownership of intermediate transport modes, although critical for women to engage in domestic and income earning activities. There is now a need to expand knowledge leading to policies on labor-based opportunities for women in the transport sector; on accessibility and safety aspects of transport for both men and women in rural and urban environments; and to integrate gender concerns and needs into the design and implementation of transport projects. Disability and social inclusion have been mainstreamed in transport during construction of bus shelters with facilities for persons with disabilities and weaning mothers. The latest being the acquisition of four (4) new public transport buses with reserved seats for persons with disabilities. All these initiatives are captured in overarching strategies.

## **Road safety**

As part of the United Nations road safety week, from 6<sup>th</sup> to 12<sup>th</sup> May, 2019, the line Ministry, RTDA and Rwanda National Police, launched the road safety campaign across the country entitled “Gerayo Amahoro” literally meaning “arrive safely”. The main objective is to develop and implement sustainable road safety strategies and programs to contribute to the realization of overarching sustainable development goals (SDG) targets especially target 3.6.1 and sector targets on curtailing road carnages.

Further, the Cabinet meeting held on 03<sup>rd</sup> April 2019 approved the Information and Communication Technology (ICT) based motorcycle transport strategy in the framework to improve on the management of motorcycles. All motorcycle applications and licensing processes are currently done online and to date 18,616 motorcycles have been licensed through online services (Irembo).

<sup>3</sup> Mid Term Review of the Rwanda Third Health Sector Strategic Plan (HSSP III, July 2012 – June 2018)

Regarding traffic rules enforcement and reduction in traffic related accidents, road safety cameras have been installed on some national roads and speed governors installed in public and freight transport vehicles. The computerized theoretical driving testing was also introduced to increase efficiency.

### SECTION III: BUDGET EXECUTION PERFORMANCE FOR THE FY2018/19

The total budget allocation to RTDA and RMF (Table 4) in FY 2018/19 was 215,717,791,078 Frw. The total amount spent during the year in review was 200,983,117,407 Frw representing 93.17% budget execution rate. The total approved budget in FY 2017/18 for both RTDA and RMF was 145,183,050,920 Frw while total amount spent was 144,054,152,633 Frw representing 99.2% budget execution rate. The observed budget increment for the Sector during FY2018/19 is attributable to continued Government of Rwanda and Development Partners financing of new capital infra-structure development projects launched during the fiscal year notably; Huye-Kibeho (66km), Nyagatare-Rukomo (74km) road upgrading projects, Sonatube-Gahanga-Akagera (13.8km) road rehabilitation project and 450km feeder roads project for additional six Districts.

The budget sup-port increase in FY 2018/19 was 70,534,740,158 Frw (48.6%) compared to FY 2017/18. The execution rate in FY 2018/19 is low (93.17%) compared to 99.2% recorded in FY 2017/18. The low budget execution rate is mainly due to delays in submission of invoices from contractors and pro-longed procurement processes. Procurement process took longer following the adoption of a newer contracting approach; design, build and maintain (DBM) specially for the rehabilitation of 450km feeder roads under World Bank Additional Financing in other six Districts which took longer than anticipated. Due to this delay the anticipated 20% advance payment for works contracts in the six Districts in FY 2018/19 never materialized; thus, the low budget execution rate of 18.9% on the external grant (See Table 4.1).

**TABLE 4: RTDA AND RMF BUDGET EXECUTION PERFORMANCE FOR FY 2018/19**

Budget line	Allocation (Frw)	Execution (Frw)	% Execution
<b>RTDA</b>			
<b>Total budget</b>	<b>164,079,606,927</b>	<b>149,966,415,079</b>	<b>91.4</b>
Programme 1: Recurrent (Internal funding - GoR)	1,460,288,684	1,341,759,632	91.9
Programme 2: Transport Infrastructure development and maintenance	162,619,318,243	148,624,655,447	91.4
<b>RMF</b>			
<b>Total Budget</b>	<b>51,638,184,151</b>	<b>51,016,702,328</b>	<b>98.8</b>
Programme 1: Recurrent	1,582,643,820	985,109,851	62.2
Programme 2: Road Maintenance Fund	50,055,540,331	50,031,592,477	99.9

Source: MINECOFIN and Implementing agencies (RTDA & RMF)

**TABLE 4.1: RTDA BUDGET EXECUTION PERFORMANCE FOR FY 2018/19**

Budget line	Allocation (Frw)	Execution (Frw)	% Execution
<b>Total budget</b>	<b>164,079,606,927</b>	<b>149,966,415,079</b>	<b>91.4</b>
<b>Programme 1: Recurrent (Internal funding - GoR)</b>	<b>1,460,288,684</b>	<b>1,341,759,632</b>	<b>91.9</b>
Sub programme 1.1: Administrative and support services	1,460,288,684	1,341,759,632	91.9

<b>Programme 2: Transport Infrastructure development and maintenance</b>	<b>162,619,318,243</b>	<b>148,624,655,447</b>	<b>91.4</b>
Sub programme 2.1: Road Infrastructure and Safety	<b>153,103,002,604</b>	<b>140,143,819,877</b>	<b>91.54</b>
Government of Rwanda	28,598,635,892	28,597,801,236	99.99
Government of Rwanda Counterpart Funds (Projects)	13,497,894,676	13,436,733,775	99.5
External Grants	36,802,534,557	6,938,211,875	18.9
External Loans	74,203,937,479	91,171,072,991	122.9
Sub programme 2.2: Waterways Infrastructure	<b>1,116,207,282</b>	<b>92,993,110</b>	<b>8.3</b>
Government of Rwanda	92,993,110	92,993,110	100
External Grants	1,023,214,172	0	0
Sub programme 2.3: Railway Infrastructure	<b>55,000,220</b>	<b>55,000,220</b>	<b>100</b>
Government of Rwanda Counterpart Funds (Projects)	55,000,220	55,000,220	100
Sub programme 2.4: Security Devices and Regulation	<b>8,345,108,137</b>	<b>8,332,842,240</b>	<b>99.9</b>
Government of Rwanda	7,906,378,874	7,894,112,977	99.8
Government of Rwanda Counterpart Funds (Projects)	438,729,263	438,729,263	100

Source: MINECOFIN and RTDA

**TABLE 4.2: RMF BUDGET EXECUTION PERFORMANCE FOR FY 2018/19**

Budget line	Allocation (Frw)	Execution (Frw)	% Execution
<b>Total Budget</b>	<b>51,638,184,151</b>	<b>51,016,702,328</b>	<b>98.8</b>
<b>Programme 1: Recurrent</b>	<b>1,582,643,820</b>	<b>985,109,851</b>	<b>62.2</b>
Sub programme 1.1: Administrative and support services	1,582,643,820	985,109,851	62.2
<b>Programme 2: Road Maintenance Fund</b>	<b>50,055,540,331</b>	<b>50,031,592,477</b>	<b>99.95</b>
Sub programme 2.1: City of Kigali Highways and Bridges Infrastructure Maintenance Funding	12,000,000,000	11,976,055,020	99.8
Sub programme 2.2: District Roads Highways and Bridges Infrastructure Maintenance Funding	38,055,540,331	38,055,537,457	100

Source: MINECOFIN and RMF

### III.1: RWANDA TRANSPORT DEVELOPMENT AGENCY (RTDA)

The Agency's budget comprises of domestic and external finances. In FY 2018/2019 the budget allocation (domestic and external) was 164,079,606,927 Frw. As FY 2018/2019 ended, 149,966,415,079 Frw of the total allocated budget had been consumed which represents 91.4% execution rate. The registered consumption is lower compared to FY 2017/2018. The budget was not fully utilized, since only 18.4% of the external grant had been consumed at the end of the FY 2018/2019. This is owed to the unpaid 20% advance payment initially allocated to rehabilitating 450km feeder roads in additional six Districts under the MDTF grant. The delayed disbursement on this project, is explained by the necessity by Agency to procure contractors and supervision firms with requisite know how and financial capital in implementing and supervising design, build and maintain (DBM) contracts. The procurement methodology being new to the procurement staff, they equally needed time for acquaintance hence, taking longer than anticipated.

More so, hardly any Franc spent on waterways infrastructure (port construction) under TMEA financing. This came with the need to engage the Kingdom of Netherlands to financing two other ports (Karongi and Nkora) bringing the total number of ports to be constructed to four (4). Works on Rubavu and Rusizi ports were thus, halted to allow ongoing negotiations to bridge the 45% funding gap. Other factors to explain the low budget disbursement generally include, delays in

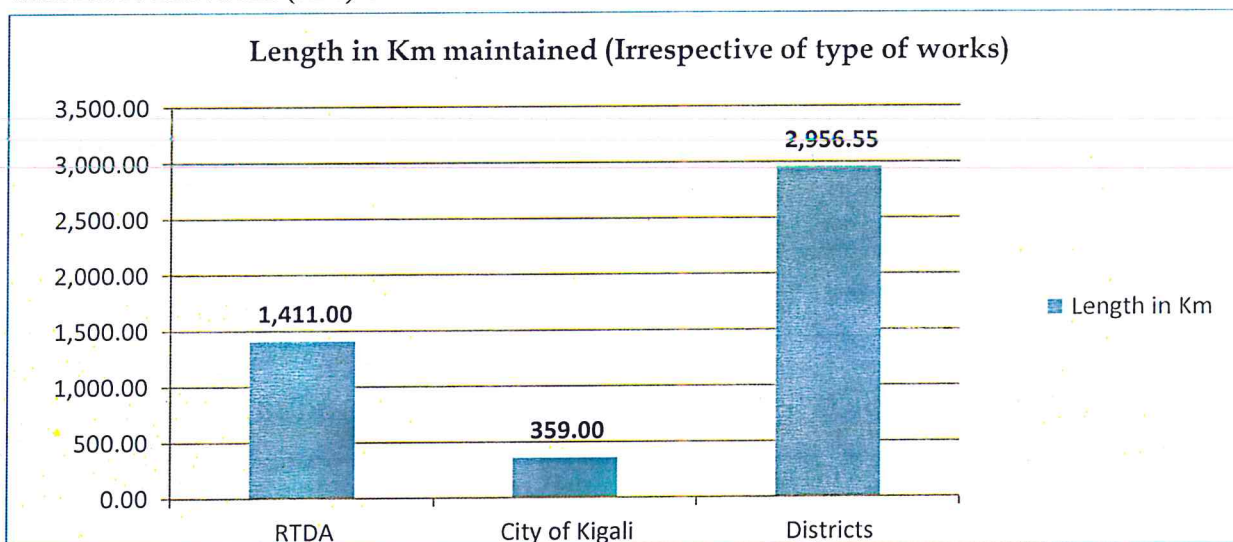
invoicing from contractors, utilities relocations especially in urban areas and clearance of right of way. The latter experienced delays from people affected by projects for not having legitimate documentation purporting to the claimed ownership of the affected properties. Disbursement in FY 2019/2020 is expected to be higher with ongoing government enforcement of ensuring expropriation proceeds roads works.

### III.2: ROAD MAINTENANCE FUND (RMF)

The Road Maintenance Fund’s revenue sources are fuel levies and road tolls. In FY 2018/2019, the target was to collect 50,000,000,000 Frw. The revenue collection was in excess by 1,638,184,151 Frw, registering a 3.3% increment. Ninety-eight-point eight (98.8%) percent of the revenue collected was disbursed. However, the recurrent budget disbursement was 985,109,851 Frw which represents 62.2% disbursement rate. The procurement of two vehicles to facilitate project field monitoring, progressed gradually thereby affecting the disbursement rate.

During 2018/19 fiscal year, RMF provided funds to RTDA to maintain 751km of paved and 660km of unpaved roads. City of Kigali received funds to maintain 338km of paved and 21Km of unpaved roads as well as Districts received funds for routine maintenance of 2,956.55km of paved and unpaved roads.

**TABLE 5: LENGTH (KM) OF ROADS MAINTAINED IN THE FY 2018/19**



### SECTION IV: PRIORITY AREAS FOR FY 2020/21

The Sector fronts five priority areas for inclusion in planning and budgeting come FY 2020/21 as presented here below:

**Roads upgrading and rehabilitation projects:** Ongoing roads upgrading projects which, will not have been completed by end June 2019 will be prioritised in FY 2020/2021. These projects include; Nyagatare-Rukomo (73km), Huye-Kibeho-Munini (66km), Kibugabuga-Nyanza (66.55km), Akagera-Gahanga-Kicukiro (13.8km) and the ancillary works under Rubavu-Gisiza road upgrading (Kivu-Belt Lot 7) with constituent’s roads such as; access road to Murunda hospital (4.2km), Bralirwa-Burushya road (4.1km), Bralirwa-Rubavu-Marine road (6.2km), access road to Symbion methane gas (4.2km), Ngoma-Ramiro (53km) and Base-Butaro-Kidaho (63km). Muhanga-Rubengera (78km) is the other planned road rehabilitation project.

**Feeder roads project:** Rehabilitation of 450km in six Districts of Nyabihu, Gakenke, Nyaruguru, Nyagatare, Gatsibo and Rutsiro. Two hundred fifty-three (253) kilometres will be upgraded to cheap seal surfacing while one hundred ninety-seven (197km) will be upgraded from earth to gravel roads. This is critical for the sector as it contributes to the realisation of the 3,000km targeted in the National Strategy for Transformation (NST-1).

**Maritime infrastructure development in Lake Kivu:** Construction of Rubavu and Rusizi ports will commence in FY 2019/2020 with financing from TMEA. Negotiations with the Kingdom of Netherlands are ongoing to finance two more ports. Nkombo boat manufacturing is ongoing with a completion plan in FY 2019/20. This enables the Sector to deliver on maritime infrastructure development targets set forth in the six-year Sector Strategic Plan (2018-2024).

**New Bugesera International Airport (NBIA):** The overall project physical progress is estimated at 28% lower than the annual target. Airport construction is moderately low. RwandAir while elaborating its five years Strategic Plan (2019-2023) encountered significant variations between the 2015 traffic projections used for designing the NBIA in 2018 and the current traffic projections. The current annual projected traffic is about One (1) million passengers, yet phase one (2020-2025) of BIA development had been designed to accommodate about 1.7 million passengers annually. Due to this variation in traffic forecasts, the resolution in July 2018 was to review the BIA design in consideration with the new traffic forecast. This to an extent slowed down construction works not to demolish the already built up infrastructure. The redesign works are expected to be completed before the end of December 2019. The project expected completion time and cost will be determined on completion and approval of the new design.

**Road Side Stations (RSS):** The RSS initiative is based on international best experiences of providing services and facilities for travellers along major highways especially long haulers. A fully implemented RSS will not only provide relaxation and or resting areas to drivers of long-haul cargo trucks but will also contribute to realisation of SDG target 3.6.1 and Outcome area 2 of the Sector Strategic Plan and that call for increasing national response to transport safety and environmental protection through reduced road accident fatalities. Other amenities envisaged are post crash trauma centres to rehabilitate accident victims. Ngoma-Ramiro road upgrading (53km) is one potential project through which a pilot RSS may be implemented with negotiations from Japan International Cooperation Agency (JICA).

## SECTION V: REVIEW OF THE LAST JSR RECOMMENDATIONS

Table 6 details the implementation status of previous JSR meeting recommendations.

**TABLE 6: IMPLEMENTATION STATUS OF LAST JSR MEETINGS RECOMMENDATIONS**

S/N	Recommendations	Implementation status
1	Speed up of the New Bugesera International Airport (NBIA) construction works.	The redesign of NBIA in line with making sure it meets global standards and expectations is ongoing and this leads to not much, having slow pace of construction at the moment. The estimated overall construction progress is at 28%. We are expecting to have good progress after the completion of the redesign works which is expected to be completed before December 2019.



2	The Development Partners involved in the transport sector were requested to co-finance Ngororero-Nyakinama-Musanze-Cyanika road project as it was done for Kagitumba-Kayonza-Rusumo road project and others	Fund mobilization for upgrading and rehabilitating Ngororero-Nyakinama-Musanze-Cyanika road project continues. MININFRA keeps on engaging with Development Partners to co-finance the project.
3	The Netherlands Embassy through the Netherlands Enterprise Agency (RVO) to complete the assessment of TMEA completed procurement processes for Rubavu and Rusizi in line with a 45% potential project financing of two remaining (Karongi and Nkora).	RVO concluded the assessment of procurement process for Rubavu and Rusizi ports construction and the contractor is under vetting process.  Construction works are expected to commence by November 2019. RVO was engaged to co-finance construction of two additional ports (Nkora and Karongi) and negotiations are on-going.
4	The Consultants who are Developing Road Maintenance Fund (Upgraded to 2nd Generation Road Fund) and Financing systems for RMF to ensure the final report indicates the institution which shall take lead on tracking vehicle operating costs (VOC) data base of the road network. The same with the roughness index data base and its management/updating.	The consultant is finalising final report which will include these two recommendations. The final report is expected before the end of December 2019.

## SECTION VI: KEY ISSUES WITHIN THE SECTOR

### National Transport Policy and Strategy

The Government of the Republic of Rwanda through the Ministry of Infrastructure has developed a National Transport Policy and Strategy. The draft policy and strategy was submitted to Rwanda Law Reform Commission (RLRC) for commentary. The comments were received from RLRC and are being addressed prior to Cabinet approval. The policy and strategy has three pillars namely; promotion of sustainable development of an integrated transport infrastructure network, enhancement of the quality of transport services and reinforcement of capacity building in transport and addressing cross-cutting areas.

### Introduction of Electric Mobility in Rwanda

Smart mobility is among Rwanda's Vision 2050 (blue print) transport aspiration. Attaining this goal will require designing modern transport facilities and services. The Ministry of Infrastructure has in this framework commissioned a feasibility and background study to introduce electric mobility in Rwanda. The purpose of this background and feasibility study is to provide a comprehensive background on the prerequisites for electric mobility introduction in Rwanda, analyze the feasibility of introducing various modes of vehicles, scenarios of magnitude of introduction, and assess the state of preparedness of the country vis-a-vis the worldwide shift towards electric mobility.

Preliminary study findings reveal that electric vehicles compared to petrol and diesel vehicles reduce climate impacts such as GHGs emission from exhaust pipes, reduces dependency of fossil products (oil import) and brings innovation and new markets (including new income generating activities in the sector). Electric vehicles require high upfront cost but the running cost is lower

due to high efficiency and electricity as energy carrier as compared to petrol or diesel vehicles. The primary study recommends two support measures that would provide additional incentives for stakeholders working to popularize electric mobility namely; 1) provision of incentives via reduced import duties and/or value added tax (VAT) exemptions, on specific parts only used in electric mobility. 2) definition of a special electric tariff for charging station to ensure that electric mobility has a low electricity tariff. This will support to reduce more and more the operational costs and in turn ensure electric vehicles become attractive to the users.

### **Support to Cross Border Informal and Formal Trade**

The African Development Bank under the ongoing rehabilitation of Kagitumba-Kayonza-Rusumo road project, is financing the construction of two cross border markets at Kagitumba and Rusumo. Being a regional road that connects Rwanda to countries like Uganda and Tanzania, trade is an important factor that will enhance the benefits to the investment. In collaboration with the Ministry of Trade and Industry, the project will facilitate trading activities at the two borders of Rusumo and Kagitumba through provision of cross border markets and trainings for informal (women 80%) and formal traders. The capacity building seeks to improve the livelihoods and earnings of cross border traders, through increased trade, and reduction in poverty among women and the youth.

Currently, the tender document for Kagitumba cross-border market (CBM) was published on 20th September 2019. Bids opening are slated for 5th November 2019. The construction of Rusumo CBM, overall physical progress is estimated at 57% which, is equivalent to; mobilization 100%, design review 95%, site clearing & leveling at 98%. Works on all component structures are at the superstructure level and the plan for October 2019 is to complete 70% of all the structures on average. Additionally, two weighbridge stations are under construction at Gatore and Ntoma. The construction of weighbridge station along Kagitumba-Gabiro progress is estimated at 81.52% whereas progress for the weighbridge station along Kayonza-Rusumo picked to 68.4%.

### **Development of the Road Asset Management System (RAMS)**

The Government of Rwanda with support from the African Development Bank, has embarked on the development of the Road Asset Management System (RAMS). The RAMS on completion and commissioning will serve a decision support tool to facilitate efficient road network management and provide realizable information on the network to guide planning. This will also include, analyzing the impact of funding constraints on the road network and road users, as well as identifying and prioritizing projects to ensure the most efficient use of funds invested. Procurement for RAMS development is ongoing, the technical evaluation report was submitted to the Bank for No Objection on 23th September 2019 and consulting services are anticipated to start in December 2019.

### **Master plan for restructuring vehicle inspection**

In a bid to improve vehicle inspection service in the country, the Government of Rwanda through the Ministry of Infrastructure has conducted a feasibility study to develop a Master Plan for vehicle inspection restructuring in Rwanda. The study explored private sector involvement and aimed to propose vehicle inspection standards (inspection items and rejection criteria, facility and equipment, qualification for inspection facilities and inspectors) suitable for Rwanda; propose an operational model of private vehicle inspection center system and operation and management method



for the vehicle inspection suitable for Rwanda; propose institutional setups for efficient implementation of the vehicle inspection system which includes vehicle registration system, scrapping system and policy measures to reduce vehicle emission (e.g. taxation system); as well as providing financial and economic analyses of private and public vehicle inspection centers. The draft final report and vehicle inspection manual were submitted by the Consultant and are under review. This study will be completed in January 2020.

### **Development of the National Feeder Roads Master Plan (NFRMP) 2019-2027**

The Government of Rwanda Feeder Roads Development Project (FRDP) financed through the World Bank with funds from IDA and Multi Donor Trust Fund; developed the Feeder Roads Policy and Strategy (FRP&S) that was approved by Cabinet in April 2017. The Policy and Strategy will be the basis for the preparation of the National Feeder Road Master Plan (NFRMP). The general objective is to sustain and enhance general welfare, economic growth, poverty reduction and strengthening social cohesion by providing adequate and efficient network of feeder roads to ensure mobility of people and goods at an acceptable level of cost, safety and comfort in an equitable, environment friendly and climate responsive manner.

The Master Plan will support the identification, classification and digital mapping of feeder roads to include all D1, D2, P4 and P5 roads for all the 30 districts in the country to produce a digital map, Undertake a road condition survey of the identified and classified network to identify the roads condition; Compile available socio-economic to include, agricultural potential, markets, land use etc; Study the construction market and identify the profile of existing implementation capacity at varying levels; data gathering on construction materials; Study and review the current approaches to feeder road maintenance; prepare district Master Plans, consisting of the formulation of district priority works plans; Study and review the status of transport services on the feeder roads network and in particular the development of transport services on recently rehabilitated feeder roads; road safety, Presentation of the consolidated Feeder Roads Master Plan and facilitation at a stakeholder workshop aimed at finalizing the program components and finally based on the results of the identification and prioritization of the required road works and on the recommendations for works implementation, the Consultant will support the tendering process to facilitate the launch of works tenders for future projects. **Road and Public Transport Accessibility Study in Rwanda**

The Ministry of Infrastructure contracted ESRI Rwanda Ltd and completed a full-scale study on road and public transport accessibility in Rwanda. The essence was to establish baselines for transport accessibility SDGs indicators; i) proportion of population that has convenient access to public transport (i.e. % of population accessing an officially recognized bus stop within a distance of 0.5km from a reference point such as a home, school, work place, market), and ii) proportion of the rural population who live within 2 km of an all-season road, literally known as the Rural Access Index. The study also determined the accessibility to important amenities such as schools, health centers and market centers using roads public transport system and computed the Average Accessibility Index aggregated at district level and at national level. The study revealed that the rural population living within 2km of an all-season road accounts for 5,866,360 people that equate to (52%) of the national population (11,298,376 inhabitants) and to 63% of the rural population (9,321,721 inhabitants).

The population living within 500 m catchment around bus stops account for only 6% of the national population (i.e. 509,211 populations in urban areas and 170,507 populations in rural areas). There is a huge margin to improve coverage by increasing the number of bus stops almost for intercity service and by extending the bus network. However, this is subject to roads condition on one side and to public transport management model adopted for areas outside the City of Kigali.

### **Development of the National Transport Master Plan (NTMP, 2021–2041/42)**

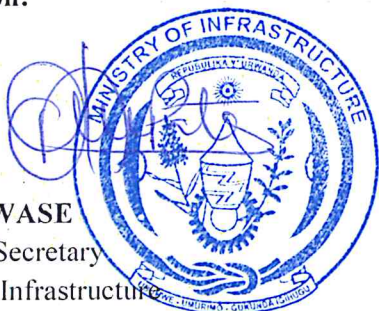
The National Transport Master Plan (NTMP 2020/21 - 2041/42) is a dynamic; long term; and sustainable land use/multi-modal transport systems framework for the development of transport network infrastructure facilities and services. NTMP is a physical development plan referred to as a framework by which our future state-of-the-art multi-modal transportation systems planning, implementation, maintenance, operations, investments, and monitoring decisions are to be made until 2041/42. The project will identify requirements for the sector in terms of the transport provision required for freight and passenger services under each mode and necessary inter-modal transfer facilities. This will include a prioritized time bound plan for institutional (organizational, policy and regulatory) reform and capacity building in all sub-sectors. The first draft Terms of Reference were prepared and shared with the World Bank team for inputs/comments. The technical notes provided by the WB team are being incorporated in the final draft terms of reference.

### **SECTION VII: CONCLUSION**

The Government of Rwanda together with Development Partners continue to support Sector Agencies both in fund mobilization and capacity building. However, the sector is lagging behind in areas like railway and waterways transport, thus, the need for continued collaboration for the Sector to realise its aspirations as set forth in National Strategy for Transformation and other National planning documents.

**Chairperson:**

**Patricie UWASE**  
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Ministry of Infrastructure



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