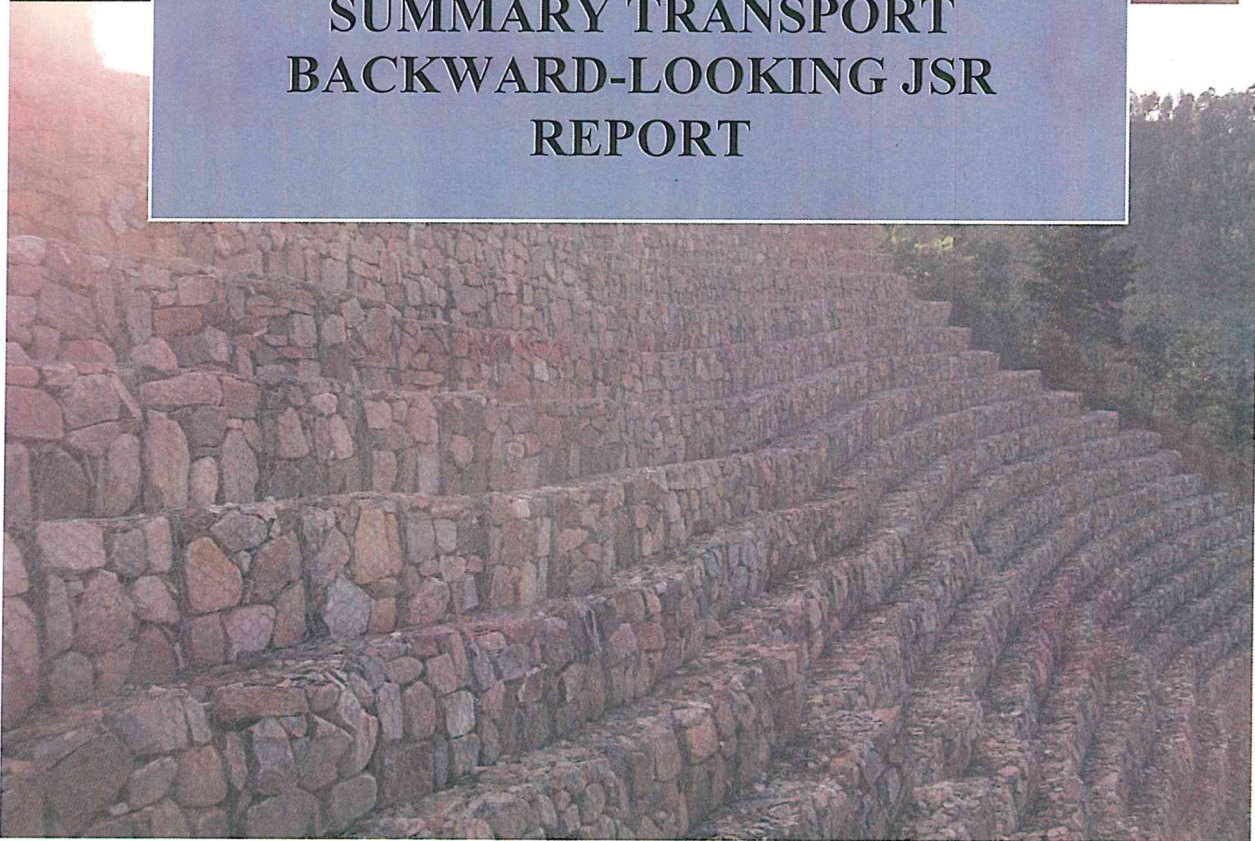


**SUMMARY TRANSPORT  
BACKWARD-LOOKING JSR  
REPORT**



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## Introduction

This draft Backward-Looking Joint Sector Review (JSR) focuses on the Transport Sector's progress in achieving sector objectives with attention on 2014/15 targets for EDPRS 2 core indicators. The document is guided by the terms of reference issued by the Ministry of Finance and Economic Planning and has the following areas of focus:

- i. To assess progress in achieving sector objectives with focus on 2014/15 targets for EDPRS 2 core indicators;
- ii. To present and discuss budget execution performance;
- iii. To review progress in achieving EDPRS 2 midterm targets;
- iv. To review progress against implementation of recommendations from the last JSR meetings;
- v. To highlight priority areas (maximum of five) for the 2016/17 fiscal year that will inform the planning and budgeting process for institutions in the sector;
- vi. To update stakeholders on key issues within the sector such as; new sector policy developments including brief on the recent adoption of the Global Sustainable Development Goals and future implications to the sector (domestication), status of analytical works conducted, etc. and
- vii. Any other item as guided by the Chair and Co-chair.

The outline of this review is as follows:

**Section 1:** Summarizes the performance of the EDPRS-2 core indicators for the FY 2014/15 targets.

**Section 2:** Discusses budget execution performance for 2014/15.

**Section 3:** Focuses on the progress in achieving EDPRS 2 Mid-term targets.

**Section 4:** Discusses progress against implementation of recommendations from the last JSR meetings.

**Section 5:** Focuses on the priority Areas (maximum of five) for the 2016/17 Fiscal Year.

**Section 6:** Summarizes the new sector policy developments, brief on the Global Sustainable Development Goals and status of analytical works conducted.

### **Section 1: Performance of the core EDPRS-2 indicators for the FY 2014/15 targets**

Two out of 10 transport indicators are monitored in transport sector as core EDPRS-2 indicators. These include; (i) Percentage of National Road (paved and unpaved) in Good condition and (ii) Number of km of District Road Class 2 (Feeder roads) upgraded to gravel road. As indicated in annex 1; progress has been satisfactory. The percentage of national roads (paved and unpaved) in good condition was 72.5% and three percentage points above the target (69.6%) while the number of kilometres of district road class 2 graded into paved roads fell short of the target by 3% on account of delays in procurement process and inaccurate cost estimates per kilometre which resulted into short fall in funding. The Government is in the process of securing additional funds to bridge the financing gap. To mitigate; protracted procurement delays; RTDA has utilised the technical assistance provided by AfDB to build the capacity of its staff in procurement and contract management. Moreover, all transport projects undergo environmental impact assessment to ensure that environmental issues are mainstreamed. In addition the sector ensures that women and youth are employed in HIMO approaches and a specific program for recruiting young engineers has been adopted since 2014.

### **Section 2: Budget Execution Performance for FY 2014/2015**

Transport was allocated RWF 151.5 billion which represents 6.4% of the total budget for 2014/15 and is comparable to 11% projected budget share for transport sector in EDPRS-2. On average, transport executed its allocated budget at the rate of 81.8%. The under spending resulted from shortfalls in external disbursements which did not materialize on time and implementation delays related to procurement and execution of works by some contractors. Some of the affected projects include: Kivu Belt Lot 3, Lot 6 and Lot 7 and Base-Rukomo road works. The detailed budget tables by transport implementing agencies are here below. *The key strategies to improve budget output performance will be discussed during the SWG and the section updated accordingly.*

### **Section 3 & 4: Progress in achieving EDPRS 2 Mid-term targets against implementation**

According to Road Condition Survey which was completed in October 2015, Transport sector has made satisfactory progress towards achieving the EDPRS-2 midterm targets. Out of 10 indicators monitored by the Sector 6 are on track while four needs improvement. The indicators that have made satisfactory progress include (i) percentage of National Road (paved and unpaved) in Good condition (ii) Percentage of District roads class 1 in Good Condition, (iii) Number of km of National unpaved road upgraded to paved roads, (iv) Number of km of scheduled bus routes (Rural, Intercity and Urban combined), (v) Number of km of High Quality footpath and pedestrian track including disable access facilities (vi) Number of km of integrated roads created in regional urban areas including disable access facilities. The indicators which needs close monitoring include: (i) Number of km of District Road Class 2 (Feeder road) upgraded to gravel road (ii). Number of km of integrated roads created in regional urban areas including disable access facilities (iii) Number of new transport modes introduced, (iv) Number of passengers transported in air transport per year by all airlines combined. The detailed midterm assessment table is attached as annex 1. The recovery/ catch up plans are also indicated in the same annex.

S NO	DESCRIPTION	BUDGET	CUMULATIVE DISBURSEMENTS 2014/2015	BALANCE	PERFORMANCE %
	<b>TOTAL</b>	<b>114,045,950,877</b>	<b>83,226,380,470</b>	<b>30,819,570,407</b>	<b>80%</b>
1	Recurrent Budget	827,758,381	1,534,362,783	293,395,598	84%
2	Domestic Development	34,888,439,813	32,083,199,004	2,805,240,809	92%
3	External Fund	77,329,752,683	49,608,818,683	27,720,934,000	64%

#### Budget Execution for RTDA

From the table above, the low disbursement rate on recurrent budget expenditure of 84% was mainly attributed by delays in procurement processes and lack of enough staff on RTDA structure. The shortfall of external budget funding of 64% was as a result of external disbursements which did not materialize on time, also implementation delays related to procurement and execution of works by some contractors affected the overall budget performance (80%).

#### Budget Execution for RCAA

S N°	DESCRIPTION	BUDGET	CUMULATIVE DISBURSEMENT 2014-2015	BALANCE	PERFORMANCE (%)
1	Kamembe Runway Resurfacing (Supervision)	369,022,500	249,618,121	119,404,379	67.6%
2	Kamembe Runway Resurfacing (Contractor)	5,055,270,502	4,923,901,079	131,369,423	97.4%
	<b>TOTALS</b>	<b>5,424,293,002</b>	<b>5,173,519,200</b>	<b>250,773,802</b>	<b>82.50%</b>

#### Budget Execution for RMF

S N°	DESCRIPTION	BUDGET	CUMULATIVE DISBURSEMENT 2014-2015	PERFORMANCE (%)
1	Administrative and support services	700,000,000	502,755,090	71.82%
2	Kigali City Road Highways and Bridges Infrastructure maintenance	8,823,250,000	12,191,914,076	138.18%
3	National and District Road Highways and Bridges Infrastructure maintenance (RTDA and Districts)	22,472,750,000	19,919,829,901	88.64%
	<b>Total</b>	<b>31,996,000,000</b>	<b>32,614,499,067</b>	<b>99.55%</b>

From the table above, the low spending by RMF on administrative and support services of 71.82% was due to office materials and equipment which were planned to be bought during this budget year and were not purchased due to procurement delays. And the over-spending incurred on Kigali City Road Highways and Bridges Infrastructure maintenance of 138.1% was because of funding some strategic maintenance of 100 Km of roads in the City of Kigali as the guidance from the Ministry of Infrastructure.

**Section 5: Priority Areas (maximum of five) for the 2016/17 Fiscal Year that will inform the planning and budgeting process for institutions in the sector**

**RTDA 2016-17 Priority Projects**

No.	Project Name	Estimated budget (Rwf)
1	Ngororero-Nyakinama and Musanze- Cyanika (91 km) road upgrading project	10,308,000,000
2	Kigali – Muhanga- Akanyaru (130 Km)	30,924,000,000
3	Kigali-Kayonza (75km) road upgrading project	8,590,000,000.00
4	Rusizi-Bugarama (42.5km) road rehabilitation project	6,872,000,000.00
5	Muhanga-Rubengera (57km) road rehabilitation project	6,872,000,000.00

**RCAA 2016-17 Priority Projects**

No.	Project Name	Estimated budget (Rwf)
1	East Apron Expansion	5,000,000,000
2	Construction of New Air Traffic Control tower	4,800,000,000
3	Construction of New Presidential Lounge Terminal	4,500,000,000
4	Expropriation for KIA Buffer Zone	12,000,000,000
5	Runway resurfacing, strip grading and CAT II	2,500,000,000

**1. Section 6: New sector policy developments, brief on the Global Sustainable Development Goals and status of analytical works conducted.**

**1. Policy development:**

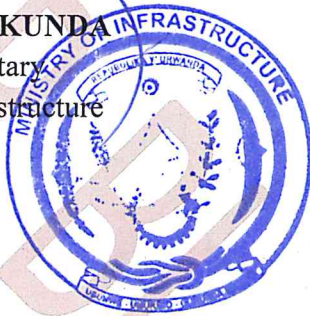
- i. **Transport Fare Policy:** The overall intent of this policy is to establish a reliable and justifiable transport fare and collection/payment system where by people and goods move effectively, efficiently, safely and affordably. The inception report of the policy was internally validated and the draft report is ongoing.
- ii. **Feeder Road Policy and Strategy:** The current Feeder Roads Development Program (FRD) has got a number of challenges to operate with optimal efficiency and cost – effectiveness. The policy under review intends to address challenges on a clear framework for prioritization of investment, maintenance and institutional arrangements in implementing FRD and address deficiencies in planning, collaboration and prioritization among ministries and agencies. The consultant’s first draft report was validated and comments from stakeholders are being incorporated.
- iii. **Inland Waterways Policy:** One of the key components of transport sub-sector in Vision 2020 is to develop modern IWT infrastructure and quality services, while ensuring sustainable economic growth and developing eco-friendly, safe and seamless integrated multimodal transport system for passenger and goods both at national and regional level. The ministry is in advanced stages to develop the policy to promote competitiveness of the Rwandan economy and making use of opportunities for job creation, while linking the IWT policy with other sectors of society and improve safety and security in IWT in order to ensure safe, secure and efficient shipping and port operations.
- iv. **Road safety policy:** The Government of Rwanda aims to reduce road accidents rate from 32.1 at present to 16 per 100,000 population in a 10year period. To achieve this, the government is drafting a policy to stop and reverse the increasing trend in the number of road crashes, number of deaths and number of injuries through comprehensive measures covering engineering, enforcement, education and emergency care.
- v. **Road transport law:** This law aims to govern transportation of people (passengers), as well as goods, in the jurisdiction of Rwanda on roads and will address current dynamics in the transportation of people and goods on a commercial basis. The draft law has been completed and undergoing approval process through relevant authorities.
- vi. **Axle Load Policy and Law:** This policy is in compliance with EAC Act/Regulations on Axle load control; and the main objectives are to control vehicle loads, harmonized enforcement and institutional arrangements for the Regional Trunk Road Network within the EAC. The policy is in its final stages of completion.

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Chairperson:

Christian RWAKUNDA  
Permanent Secretary  
Ministry of Infrastructure



Co-Chair:

Negatu MAKONEN  
Resident Representative  
African Development Bank





2. Annex: 1 Transport sector, Core Indicators and Mid-term Targets

Transport Sector: Key Indicators	12/13 Baseline	13/14 Actual	14/15 target	14/15 Actuals	15/16 Target	Mid-Term assessment	Recovery/Strategy
1. Percentage of National Road (paved and unpaved) in Good condition	63.2%	71.4%	69.6%	72.6%	73.2%	99.18%	0.6% balance to be attained in 2015/16 target is highly achievable due to different road projects that are on going
2. Percentage of District roads class 1 in Good Condition	37.0%	25%	47.0%	45%	52.0%	86.54%	7% balance will be highly achievable as a result of district roads under construction especially in secondary cities and other roads under maintenance
3. Number of km of National unpaved road upgraded to paved road	1,172	1,266.2	1,504	1,363.2	1,580	86.28%	Different projects are in the pipe line for upgrading from unpaved to paved including; Kivu-belt roads, Base-Rukomo-Nyagatare, & Ngoma-Nyanzawhich will make mid-term goals achievable.
4. Number of km of District Road Class 2 (Feeder road) upgraded to gravel road	71.6	200.2	1,020	994.927	1,530	65.03%	The on-going feeder roads and others in the pipe line once completed will fill the gap. on-going projects include: Rwankeri-Kintobo-Nyakiriba-Nyakinama, Karambi-Murama, Murangi-Kamembe, & Nkungu-Mwogo.
5. Number of km of integrated roads created in regional urban areas including disable access facilities	0	59.5	61	65.8	91	72.31%	In the process of upgrading roads in the city of Kigali, disable access facilities are considered and this paves a way to achieving mid-term target an example is; Masaka-Kabuga road.

Transport Sector: Key Indicators	12/13 Baseline	13/14 Actual	14/15 target	14/15 Actuals	15/16 Target	Mid-Term assessment	Recovery/Strategy
6. Number of km of scheduled bus routes (Rural, Intercity and Urban combined)	1,600	689.6	4500	4,817.6	5,500	87.59%	Road projects in pipeline are expected to make the targets for mid-term achievable include: Kigali-Buhandaburambo, Kigali-Buhandakaduha, Kigali-Mukototumba, Kigali-MuhondoMusasa, and Kigali-Cyamutara-Rwesero.
7. Number of km of High Quality footpath and pedestrian track including disable access facilities	0	99.9	80	107.87	120	89.89%	All roads in the city of Kigali that are being upgraded must ensure that footpath and disable access facilities are incorporated hence achieving mid-term targets
8. Number of new transport modes introduced	0	0	3(IWT & NMT)	(Studies for 3 major ports and 5 minor ports to be ready by Dec, 2015)			The studies will be completed in December 2015 and the remaining activity will be sourcing for funds. As most of these ports will be constructed under PPP it will be easy to achieve the mid-term targets.
9. Number of passengers transported in air transport per year by all airlines combined	488,903	558,084	683,083	603,529	954,536	63.2%	The expansion of parking space at Kigali internal airport, improving safety standards at aprons will reduce waiting time during landing and take-off; hence the number of airlines and passengers will increase.
10. Number of km of formal inland water transport service	0	332	60	332	100	332%	By setting targets, no baseline was available. Therefore transport in lake kivu only covers 332 km which is above

Transport Sector: Key Indicators	12/13 Baseline	13/14 Actual	14/15 target	14/15 Actuals	15/16 Target	Mid-Term assessment	Recovery/Strategy
							mid-term targets.

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**3. Annex 2: Progress against implementation of recommendations from the last JSR meetings**

No	Issues raised	Recommendations	Action taken
1	Rudimentary methods of evaluating road condition as result, baseline targets are low compared to the actual.	DG RTDA said that the scientific approach/measure of using IRI as mentioned during backward looking is now used to evaluate all roads in good condition.	The Common Performance Assessment Framework (CPAF) is now used to assess performance of road network condition.
2	Capacity needs assessment and gender equality in infrastructure projects	DG RTDA informed the meeting that both capacity need assessment study (financed by WB) and a functional review study (financed by EU) were conducted and RTDA started to implement the proposed actions. A recent achievement was the setting up of SPIU in RTDA and future actions are to hire 4 experts in RTDA to support in project and contract management and set up an M&E system and procurement delivery in RTDA with AfDB financing. The meeting requested RTDA to share the two study reports with all stakeholders.	The reports will be shared to all stakeholders
3	Kamembe runway resurfacing was at zero and behind schedule	RCAA informed the meeting that works of Kamembe runway resurfacing are now at 90% completion and RwandAir shall resume its activities by the beginning of July 2015	The project is complete at 100% and RwandAir resumed its activities on 15 <sup>th</sup> June 2015
4	Feeder roads roadmap on the implementation process has a challenge especially in determining the roles of institutions involved	The meeting requested PS/MININFRA to work with MINAGRI for a better and improved coordination of feeder road activities.	A number of coordination meetings have taken place and a joint field monitoring involving all stakeholders is planned on 15 <sup>th</sup> November 2015.

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No	Issues raised	Recommendations	Action taken
5	Road accidents increasing and what are mitigation measures taken by MININFRA	The Transport Division Manager informed the meeting that the road safety audit was conducted and the report has identified a number of issues and a roadmap will soon be developed to implement the proposed actions. In addition, laws have been updated and the issue on Confiscating driving licenses is now catered for.	The implementation of road safety recommendations is on-going.
6	Prioritization of policy studies	MININFRA (transport division) to provide four or five priority policy studies that can be financed by DPs as per annex 5 of SSP guiding principles	Development Partners (DPs) to provide feedback to stakeholders
7	Revision of the policy actions and targets.	Insert a column in the JSR report that assesses the progress of project implementation to benchmark the policy targets for 2015/16.	The activity was done
8	Information sharing with all stake holders	MININFRA through t-SWAp Secretariat should improve on information sharing by preparing quarterly bulletin and shared with all transport sector stake holders.	The activity is being done
9	Regional projects not captured	MINECOFIN was asked to include projects being implemented under the regional initiatives in the next ToRs	Regional projects will be reflected in Backward looking for 2015/16
10	Issue on Feeder Road Programme	The meeting recommended that update on Feeder Road Programme be captured in the next Transport sector meeting.	-A National Policy for Feeder Road Development and Maintenance is being developed; - A Joint field monitoring report will be developed and shared to stakeholders
11	Mid- term review of SSP	The meeting recommended that relevant authorities be contacted to consider revision of the SSP as this requires more high level decision on the sector direction	The Secretariat has planned a stakeholders meeting on the mid-term review of SSP and EDPRS2 in January 2016 as per EDPRS2 requirement
12	Concept Note on Sub-Sector Working Group	The Secretariat to prepare a concept note on the relevance of conducting sub-sector working groups.	The concept note is under development and will soon be shared

#### 4. Annex 3: Status of analytical works conducted

2014/15 Planned Analytical Work	Brief progress, challenges and actions to be taken if any
Government Fleet Management System (continued from 2014-15)	Data collection ongoing.
Study for Motor Vehicles Registration System	Inception report was submitted and 1 <sup>st</sup> draft report is expected by the end of the of November
Feasibility for 4 Town Bypass (Gicumbi, Nyamagabe, Ngoma and Rwamagana)	Contract negotiation is ongoing
Expressway Kigali- Bugesera International Airport	Tender to be re-launched
Muhanga-Karongi Road (78 Km)	Study is at 60% progress
Rusizi- Bugarama Road (42.5 Km)	Study is at 69.08% progress
Kigali- Muhanga- Huye- Akanyaru Road (157Km)	The study is at 60%
Huye- Kibirizi- Nyaruteja Road	The study is at 55%
Nyabugogo- Jabana & Nyacyonga- Rulindo	Study is ongoing at 75%