

**2007 Government of Rwanda and Development Partners Retreat (DPR)
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**Session 5 – Working Group 3
How will the implementation of the EDPRS be monitored?**

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Background - Why is it important?

Establishing the foundation of a monitoring and evaluation (M&E) framework for the EDPRS has been an important element of the elaboration process. As part of realising sector log-frames, each sector has identified a set of indicators that can measure progress towards the stated policy objectives, as well as establishing baselines and clarifying how the information can be obtained in future years.

The main objective of the M&E framework is to arrive at a situation where:

- There is a clear evidence base for policy making, so all partners can agree where progress has been achieved and where there are still constraints;
- Agencies responsible for budgets can be held accountable for their use of both external and domestic resources, to ensure that national priorities are met;
- There is a base for harmonised reporting to donors and other partners, reducing the burden on government systems;
- There are some basic incentives to those involved in delivering the PRS to meet targets by making information on their performance publicly available;
- Government-donor mutual accountability is strengthened, with both sides sharing a common understanding of progress and constraints in the implementation of policies and programmes.

For a workable M&E framework it remains a challenge to not just collect as much information as possible, but to focus on that information which is directly relevant for policy making. To provide a manageable framework for monitoring performance, reporting to the national level should be therefore restricted to a few key indicators, but additional reporting should take place within the sector, and should be discussed during the annual joint sector reviews (JSRs).

To what extent does Rwanda already have processes in place to do this?

The first PRSP started a process of annual JSRs, which fed into the production of the PRSP Annual Progress Report. The scope and depth of JSRs generally widened during the implementation of the PRSP, culminating in a highly participatory and very extensive self-evaluation by each sector in 2006. A number of sector public expenditure reviews (PERs) were also conducted during PRSP1 period, including in health, water and sanitation and infrastructure

Learning from the implementation of the first PRSP, the first priority of the EDPRS is not to strengthen the supply side, but rather the demand side for M&E. Performance information needs to feed into policy making, and the various government agencies need to be held

accountable for the results they achieve with the resources allocated to them. Evidence based policy making requires first and foremost an appreciation of what money is buying in the various sectors.

Proposal for Discussion

MINECOFIN proposes that the implementation of the EDPRS will be enforced through a central government *imihigo* framework. More specifically, the purpose and output level indicators of the log-frames become the key performance indicators to which the different ministries commit themselves. Whereas *imihigo* was launched in 2006 as a contract between District Mayors and the President of the Republic, the idea is to generalize it into a contract between the public and Government, which links the allocation of public expenditure to published targets with the aim of delivering modern, responsive public services. Thus, *imihigo* targets are set for services or outcomes which Government sees as key national priorities. They express the outcomes sought by Government, defining clear, long-term goals to propel the country towards the achievement of Vision 2020.

To monitor the implementation of the EDPRS, the different ministries will on an annual basis prepare a report outlining how they are performing against their stated objectives. These annual reports will list all stated objectives, and provide a case by case assessment on whether progress is on track to achieve each of the targets as specified in the sectoral chapters in this EDPRS document. The crucial difference between the current reporting on the implementation of the Annual Action Plan is that reporting does not take place on activities undertaken, but on progress made towards national objectives.

At the sector level, JSRs will be further entrenched in the annual activity calendar of all sectors, with a specific focus on also considering budget execution information. JSRs will look at the performance of each budget programme, specifically the extent to which the expected contribution to the various sector objectives are being realised. In this way, the EDPRS puts in place the foundation for performance budgeting, though further work will be required to clearly map the most relevant indicators from the sector logframes to the different budget programmes.

To complement the annual JSRs, national household surveys will be undertaken on at least a five-yearly basis, to provide information on outcomes. In addition, a series of public expenditure reviews (PER) will be commissioned in a number of sectors, including in agriculture, energy and education. Further PERs will be undertaken; the sectors to be covered are to be agreed jointly with Development Partners in the bi-annual Joint Budget Support and PFM Review.

Discussion Points

- 1) Participants are encouraged to discuss the MINECOFIN proposal.
- 2) Are there any other issues or proposals relating to monitoring and evaluation of EDPRS which Development Partners would like to discuss?

Anticipated Outputs

By the end of the retreat, it is hoped that consensus is reached on means for monitoring and evaluating implementation of the EDPRS. The outcome of the discussion is to be summarized by the rapporteur and reported back to the plenary in the form of **1 or 2** PowerPoint slides.