



RWANDA - WORLD BANK PORTFOLIO PERFORMANCE REVIEW 2006

Country Portfolio Performance Review &
Action Plan for Implementation

May 2006



Government of Rwanda



International Development Agency



The World Bank Group



Acknowledgement

The present Country Portfolio Performance Review (CPPR) was conducted jointly by the Government of Rwanda and the World Bank. The CPPR was led by H.E. James Musoni, Minister of Finance and Economic Planning and Pedro Alba, Country Director, World Bank. Mr. George Katureebe, Director General of Central Public Investments and External Finance Bureau (CEPEX) and his team organized the CPPR. From the World Bank, the team included: Pedro Alba, Mohamed Toure, Elena Kastlerova, Marie-Chantal Uwanyiligira, Andrew Asibey, Pierre Morin, Joseph Kizito, Soheyla Mahmoudi, Lourdes N. Pagarán, Matthew Ford, Lucy Fye, Stefanie Teggemann, Liz Drake, Chantal Kajangwe, Sayinzoga Kampeta, Tembo Maburuki, Alex Kamurase, Antoinette Kamanzi, Toni Ntaganda Kayonga, Rogers Kayihura, Bruno Mwanafunzi, Marie Jeanne Uwanyarwaya, John Muhemedi, and Elizabeth Small.

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Country Portfolio Performance Review, May 22, 23 and 25, 2006

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Executive summary

The technical meetings for the Country Program Review were conducted at Mamans Sportifs premises in the outskirts of Kigali city to review the status of the portfolio with project teams, Bank TTLs and specialists, to identify issues/challenges of project preparation/implementation, and to recommend a plan of remedial actions by all concerned so that the projects are focused on achieving the country's development objectives, and their impact is maximized. Four critical areas for improvement were identified during the discussions:

- *Institutional arrangements:* Bureaucracy was identified as the main issue in institutional arrangements. Five of the most important challenges were identified: (i) weak information flow and reporting overload; (ii) delays in processing non objections; (iii) weak implementation capacity (in project management, procurement, Financial Management (FM), and Monitoring and Evaluation (M&E) in the Project Implementation Units (PIUs) and beneficiary institutions (iv) weak implementation autonomy for PIUs; and (v) high staff turnover.
- *Procurement and contract management practices:* The quality of procurement remains a major problem. This enduring problem stems from the following challenges: (i) slow preparation of the priority annual work program (including costing, TORs, specifications); (ii) poor understanding of the procurement process by decision makers; (iii) overload of procurement staff; (iv) National Tender Board's processing too long; and (v) Bank no objections are sometimes delayed.
- *Financial Management:* The major issue in this area is the lack of skilled staff. In particular, the following priority issues were identified: (i) bureaucracy in line ministries; (ii) weak coordination between Bank Country Office, South Africa and Washington; (iii) absence of a financial management expert in the Bank Country Office; (iv) quality of financial and audit reports; (v) capacity building of PIU staff and beneficiaries; (vi) lack of harmonization of procedures (reporting requirements) between WB and GoR through CEPEX; (vii) need for joint training sessions for procurement, FM, and disbursement; and (viii) establish a database of practitioners to share experience, and who might provide technical assistance in case of need.
- *Monitoring and Evaluation (M&E):* Here the challenge is on broadening the understanding of projects' logframe and providing efficient capacity building. It is crucial for M&E staff to understand the link between collection of data, participation of key stakeholders, analysis, dissemination, and effective use of M&E for operational purposes. The following three priority issues were identified: (i) lack of MIS, its indicators, target definitions and lack of budget; (ii) low capacity and competency of the M&E staff; and (iii) inappropriate results framework (lack of baseline, its elaboration too late in the process).

Country Portfolio Performance Review

Overview

1. ***This Country Portfolio Performance Review (CPPR) represents a management tool*** that provides an opportunity for the Government of Rwanda and the World Bank to conduct a formal assessment of Bank-financed operations in the country. The overarching purpose of the CPPR is to ensure that the Bank's program is best designed and focused on achieving the country's development objectives and that these objectives continue to be relevant to the country. The CPPR also examines the efficiency and effectiveness of the program by looking at project performance and at bottlenecks to successful implementation across the portfolio. Its objective therefore is to provide an opportunity for the Government and World Bank to review and improve the World Bank's assistance program, and its implementation mechanisms to best meet the needs of Rwanda.

2. ***IDA funds for FY06-08 have declined compared to FY03-05.*** The performance based IDA allocation system allocates IDA funds according to country performance, portfolio performance, and governance with additional weight on procurement. Rwanda's performance ratings in governance, procurement and portfolio performance declined from FY03 to FY04, resulting in a 38 % decrease in the FY06-08 IDA envelope. This was mainly due to reduction in the portfolio rating from 4.0 to 2.5. Therefore it was agreed that unless these factors improve, there will be an even greater drop in the portfolio rating, which would result in a further decrease in the IDA envelope. The FY06 IDA allocation was about US\$75 million, and the prospects for FY07 are currently being reviewed. To scale up the IDA rating, improvements will need to take place in the implementation of the portfolio, as well as governance and procurement, both of which have significant impact on the overall IDA envelope.

The IDA Portfolio

3. ***As of end-April 2006, the Rwanda portfolio was composed of eleven active operations representing a net commitment of US\$292 million or about US\$36 per capita.*** The implementation progress of the portfolio has been generally satisfactory (six projects rated S), with one project (*Competitiveness and Enterprise Development*) rated Highly Satisfactory (HS), one project (*Human Resource Development*) rated Unsatisfactory (U), and three projects (Regional Trade Facilitation, Public Sector Capacity Building, and Emergency Demobilization and Reintegration) rated Moderately Satisfactory (MS). On the overall program, Rwanda is doing well in "realism"¹, "proactivity", (both at 100%), and has a good disbursement ratio (at 13.7% compared to the 12.2% average of the Africa region). Quality of supervision ranks on par with the rest of the Bank. According to the Bank's Quality Assurance Group, areas of improvement for the Rwanda program are realism of implementation plans, readiness at approval, risk assessment and mitigation, attention to monitoring and evaluation (M&E), and greater attention to procurement.

4. ***A survey of task team leaders, project implementation units, and public officials revealed that there are three major areas that require urgent attention:***

- ***Procurement practices:*** The quality of procurement remains a major problem, which stems from (i) limited capacity of staff in charge of procurement (managers, as well as technicians); (ii) absence of a general consensus that procurement is a necessary tool for successful project implementation; and (iii) weak commitment to improve the overall quality of procurement practices. So far, the issue of low quality of procurement practices has been addressed by providing procurement training to project staff. This has been helpful but is not enough to ensure sustainable long-term improvement of the portfolio performance. To ensure sustainable improvement of the portfolio performance, a multi-dimensional strategy needs to be agreed on and implemented by the Government itself; as

¹ See Annex 11 for definitions.

well as, national institutions and the various entities in charge of project execution with the financial and technical assistance of the World Bank.

- The Government has to take the lead. The adoption of a new procurement code with the creation of new institutions (based on international best practices) is giving the signal that the Government is committed to improving the national procurement environment. The adoption of a national capacity building strategy will reinforce the perception that procurement is now being taken very seriously. These actions are in line with the recommendations of the 2004 Country Policy and Institutional Assessment (CPIP). The new procurement code is being discussed in the Lower House of Parliament and the selection process of consultants to develop a national procurement capacity building strategy is ongoing. The next steps should be the adoption of the strategy and its implementation. The procurement capacity building strategy will include some forms of training; more importantly, it should focus on the professionalization of the activity to ensure that people involved in procurement; and Rwanda's decision makers understand that their duties are to promote competition, transparency, efficiency and economy in public procurement and rightly do so.
 - National institutions and various entities in charge of project execution should come together and play a much greater role in building the capacity of their managers and staff. Sharing of experiences through study and discussion groups could help deepen procurement skills and disseminate best practices among people involved in procurement. These collective and concerted actions could contribute to greater cohesion of the procurement professionals and create a critical mass of experts who will take the technical lead to further develop the procurement expertise in Rwanda.
 - The World Bank has also a role to play in: (i) providing assistance to the Government for the successful implementation of a new legal, regulatory and institutional procurement environment; (ii) providing targeted and specific training on specialized topics; and (iii) ensuring dissemination of international best practices, sharing experiences of other countries and even to bring experts of other countries into contact with experts in Rwanda. While the Bank cannot play the role of a consultant, i.e., redraft procurement documents), it can provide ideas and strategic thinking that will ensure project success.
 - In conclusion, three ingredients are required to ensure sustainable procurement capacity in Rwanda: (i) political will from the Highest Authorities to develop, adopt and implement a new procurement environment as well as a national capacity building program; (ii) direct involvement and greater pro-activity of the few procurement skilled (proficient) staff in order to deepen their knowledge, create a critical mass that will evolve towards a center of excellence and eventually a core group to drive the procurement capacity building exercise; and (iii) financial and technical assistance from the World Bank.
- Monitoring and Evaluation (M&E): The challenge here is on broadening the understanding of projects logframe and providing efficient capacity building. It is crucial for M&E staff to understand the link between collection of data, participation of key stakeholders, analysis, dissemination, and effective use of M&E for operational purpose. Most projects do not have an M&E system functioning correctly or sufficiently, thus making it difficult to track results and measure project impact, and instruct decision-makers. In addition, indicators at the project level do not fully match Country Assistance Strategy (CAS)/Poverty Reduction Strategy (PRS) indicators, making it difficult to track these on a continuous basis. Project managers do believe that M&E indicators are very useful if they are clear and measurable. The Bank (World Bank Institute-WBI) has resources to assist with the improvement of M&E.

➤ ***Financial Management:*** An issue of insufficient flow of information between the projects and other government institutions such as line ministries and CEPEX has been identified in studies carried out previously as one of the weaknesses in the country's public financial management system. The fact that donors finance a substantial proportion of the public sector, including through projects further raises the profile of the problem. In the case of projects, the Bank relies on Financial Monitoring Reports to obtain regular information on financial management, procurement and physical aspects of project implementation. The circulation of these reports should be widened so that the same information would be made available in a timely manner to all stakeholders. There is also a need for continuing upgrading of the skills of financial management staff in the projects. This issue was discussed in the context of incidences of weak implementation capacity in some of the projects.

5. ***The 2006 CPPR discussions were therefore undertaken at two levels as follows:***

- (a) project, line ministry technical staff, beneficiaries and other technical stakeholders; and
- (b) high-level Government officials such as Ministers and Ministers of State.

The event's timetable was as follows:

- On May 22, the pre-CPPR session/workshop was held on technical issues, such as procurement, institutional arrangement, M&E and financial management.
- This was followed by a day of technical discussions (May 23), during which issues and preliminary recommendations relating to portfolio, program implementation and future orientations were discussed jointly with GoR technical staff.
- The draft action plan/recommendations of the consultations between the Government and Bank technical teams were presented to high level officials for adoption on May 25, 2006. The Action Plan was refined and adopted by the final session, and is attached in Annex 1.

I INTRODUCTION

6. With two first days of technical discussions, the 2006 CPPR provided an opportunity for the technical staff of the Government and Bank to have an open discussion on the Bank-financed portfolio. With the active participation of both Bank and Government teams, the CPPR helped to identify several key issues and solutions that set a broad and essential agenda for better and more sustainable performance and results, not only for the Bank supported portfolio, but for that of other partners as well. For this to happen, it was important that all concerned reported on their progress--though with varying precision--on the basis of the project logframe and key performance indicators. This project-based initiative needs extensive follow-up with M&E for measurable results. Openness in sharing information and facts is habitually a key feature for a good CPPR process and a step forward for greater transparency about resources, results and constraints. To a lesser or greater degree, Government, Bank and other partners should all contribute and would benefit from the exercise (e.g. DfID wants to join the Bank and GoR to develop the next joint-assistance strategy, and in this case, Joint Interim Strategy Note).

7. According to the Bank's Quality Assurance Group, areas of improvement for the Rwanda program are realism of implementation plans, readiness at approval, risk assessment and mitigation, attention to monitoring and evaluation (M&E), and greater attention to procurement.

Objectives

8. *CPPR Approach and links to PRSP and CAS:* Unlike in the past when CPPRs focused only on how to improve the ongoing portfolio, the 2006 CPPR was also forward-looking and has put more emphasis on results on the ground. Hence it brought a greater focus on track record of Bank-assisted projects/programs in Rwanda, looking back at the previous years and examining what the portfolio delivered in terms of outcomes. Specifically, two project teams (Rural Sector Support Project and Human Resources Development Project) were selected by CEPEX to share their experience in recognizing and addressing implementation challenges. The CPPR discussed how the Bank can best contribute to outcomes, and how to leverage the ongoing portfolio to achieve intended outcomes. It also examined whether these operations need to continue or if some of them should be restructured. Therefore this CPPR has continued its efforts in transforming the CPPR to a more open and forward-looking process.

9. *While keeping in mind the aforementioned focus, the CPPR review:*

- included examining the track record of Bank-assisted projects in Rwanda while focusing on their outcomes, sustainability, and institutional development impact . Reviewed agreements reached at the last CPPRs to determine the extent to which all the parties have fulfilled these agreements. Questions that were asked included: What is the track record of Bank-financed projects in Rwanda? Are they likely to achieve their development objectives? Are they likely to have results on the ground? Are they likely to be sustainable? Do some of the projects in the portfolio require retrofitting to make them relevant? Do they create institutional capacity and what are the implications of recent decisions to decentralize service delivery to the district level? How well has Rwanda (the Borrower) performed? How well has the Bank (donor) done? How well has Rwanda done vis-à-vis Africa Region and the Bank?
- focused on Government of Rwanda and Bank performance in key portfolio management areas (e.g., during project preparation and supervision);
- compared Rwanda's portfolio performance to that of the Africa Region and Bank using selected key performance indicators;
- focused on key cross-cutting and sectoral portfolio issues that need to be addressed (procurement, institutional arrangements, M&E, financial management). In this context, key cross-cutting issues

were identified. It was agreed that some cross-cutting issues, such as M&E were recurring from the 2004 CPPR; and

- confirmed the portfolio is consistent with the Government's PRSP and the Bank's CAS.

10. *Therefore, what was achieved for:*

Ongoing Portfolio

- Resolution on (procurement, financial management, institutional arrangements, and M&E) issues in the portfolio;
- Common plan on managing and improving the portfolio (e.g. monthly/quarterly meetings);
- What will the portfolio achieve this year and critical issues to focus on as a team;

Future Program

- Improving Rwanda's Performance-Based ratings for increased IDA financing;
- Providing a basis for next ISN/CAS;

Better Harmonization

- How to address country's needs better through donor coordination.

IDA allocation

11. IDA allocations are determined on the basis of a formula which reflects a judgment on policy performance through the Country Policy and Institutional Assessment (CPIA), as well as on the quality of implementation of Bank-financed projects. While policy performance in Rwanda has been strong, the country's IDA allocation was adversely affected by portfolio issues.

Country Policy and Institutional Assessment (CPIA)

12. *Rwanda's Country Performance record is strong.* The Country Policy and Institutional Assessment evaluates the quality of a country's policy and institutional framework in fostering sustainable, poverty-reducing growth and the effective use of development assistance. This exercise is done annually for all International Bank for Reconstruction and Development (IBRD) and International Development Association (IDA) borrowers. The CPIA includes a set of sixteen criteria, which are grouped in four clusters: economic management; structural policies; social inclusion and equity policies; and public sector management and institutions. Ratings for each of the criteria reflect a variety of indicators, observations, and judgments on the quality of each country's current policies and institutions – which are the main determinant of present aid effectiveness prospects. Improvements in policies and institutions during the course of the year are reflected in the subsequent year's performance ratings. These assessments are used to guide the allocation of IDA resources, and they can also be used to identify areas of strength and weakness upon which to base a country strategy. The 2005 CPIA (see Figure 1 below) reflects a slight improvement from 2004. Rwanda is in the second quintile rating in 2005, reflecting good overall performance. Its rating is 3.5 on a 6 point scale compared to 3.43 in 2004. In accordance with the newly approved Bank disclosure policy, the final ratings will be disclosed on the Bank's intranet, starting 2005 CPIA.

Figure 1:

2005 COUNTRY POLICY AND INSTITUTIONAL ASSESSMENTS (FINAL RATINGS)

Country	Macro. Mgt.	Fiscal Policy	Debt Policy	Ave.	Trade	Financial Sector	Business Regulatory Environ.	Ave.	Gender Equality	Equity of Public Resource Use	Building Human Resour.	Social Protection & Labor	Pol. & Instit. for Environ. Sustain.	Ave.	Property Rights & Rule-based Govern.	Quality of Budget. & Finan. Mgt.	Effic. of Revenue Mobil.	Quality of Public Admin.
RWANDA	A				B				C						D			
RWANDA	4	3.5	3	3.5	3.5	3.5	3.5	3.5	3.5	4	4	3.5	3	3.6	3	3.5	3.5	3.5

2005 COUNTRY POLICY AND INSTITUTIONAL ASSESSMENTS
AFRICA REGION AVERAGES

Region	A. Eco. mgt.	B. Struc. pol.	C. Pol. for soc. incl.	D. Pub. sect. mgt.	2005 Overall	2004 Overall a/	Change
AFR	3.4	3.3	3.2	3.1	3.2	3.2	-2.85%
All countries	3.7	3.6	3.5	3.3	3.6	3.6	0.27%

13. This year's assessment finds that Rwanda has made progress in opening up towards the world. However, capacity, and bottlenecks for private sector development remain problematic. In particular, Rwanda has done very well in debt policy, international trade, financial sector, gender, building human resources, social protection, environment, transparency and the fight against corruption. However, problems remain in the fiscal policy, property rights and governance and quality of public administration.

Portfolio Performance

14. Rwanda's portfolio is well aligned with the current PRSP. The Bank has adjusted to Rwanda's evolving needs by using more flexible lending instruments, particularly Poverty Reduction Strategy Credit. The use of these instruments is based on ownership/accountability requirements, and requires better aid coordination. It also allows for better links between macro and sectors, better tracking of pro-poor expenses, and better impact measurement --through M&E and regular surveys. The portfolio management process is fully-owned by the Government of Rwanda, and the responsible agency - CEPEX is monitoring the portfolio results and is holding monthly project coordinators meetings.

15. However, Rwanda's 2004 portfolio performance declined from its rating in 2003, leading to the lower IDA allocation. A second factor in the IDA formula is portfolio performance, based on the percent of projects in the portfolio considered "at risk". Rwanda's rating decreased to 2.5 for 2004 from a rating of 4.0 (out of 6.0) for 2003. The portfolio quality was evaluated in December 2004, when there was one problem project (Rural Sector Support Project), plus one project at risk due to several flags (Emergency Demobilization and Reintegration Project). Since then, considerable focus has been placed on implementation, and on improvement of the quality of the portfolio: several components of the problem project were re-designed, and several flags of the "at risk" project removed (effectiveness delay, slow disbursement, and procurement).

16. IDA funds for FY06-08 have declined compared to FY03-05. The performance based IDA allocation system allocates IDA funds according to country performance, portfolio performance, and governance with additional weight on procurement. Rwanda's performance ratings in governance, procurement and portfolio performance declined from FY03 to FY04, resulting in a 38 percent decrease in the FY06-08 IDA envelope. This was mainly due to a reduction in portfolio ratings from 4.0 to 2.5. Unless these factors improve, next year will see an even greater drop in portfolio ratings than this year, which would result in a further decrease in IDA envelope. To scale up the IDA rating, improvements will need to take place in the implementation of the portfolio, as well as governance and procurement, both of which have significant impact on the overall IDA envelope.

Methodology

17. Preparations for the CPPR included: (i) a desk review of the portfolio and its M&E systems; (ii) a desk analysis of implementation performance compared to the Africa region, and other selected countries; (iii) a meeting held with CEPEX team in December 2005, January 2006, and April 2006, to identify issues; and (iv) a visit to Rwanda by the staff of the Bank's Quality and Knowledge Group. The attachments to this report contain information about these steps.

18. The Country Program Review is not seen as a one-time annual event but rather as an ongoing process. The intention is to establish a framework for communication between the Bank and the Government on policy and portfolio issues through a series of follow-ups on meetings, clinics, and reviews at shorter intervals and at different levels of representation.

II. BACKGROUND AND RECENT DEVELOPMENTS

Portfolio Trends

19. The last Country Assistance Strategy (CAS) for Rwanda was discussed by the Bank's Board in December 2002, following the PRSP. Consistent with PRSP priorities, the CAS articulates Bank program support around four themes (a) revitalization of the rural economy; (b) private sector development and employment creation; (c) human and social development; and (d) improvement in governance and effectiveness of public sector actions. The CAS highlights the need to move progressively from project-based approaches to SWAPs and budget support, envisaging the PRSC program in the base case lending scenario. The CAS also proposed greater emphasis on economic and sector work, recognizing Rwanda's need for a sound analytic base for strategic planning. The new CAS will be prepared in line with the GoR's Economic Development and Poverty Reduction Strategy (EDPRS)- the second PRSP generation. The process to finalise the EDPRS is underway. To bridge the gap between the 2002 and new FY08-11 CAS, the Bank team is currently preparing an Interim Strategy Note (ISN) to guide Bank's interventions until the EDPRS is finalised.

20. The first PRSC was approved in October 2004, and the second PRSC in November 2005. To date, however, the number of projects has not decreased, due in part to a number of closing dates extensions and continued commitments. The number of projects in the Rwanda's portfolio is expected to decrease in FY07, due to closure of several projects.

Status of the Implementation of 2004 CPPR Action Plan

21. Most of the actions stated in the 2004 Action Plan have been completed (Annex 2). The main exception is the action on M&E.

FY06-08 IDA Outlook

22. The FY06-08 IDA envelope for Rwanda is an estimated SDR119.6 million after volume discount (or US\$174 million equivalent). Of this, SDR39.9 is the firm allocation for FY06 and SDR79.8 million is the indicative for FY07-09. Two new projects have been presented to the Board in FY06: PRSC2, and Urban Infrastructure and City Management totalling US\$75 million. In FY07 and FY08, commitments still need to be confirmed.

Achievements in FY05

23. These include continued good macro performance (e.g. growth remained strong at 6 percent in 2005 despite exogenous shocks); progress in achieving social indicators, as well as improvements in physical infrastructure, improving the business climate, and tackling corruption. In terms of the Bank's assistance

program, achievements include: (i) the move to budget support and progress made in donor harmonization (see Annex 6 on current status), with a Partnership Agreement to harmonize, to the extent possible, processes and procedures in budget support; (ii) increased focus on implementation and approval of a new Urban Infrastructure and City Management Project; and (iii) successful restructuring of one problem project – Rural Sector Support Project – with an upgrade from Unsatisfactory status to Satisfactory. Annex 2 summarizes the key achievements with respect to the implementation of the 2004 CPPR action plan.

Governance

24. In general, there has been a modest improvement in Governance indicators over time. Rwanda has consistently improved its record on voice and accountability, government effectiveness, regulatory quality, and control of corruption. While Rwanda ranks relatively better in terms of government effectiveness, regulatory quality and control of corruption, improvement is still required on voice and accountability, and the rule of law.

New Country Financing Parameters for Rwanda

25. This new financing framework, approved on May 25, 2005 (see Annex 7), provides more flexibility in financing expenditures in four areas. The Bank's previous cost sharing limit for Rwanda was 90 percent of project costs net of taxes and duties. The new policy will allow Bank financing of individual projects up to 100 percent. Recurrent cost financing: Under the old Bank policy, incremental recurrent expenditures could be financed on a declining basis. The new policy allows recurrent cost financing where required taking into consideration fiscal and debt sustainability implications. Local cost financing: Under the new policy, financing of local expenditures is allowed and does not need to be treated as an exception. Taxes and Duties: In addition, the Bank may now finance the costs of duties and taxes associated with project expenditures, provided they are not unreasonable or discriminatory.

Grant eligibility

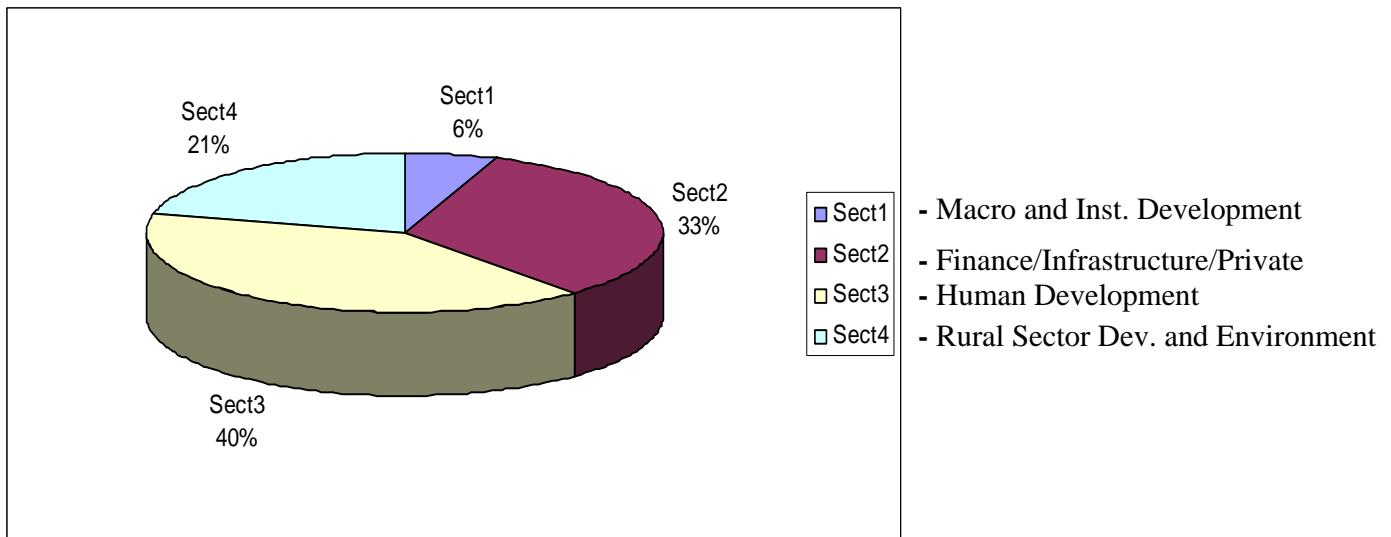
26. In FY06, Rwanda became a "red light country", making it eligible for IDA grants (at 20% discount) due to its high risk of debt distress. In addition, it may receive grants from the Global Environment Facility.

III. PROGRAM SIZE AND COMPOSITION

Portfolio structure

27. The structure of the current portfolio reflects the Bank CAS and is consistent with GoR 2002 PRSP priorities as illustrated in Annex 3. As it stands, the largest share of the portfolio is the human development sector with slightly over 40%, while the second largest is finance, private sector and infrastructure development (33%). Rural sector development and environment protection constitutes 21%, whereas macro-economy and institutional development represents 6% of the portfolio.

Graph 1 Portfolio Composition by Sector



Implementation performance

28. As of end-April, 2006, the Rwanda portfolio is composed of eleven active operations representing a net commitment of about US\$292 million or about US\$36 per capita. The implementation progress of the portfolio has been generally satisfactory (six projects), with one project (*Competitiveness and Enterprise Development*) rated Highly Satisfactory (HS), one project (*Human Resource Development*) rated Unsatisfactory, and three projects (Regional Trade Facilitation, Public Sector Capacity Building, and Emergency Demobilization and Reintegration) currently rated Moderately Satisfactory.

29. Overall, Rwanda's program (see Annex 3) is doing well, with realism² at 100%; proactivity is 100%; and has a good disbursement ratio (at 13.7% compared to 12.2% average of the Africa region). Quality of supervision ranks on par with the rest of the Bank. According to the Bank's Quality Assurance Group, areas of improvement for the Rwanda program are realism of implementation plans, readiness at approval, risk assessment and mitigation, attention to monitoring and evaluation (M&E), and greater attention to procurement.

² See Annex 6 for definitions.

Graph 2 - Portfolio Status as of May 2006

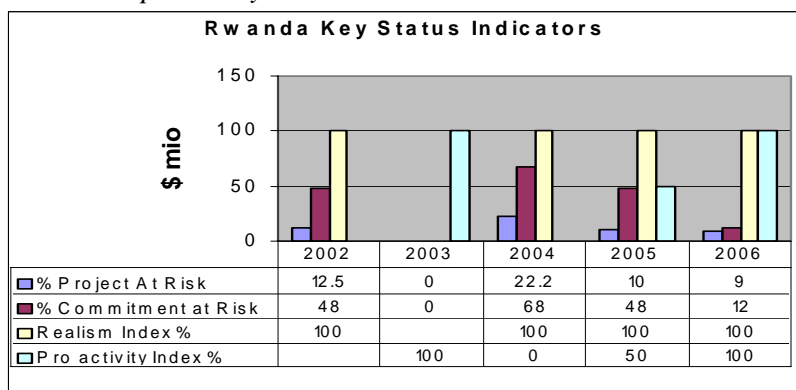
Project Name	Date, Effectv	Date, Rev Closng	Age yrs	Net Comm Amt (\$mio)	Tot Disb	% Disbursed	Disb in FY	Latest DO	Latest IP	Prob. Months
Urgent Electricity Rehabilitation Project	7/29/05	07/31/09	1.3	25	2	8%	2.0	S S		0
Regional Trade Facilitation Project	4/11/02	06/30/11	5.1	7.5	1.98	26%	0.0	MS MS		0
Human Resource Development Project	1/19/01	06/30/06	5.9	35	23.9	68%	3.3	U U		3.95
Multi Sectoral HIV/AIDS Project	8/11/03	10/30/08	3.1	30.5	21.2	70%	9.4	S S		0
Decentralization and Community Reintegration Project	12/23/04	09/30/09	1.9	20	2.13	11%	0.5	S S		0
Public Sector Capacity Building Program	3/30/05	12/31/09	1.8	20	2.14	11%	1.5	S MS		0
Competitiveness and Enterprise Development	12/7/01	07/31/07	5.1	40.8	34.1	84%	6.7	S HS		0
Critical Ecosystem Protection and Management Project	#	#	0.9	0		0%	0.0	S S		0
Rural Sector Support Project	10/24/01	06/30/07	5.1	48	26	54%	10.5	S S		0
Emergy Demobilization and Reintegration Project	9/27/02	12/31/07	4	25	19.2	77%	1.3	MS S		0
Urban Infrastructure and City Managemnt Project	#	03/31/09	0.5	20	0	0%	0.0	S #		0
Rural Water Supply and Sanitation Project	1/30/01	12/31/06	5.9	20	12.7	63%	5.5	S S		0
Total				292						

30. The review of Rwanda's portfolio figures for the past five years shows steady improvement of a growing portfolio. "Riskiness" is currently relatively low (one project at risk with about 12% of commitment at risk) while realism and pro-activity indices are excellent. As of end-April, all projects in Rwanda have one flag – the country record flag. In addition, one project (Human Resource Development Project) shows problems in four areas, or four additional flags: financial management; counterpart financing; M&E, and procurement.

Graph 3. Risk Flags

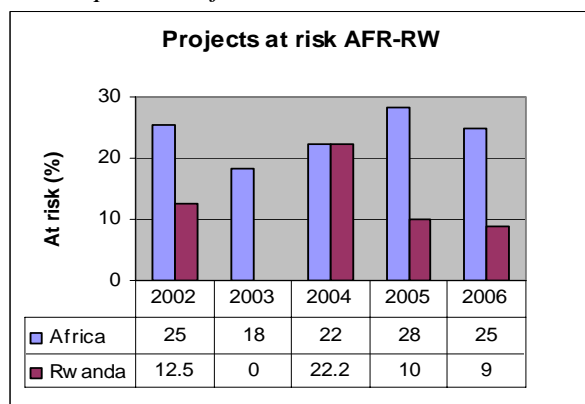
	Age yrs	Net Comm Amt	% Disbursed	Disb in FY	# Prob Proj	Latest DO	Latest IP	Prob. Months	# Pot Proj	# Risk Flgs	Flg Long-Term Rsk	Eff Dly	Fin Mgmt	% Cntrpt Fndg	Lgl Cov	M&E	Mgt Prob	Proc Prob	Safeguards	Country Env.	Country Record
Compet & Enterprise Dev	5.0	40.80	79%	4.97	0	S	HS	0	0	1											1
Human Res Dev	5.8	35.00	68%	3.28	1	U	U	2.8	0	5			1	1		1		1			1
MultiSec HIV/AIDS	3.0	30.50	65%	7.87	0	S	S	0	0	1											1
Decentr & Community Dev Prj	1.8	20.00	11%	0.50	0	S	S	0	0	1											1
Rural Sec Supt	5.0	48.00	53%	9.73	0	S	S	0	0	1											1
Emerg Demobiliz & Reintegr	3.9	25.00	76%	1.13	0	S	S	0	0	1											1
Urb Infrastr & City Mgmt A	0.4	20.00	0%	0.00	0	S	#	0	0	1											1
Rur Water Sply & Sani	5.8	20.00	62%	5.19	0	S	S	0	0	1											1
Pub Sec CB TAL	1.7	20.00	10%	1.24	0	S	MS	0	0	1											1
Urgent Electricity Rehab	1.2	25.00	8%	2.00	0	S	S	0	0	1											1
Regional Trade Fac. Proj.	5.0	7.50	26%	0.00	0	S	MS	0	0	1											1

Graph 4. Key Status Indicators

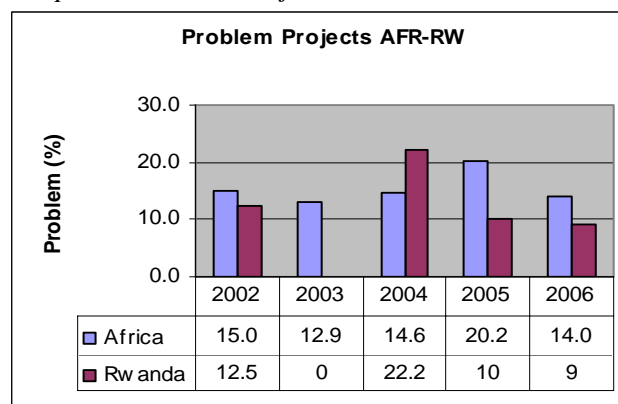


31. When compared to AFR region average, Rwanda's performance is clearly above average. This reflects increasing focus on portfolio from GoR and the World Bank Country Office. The action plans of previously "unsatisfactory" projects were closely monitored by all key stakeholders. Internal Evaluation Group (IEG) ratings (formerly OED) (Annex 5) affirm the strong commitment of GoR and the quality support offered by the WB team during preparation and implementation.

Graph 5. Projects at Risk

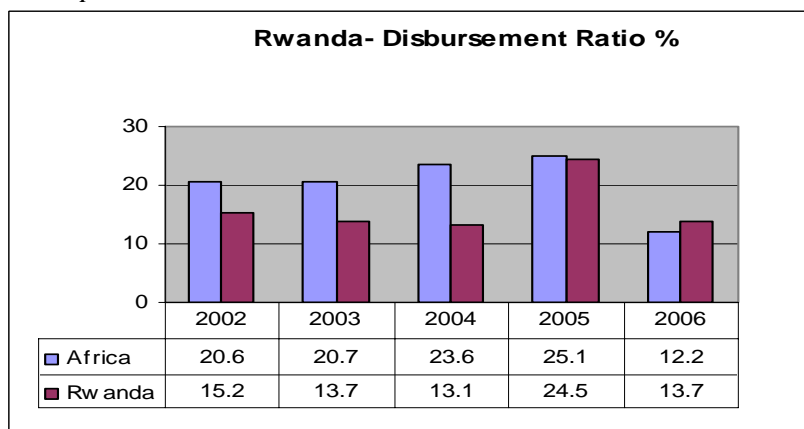


Graph 6. Problem Projects



32. Disbursement ratio has also been steadily improving, now slightly above AFR Region average. This reflects accelerated implementation of projects, especially at decentralized levels. This can be particularly attributed to an improved staffing strategy of PIUs, and close monitoring from GoR and the WB.

Graph 7. Disbursements



33. However, on the basis of available data, it takes on average about 514 days for projects in Rwanda to reach disbursement of about 20% of the project funds, while in Burkina Faso it takes on average only about 450 days. Similarly, it takes about 964 days to disburse about 50% of project's funds in Rwanda,

compared to about 804 days in Burkina. This clearly shows undue optimism from the projects' teams during preparation, and usually results in extensions of projects closing dates.

34. Withdrawal applications for Rwanda portfolio are being processed within 4 to 20 days after they have been received, with most of the applications processed within the 'typical processing time' of 6 days.

Procurement

35. Since the 2004 CPPR, the Government has embarked on an in-depth reform of the public procurement system. The Country Procurement Issue Paper of June 2004 concluded that three areas were in need of immediate attention: (i) the legal, regulatory and institutional frameworks should be modernized, (ii) the capacity in both the public and the private sectors need to be built, and (iii) compliance with the new rules needs to be ensured (i.e., control and audits). With the assistance of the Bank, the Government adopted a new draft law that addresses the legal, regulatory and institutional framework as well as the question of compliance. This law was transmitted to Parliament for debate. To address the issue of capacity building, the Government, with Bank assistance, also prepared the Public Sector Capacity Building Project. These significant measures should contribute to improving the state of affairs in the public procurement sector. However, these measures will be implemented over a multi year period and it is likely that they will reach their full effect in the medium and long term rather than in the short term.

36. In early 2006, decentralization of procurement functions became effective as the Country-wide decentralization program from the central Government to the Districts became effective. The transfer of responsibilities including fiduciary duties to the four Provinces, thirty districts and the city of Kigali involved entities that have different levels of capacity. Reforms have been conducted without much coordination and while districts are now in charge of procurement, not all of them have the resources (human, financial and physical) to carry-on procurement operations.

37. On the transaction front, most projects in the portfolio continue to experience very serious problems at various levels. Problems such as: deficient procurement planning, low quality of bidding documents, use of procurement methods that do not comply with best practices (that would ensure competition, transparency, efficiency and economy); procurement methods that do not comply with the rules of the Development Credit/Grant Agreement (DC/GA); and poor record keeping is still tainting the procurement of goods, works and services in projects. Prior reviews were instrumental in identifying potential issues and in redressing the situation. However, post procurement reviews (for contracts below the thresholds of prior review) have revealed cases of misprocurement forcing reimbursement by the Government for expenses made in non-compliance with the rules of the DCA. Many of these problems stem from weak capacity but also from lack of attention and require immediate action from the Government.

38. **Consultations with the public officials, the implementation units, procurement staff, and task team leaders revealed that the main issues in procurement are as follows:**

- *Lack of strong leadership in the procurement reform process:* Despite government's stated commitment to the public procurement reform process, very few concrete actions have been taken to materialize the required changes. The Procurement Code is still being debated in Parliament and was yet to be transmitted to the Upper House for discussion. The National Tender Board (NTB), the public entity that possesses strong technical skills in procurement, has so far not been involved in the reform process while the Procurement Task Force (PRTF), responsible for implementing the reforms, has no members with skills in procurement. The Minister of Finance and Economic Planning's decision to revive the PRTF and the appointment of one of his advisors to lead the team as well as the inclusion

of the NTB Executive Secretary should give the TF a new impetus to clearly orient the program and materialize the reforms.

- *Lack of coordination between ministries in charge of implementing reforms* (MINECOFIN, MINALOC and MINIJUST). Meetings with some Districts Officials clearly indicate that reforms have been conducted without coordination with all Ministries involved.
- *Lack of procurement capacity in the newly-created districts:*
 - Although districts are now in charge of procurement, most of them do not have yet the human resources to carryout procurement operations. The District Procurement Commission includes up to 7 members (mostly the heads of the departments). Procurement operations are carried out in the department of planning with input from other departments. In many districts the heads of the departments are not yet on board (recruitment in progress) and many of those on board do not have a clear understanding of procurement rules. This could be seen as a temporary situation but it is clear that a large dose of training will have to be provided before the system operates smoothly.
 - District Officials have to adapt the existing legal rules to its new environment awaiting the adoption of the new Procurement Code. This is challenging given the lack of human capacity in procurement.
 - Although districts are expected to achieve a set of specific objectives within a specified timeframe, they do not yet have the financial and material resources to carryout these duties. The current level of resources transferred to the Districts from the Ministry of Finance is still too low, and in many cases, it is highly probable that procurement will be conducted with great difficulty in the short term.
 - In terms of accountability, the review thresholds are still quite low. Districts are fully responsible of contracts below the thresholds of 10 million RwF (5 million for services), and non objection should be obtained from Provinces for contracts between 10 million (services) and 40 million RwF (works and goods), and from the National Tender Board (NTB) for contacts over 100 million RwF. It is therefore not clear how to obtain non objection from Provinces since none of them has Procurement Officers.

39. Possible solutions:

- From the Government :

Immediate actions are needed to address the pressing needs of the new decentralized procuring entities. One of the most pressing activities of the PRTF is to ensure that every district has the basic resources (skills, financial and material means) to reach its objectives. The Task Force recently had several meetings with all parties involved in the reforms in Rwanda: the sectoral Institutions in charge of implementing reforms; MINECOFIN, NTB; HIDA; various donors (UNDP, DfID); various projects managers (Decentralization Project and Capacity Building Project). There seems to be a real coordination of all parties involved following the revival of the PRTF. Indeed, needs have been clearly identified and drafted TORs have been discussed and the final version should be forthcoming.

On the procurement reform front, updating the comprehensive action plan to materialize the reform is a must. The action plan adopted by GoR in 2004 needs to be updated to incorporate recent developments namely decentralization and the new conditions in which the Districts

will operate. This should follow the preparation of the roadmap of activities and tasks to be carried out to bring the reform to its end.

Introduction of greater involvement (through the Ministry of Finance and Economic Planning) in the supervision of procurement in all projects to ensure that: (i) each and every project has a procurement plan; (ii) procurement is conducted according to the plan; and (iii) the quality of documents is reviewed before transmission to the TTL for prior review;

- From Projects: better coordination/communication by procurement experts in all implementation units could also result in greater overall efficiency of all of them. Better communication, sharing of experiences, study group for difficult or exceptional cases, could also result in greater cohesion of the procurement practices in all of the projects. Another measure that could greatly enhance the national capacity as well as the capacity at the level of each of the projects would be to hire external procurement specialists (firms or individuals) who could assist in the resolution of problems, with the emphasis on building local capacity.
- From the Bank: the Bank does not have the resources to act as a consultant or advisor to the various projects except for providing focused comments on very specific and limited questions. However, after acknowledging the most frequent and the most serious weaknesses, the Bank could organize clinics on these very specific questions.

40. The outcome of the consultative 2006 CPPR process is an annual ***CPPR Action Plan***, which will guide further implementation of the portfolio, and which is attached as Annex 1.

Monitoring and Evaluation (M&E)

41. A desk review undertaken for six randomly selected projects (Urgent Electricity Rehabilitation Project.; Decentralization and Community Development Project.; Multi-Sector HIV/AIDS; Human Resources Development Project; Demobilization and Reintegration; and Competitiveness and Enterprise Development) emphasized the following key issues:

- The appropriateness of Project Development Objectives (PDOs) in terms of how clearly they addressed primary development issues,
- The relevance of M&E frameworks and the effectiveness of institutional arrangements for data tracking and reporting,
- Types of M&E core competencies/capacity for data tracking, analysis and reporting.

42. Findings of this desk review (Annex 6) are summarized in general as follows:

- The development objectives of the six projects clearly address the primary development problems of the country as reflected in the PRSP and CAS documents. Some of the PDOs are overly ambitious and are not based on the SMART principle, namely they are not Specific, Measurable, Appropriate, Realistic and Time bound.
- Most of the results indicators in the CAS document and the PADs are appropriate, although some are not realistic and are too numerous. Having indicators that are not specific enough is costly and practically impossible to track.
- The Project Appraisal Documents (PADs) contain tables on results frameworks and related arrangements for tracking the indicators. However, insufficient attention is paid to assessing the capacity of the implementing agencies to adequately monitor and evaluate the projects on a systematic basis.
- There is overwhelming emphasis on tracking of output data. There appears to be insufficient capacity to dealing with cause and effect questions, namely to establish how and the extent to which project interventions have changed the circumstances of the beneficiary groups/communities. To establish cause and effect relationships of project outcomes/impact

may require more rigorous evaluation designs such as quasi experimental design and non experimental design.

- There is evidence of frequent supervisory missions and reporting through aide memoires. Some of the projects have undergone mid-term reviews. It should be noted that lack of adequate baseline data is highlighted as a major constraint to monitoring and evaluation.

43. *Use of M&E Information and Decision –Making by the Borrower:* There is evidence that findings and recommendations resulting from supervisory missions and mid term reviews have been used to improve project effectiveness and performance. However, substantial amount of data being collected by project units using manual templates are not adequately analyzed on a timely basis to input into project decision-making. The lack of a well thought out management information system (MIS) for most of the projects has compounded the problem of data usage.

44. On the basis of these findings, it is proposed that follow up reviews and clinics are organized for each PIU in Kigali to examine, and provide recommendations for improvement of M&E systems for each of the ongoing projects. The outcome of this consultative 2006 CPPR process is an annual CPPR Action Plan, which will guide further implementation of the portfolio, and which is attached as Annex 1.

Financial Management

45. **Consultations with the public officials, the implementation units, financial management staff, and task team leaders revealed that the main issues in financial management are:**

- *Flow of information on project transactions.* There is insufficient flow of information between the projects and other government institutions such as line ministries and CEPEX. Within a wider context, this issue has been identified in studies carried out previously as one of the weaknesses in the country's public financial management system. The fact that donors finance a substantial proportion of the public sector, including through projects further raises the profile of the problem. In the case of projects, it was pointed out that Bank relies on Financial Monitoring Reports to obtain regular information on financial management, procurement and physical aspects of project implementation. Participants resolved that the circulation of these reports would be widened so that the same information would be made available in a timely manner to all stakeholders.
- *The need for continuing upgrading of the skills of financial management staff in the projects.* This issue was discussed in the context of incidences of weak implementation capacity in some of the projects.

46. **Three possible solutions were identified:**

1. Project implementation manuals: These would be developed between the CEPEX and the World Bank. They would provide guidance to stakeholders and staff with respect to procurement, financial management and monitoring and evaluation procedures that are deemed acceptable to the Bank.
2. Training: There is a need to ensure that the skills and knowledge of staff responsible for project implementation remained up to date. Accordingly, the World Bank agreed to conduct regular workshops which would be targeted at such staff. In addition, the Bank agreed to facilitate contact between the institutions in Malawi, Senegal and Nigeria that were identified to provide training in World Bank financial management procedures to project staff. Such contacts would enable project staff to be aware of the training calendars for these institutions and as such plan their participation accordingly.
3. Community of practitioners: There is a need for organization of a forum of practitioners, through which projects would share knowledge and practices with each other. Given that some projects

already excelled in some aspects of financial management, such communities of practitioners would help to formalize the exchange of good practices, with the result of all round improvements.

47. The problem of high staff turnover was also discussed. It was suggested that this resulted from weak working conditions that did not allow the proper recognition of good performance. It was agreed that such weaknesses would be addressed through strengthening of performance evaluation systems within the projects, with the development of performance evaluation guidelines and templates. The workshop also agreed to ensure that remuneration packages were determined in a uniform manner. The outcome of the consultative 2006 CPPR process is an annual ***CPPR Action Plan***, which will guide further implementation of the portfolio, and which is attached as Annex 1.

The proposed Bank lending and non-lending program

48. The new Bank strategy for Rwanda, an Interim Strategy Note (ISN) is currently being finalized, with tentative Board presentation in early-FY07. The tentative proposal for new lending and non-lending services for FY07-08 proposed in the draft ISN is shown in Table 1 and 2 below.

Table 1: Proposed New Lending FY06-09

	FY06	FY07	FY08
PRSG II, III, IV	x	x	x
Transport Sector Development		x	
E-Rwanda		x	
Lake Kivu Methane-to-Power Guarantee		x	
Urban Infrastructure and City Management I, and II	x		
National Water Resources Management		x	

Table 2: Planned Key Non-Lending Services

Fiscal year	Products
2006	Agriculture Policy Note
	Private Sector Development Strategy
	Investment Climate Assessment
2007	Poverty Assessment
	Health Financing
	Contract Arrangement for Decentralization of Services (Agriculture, water, health, education)
2008	Gender Assessment
	Education CSR update
	Science Technology and Innovation needs Assessment

Annex 1: Rwanda – World Bank Portfolio Performance Review 2006 Action Plan for Implementation

INSTITUTIONAL ARRANGEMENTS: CPPR RECOMMENDATIONS

KEY INSTITUTIONS Impacting PROJECTS implementation

- Implementing Units
- Technical Ministries
- National Tender Board
- Auditor General's Office
- Beneficiary Institutions
- Steering Committee
- World Bank

INSTITUTIONAL ARRANGEMENTS				
Issues/Challenges	Recommendations	Responsible	Milestones/Timing	Assumptions/Risks
Weak information flow and reporting overload	<ul style="list-style-type: none"> - Develop standard report system - Establish mechanism for effective dissemination - Ensure follow up action 	CEPEX in consultation with all stakeholders	Templates developed and agreed upon by all stakeholders by September 2006.	Consensus by all stakeholders
Delays in processing non objections	<ul style="list-style-type: none"> - Increase the threshold to reduce the volume of work requiring non objection - Establish service standards 	<ul style="list-style-type: none"> - World Bank National Tender Board - CEPEX 	World Bank and National Tender Board agree and take decisions by December, 2006.	Internal policy of the world Bank And the anticipated reforms in NTB
Weak implementation capacity in PIU and beneficiary institutions (Project Management Procurement, FM, and M&E)	Provide training to personnel for the PIU and beneficiary institutions	CEPEX World Bank	2 sessions of training in the 4 critical areas annually	Effective delivery of the training
Weak implementation autonomy for PIUs	Develop clear national projects implementation guidelines manual.	CEPEX and World Bank	A set of guidelines developed and disseminated to all stakeholders by December, 2006.	Conflict with on-going management practices in technical Ministries
High staff turnover in PIUs	Develop sufficient staff retention measures: <ul style="list-style-type: none"> - Develop performance evaluation systems - Establish attractive remuneration packages. 	MINECOFIN and World Bank	<ul style="list-style-type: none"> - Performance evaluation templates developed by September, 2006 - .Remuneration packages revised and graded commensurate with output. 	On going pay reforms.

PROCUREMENT				
Main Issues/Challenges/Constraints	Recommendation/ Remedial Action	Responsible	Milestones/ Timing	Assumption/Risks
<p>Definition of project activities and annual activities and costing of these activities is a problem –</p> <ul style="list-style-type: none"> Preparation of the Annual Work Plan and Budget takes too long Sometimes <i>ad hoc</i> activities (unplanned for) take priority over the planned activities during implementation. This makes it difficult to prepare good procurement plans on time and to respect the procurement plan. <ul style="list-style-type: none"> Unclear activities and costing make it difficult to package the contracts in the best possible ways, and choose the most appropriate procurement method. <p>The inputs necessary to initiate the procurement process are not supplied on time.</p> <ul style="list-style-type: none"> Terms of Reference (ToR) for Services and Technical Specifications (Specs) for goods and works are not provided in time by the technical staff. This affects the procurement process which in itself takes anywhere between two weeks and eight months due to the need to realize value for money, transparency, equal opportunity etc. 	<p>Ongoing projects:</p> <ul style="list-style-type: none"> Annual Work Plans should be completed by October 15th of each year and procurement plans by November 15th. <i>Ad hoc</i> activities should be minimal and should adhere to the procurement process There should be an MOU or Manual clearly defining the roles between the project and the beneficiaries (Ministries Departments and Agencies). <p>New Projects:</p> <ul style="list-style-type: none"> Key project staff should be hired during project preparation. Required Consultants should be hired as and when required during project implementation. <p>Ongoing and New projects:</p> <ul style="list-style-type: none"> Technicians at the project level should provide technical assistance (TA) to the beneficiaries to prepare the ToRs and Specs. Consultants should be hired to provide the TA for specific activities for which there is no expertise in the project. 	<p>Beneficiaries / Technical Staff/Procurement Staff/ Project Manager</p> <p>PCU</p> <ul style="list-style-type: none"> Task Team Leaders Project Managers CEPEX <p>Technical Staff at the Project and Beneficiary level</p>	<p>October 15th for annual work plans.</p> <p>November 15th for Procurement Plan</p> <p>Before financing beneficiary activities</p> <p>Before project Effectiveness</p> <p>ToR / Specs should be submitted with the Action Plan</p>	<ul style="list-style-type: none"> Inconsistence in defining priorities by beneficiaries Delays in implementation <p>PIUs and beneficiaries appreciate the need for additional capacity.</p>

PROCUREMENT Continued				
Main Issues/Challenges/Constraints	Recommendation/ Remedial Action	Responsible	Milestones/ Timing	Assumption/Risks
<p>Poor understanding of the procurement process by decision makers and technical staff:</p> <ul style="list-style-type: none"> This leads to pressures to compromise the procurement process, when activities that were not planned take priority. 	<ul style="list-style-type: none"> Procurement training should be given to technical staff at the project level and at the beneficiary level 	PCUs	<ul style="list-style-type: none"> Training twice a year 	
<p>Project procurement specialists are overloaded with work:</p> <ul style="list-style-type: none"> During the project preparation process, procurement specialists are not brought on board and project implementation starts with pressure on the procurement office The project procurement officers have to carry out the procurement for all the beneficiaries because they have no procurement officers, or because those charged with the procurement function have no or limited capacity. <p>The National Tender Board (NTB) interventions take a very long time:</p> <ul style="list-style-type: none"> Delays in no objection. Delays in procurement process. Need to translate the tender documents into English and French. MINECOFIN should accelerate the p <ul style="list-style-type: none"> MINECOFIN should accelerate the public procurement reform process. 	<p><i>Ongoing:</i></p> <ul style="list-style-type: none"> At both project and beneficiary levels procurement support should be outsourced as and when necessary. <p><i>New:</i></p> <ul style="list-style-type: none"> Project Procurement Specialists should be hired during project preparation. 	<ul style="list-style-type: none"> TTLs/Beneficiary / PCU TTL/Project Manager World Bank 	Annually	
	<p><i>Short term:</i></p> <ul style="list-style-type: none"> Decision be taken whether or not National prior review thresholds should be based on the thresholds set in the Development Credit/Grant Agreements 	MINECOFIN / CEPEX / NTB	In six months	<i>Assumption:</i> The law establishing the Public Procurement Regulatory Authority is approved
<p>The World Bank no objections also sometimes take long</p> <ul style="list-style-type: none"> Any delays at the different stages of the procurement process further contributes to the delays in procuring for project 	Post review/prior review thresholds be reviewed based on project performance and procurement capacity in the PIUs.	World Bank	Reviews be done by March, 2007.	

FINANCIAL MANAGEMENT				
Main Issues/Challenges/Constraints	Recommendation/ Remedial Action	Responsible	Milestones/ Timing	Assumption/Risks
Bureaucracy with line Ministries	<ul style="list-style-type: none"> • Establishment of ceilings for PIUs over which Line Ministry has to take action. • Entry level of projects to ministries for any approvals should be the Secretary General. 	Line Ministries & CEPEX	Dec-06	Technical Ministries cooperate
Weakness in the coordination between Washington and South Africa Offices and the Country Office in disbursement process.	Deliver disbursement guidelines training to financial management staff.	World Bank	Dec-06	World Bank accept to finance the training
Absence of the Financial Management Expert in the World Bank Country Office	The World Bank Country Office recruit the financial management specialist	World Bank	Dec-06	-
Quality of financial and audits reports	Issue standards on financial reporting	Office of General Auditor, Accountant General	Dec-06	Projects Implementation Units have skills on Financial Management
Counterpart fund availability	100 % funding by the World Bank	Line Ministries MINECOFIN World Bank	Jun-07	Implement financial parameters study by the World Bank
Capacity building of Financial Managers in PIUs and direct beneficiaries	Deliver of Financial Management training at least twice a year	World Bank	Immediately	Funds for training are available.

MONITORING AND EVALUATION [M&E]				
Main Issues/Challenges/Constraints	Recommendation/ Remedial Action	Responsible	Milestones/ Timing	Assumption/Risks
MIS <ul style="list-style-type: none"> MIS lacking Indicators and target definition lacking Budget 	Ongoing projects to design MIS immediately. New Projects: Design MIS before effectiveness	Ongoing: TTL and Project Coordinators (PCs). New projects: Design team	Ongoing: In one year. New: Before Effectiveness	Ongoing: Bank accepts its needed New: Funding, capacity and training available
	Ongoing: M&E budget should be separate. New projects: Should budget effectively for M&E	Ongoing: TTL and PCs. New projects: Design team	Ongoing: In one year. New: Before Effectiveness	Ongoing: Flexibility exists. New: Included in Budget
Capacity and competency of staff <ul style="list-style-type: none"> M&E staff are not in place for all projects Opportunities for training and exchange of lessons learned needed 	At a minimum, M&E officers are in place in all projects at central level	TTL and PCs	For new projects before effectiveness; For ongoing: immediately	Budget exists for more staffing, and gov. approves
	Undertake a needs assessment to determine requirements for staffing at all levels and their Technical support needs	TTL and PCs	Needs assessment conducted within 6 months	
	World Bank Should avail funds to establish M&E systems, guides and training	TTL and PCs, CEPEX + HIDA AFTRL	One year	IDF Grant is available
	M&E Officers to report to CEPEX and other Projects in the quarterly review meetings held at CEPEX	M&E Officers, PCs and CEPEX	Quarterly meetings	
Inappropriate results framework <ul style="list-style-type: none"> PAD, PDO etc. Lack of baseline elaboration of M&Es too late 	New projects: Agreements signed by project beneficiaries at design, pre-appraisal, appraisal and negotiation stage, indicating they understand: <ul style="list-style-type: none"> Project components they are responsible for implementing Their commitment to avail staff and skills to meet project needs 	Line ministries, CEPEX, TTL	Before submission to Board	Capacity, staff, time
	For on-going projects: Within 6 months staff to review PAD, PIM, PDOs and make recommendations to retrofit. For New: Within 6 months of effectiveness tech. staff to review PAD, PIM, PDOs and make recommendations to retrofit	PC and M&E Officer	Ongoing: Within 6 months New: 6 months after effectiveness	Technical Staff in place and effective
	Indicators are annually assessed to review their relevance	TTL and PC	Annual Report Produced	M&E staff well trained and data available

Annex 2: Etat d'avancement de la mise en œuvre des recommandations issues du CPPR 2004

Thème n°1 : Le cadre institutionnel et la gestion des projets

Recommandations	Etat d'avancement	Observations
Par rapport aux Ministères de tutelle et au CEPEX :		
1. Le CEPEX doit préparer et soumettre dans les six mois, un manuel des opérations et des procédures standard , définissant les rôles et les fonctions de chaque partenaire, le processus de supervision et de suivi-évaluation par les différents partenaires, le système des revues périodiques.	Pas réalisé	Le manuel a attendu la finalisation du cadre légal et réglementaire des Investissements publics.
2. Le CEPEX devrait assumer son rôle de facilitation entre les partenaires (ex. suivi des dossier au NTB, fonds de contrepartie, etc.). Les coordinateurs des projets devraient soumettre au CEPEX les copies des plans d'approvisionnement (procurement plans) pou lui permettre d'en faire un bon suivi au NTB.	Réalisé	- Processus de paiement des fonds de contrepartie organisé et accéléré. - Facilitation auprès du NTB
3. Le CEPEX doit suivre et impliquer tous les partenaires dans la finalisation du document du « Cadre Légal et Réglementaire des Investissements Publics » en préparation.	Réalisé	Tous les partenaires concernés ont été impliqués dans le processus ; le projet de loi y relatif est déjà prêt. Des problèmes subsistent au niveau de certains ministères.
4. Les ministères de tutelle doivent déléguer suffisamment le pouvoir en faveur des coordinateurs de projets pour accélérer les procédures administratives nécessaires à l'exécution des projets	Réalisé	
5. Continuer les réunions/revues régulières (trimestrielles) avec le CEPEX, coordinateurs et la mission résidente pour résoudre les problèmes au fur et à mesure de leur apparition.	Réalisé	
Par rapport aux Unités de gestion des projets		
6. Renforcer la chaîne de communication entre les différents partenaires (projets, ministères de tutelle, CEPEX et le MINECOFIN) autres que liant les TTL aux coordinateurs des projets. Il s'agit de travailler beaucoup plus avec la chargée de portefeuille, la spécialiste assation des marchés, le spécialiste en gestion financière et autres personnes clés de la mission résidente pour défricher quelques dossiers avant de les envoyer au TTL	Réalisé	Ces réunions sont tenues régulièrement.
7. Assurer la continuité du staff de l'Unité de coordination du projet	Réalisé	La communication s'est améliorée entre les différents partenaires.
8. Evaluer régulièrement la performance du personnel de l'Unité de gestion des projets		
9. Actualiser les indicateurs de performance et de suivi-évaluation		La continuité et la stabilité du staff dans les projets restent

<p>10. Mettre sur pied ou à jour les manuels de procédure de passation de marché et de gestion financière</p> <p>11. Impliquer le CEPEX dans le processus de recrutement dans les projets</p> <p>12. Renforcer la capacité du personnel, particulièrement la formation ou le recrutement systématique d'un spécialiste en matière de passation des marchés pour chaque projet.</p> <p>Par rapport à la Banque mondiale</p> <p>13. Continuer à organiser plus de formations régulières sur les règles et procédures de la B.M, la gestion et le suivi-évaluation des projets, à l'intention des Unités de gestion des projets, des Ministères de tutelle, du CEPEX ainsi que des autres partenaires impliqués dans la gestion ou le suivi des projets.</p>	<p>Réalisé</p> <p>Réalisé</p> <p>Réalisé</p> <p>Réalisé</p> <p>Réalisé</p>	<p>problématiques.</p> <p>Ce n'est pas encore systématique.</p> <p>Cette actualisation est souvent faite lors des revues à mi-parcours des projets par la Banque et le Gouvernement.</p> <p>La mise à jour de ces documents est faite pendant les revues à mi-parcours.</p> <p>Dans la plupart des cas</p> <p>Recrutement d'un spécialiste en passation des marchés pour tous les projets.</p> <p>Des formations sur le processus de passation des marchés, les opérations de la BM et la gestion financière ont été menées.</p>
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Thème 2 : Eléments d'amélioration des performances du portefeuille

Recommandations	Etat d'avancement	Observations
<p>Aux Ministères techniques et CEPEX :</p> <p>1. Conditions optimales de mise en vigueur remplies avant le lancement des activités.</p> <p>2. Recrutement du Coordinateur pendant la préparation du Pr. pour lui permettre de participer aux discussions techniques et négociations.</p> <p>3. Valorisation des compétences nationales</p> <p>4. Large diffusion du rapport du CPPR</p> <p>5. Organisation systématique des missions d'évaluation externes annuelles de la mise en œuvre des projets.</p> <p>6. Respect du calendrier de paiement des fonds de contrepartie.</p>	<p>Réalisé</p> <p>Réalisé dans certains cas</p> <p>Réalisé dans certains cas</p> <p>Réalisé Pas réalisé</p> <p>Réalisé avec satisfaction</p>	<p>Cela fait partie du travail quotidien du Conseiller Juridique du CEPEX mais il reste toujours difficile de remplir ces conditions dans les délais.</p>
<p>Aux Unités de gestion des projets</p> <p>1. Amélioration de l'organisation des missions de supervision en termes de temps et de régularité de collaboration avec le CEPEX</p> <p>2. Suivi à la lettre des recommandations des missions de supervision</p> <p>3. Contracter les services exigeant des capacités non existantes au sein des UGP pour améliorer la qualité des dossiers</p>	<p>Réalisé dans certains cas</p> <p>Réalisé</p> <p>Réalisé mais pas de façon systématique</p>	<p>Certaines missions de supervision sont annoncées au CEPEX pendant qu'elles sont en cours.</p> <p>Mais on connaît toujours des retards par rapport aux échéances fixées par la mission de supervision.</p>
<p>A la Banque Mondiale</p> <p>1. Accélérer le traitement des requêtes de non objection ou accorder à la mission résidente le pouvoir de décision en cette matière pour certains dossiers</p>	<p>Réalisé</p>	<p>Le délai pour attribuer les non objections a diminué</p>

Thème 3: La gestion des projets face au processus de décentralisation et la prise en compte de la dimension genre dans les projets

Recommandations	Etat d'avancement	Observations
S'assurer de la participation/ implication effective des bénéficiaires et/ou des experts nationaux dans l'identification et la préparation des projets. Ceci permettra d'améliorer la définition et la compréhension des objectifs, des activités et des résultats attendus d'un projet à formuler ;	Réalisé	Les communautés et les ministères techniques sont de plus en plus impliqués dans l'identification des projets.
Implication des bénéficiaires sur tout le cycle du projet depuis l'identification à l'évaluation rétrospective des impacts du projet ;	Réalisé	Les partenaires clés sont impliqués dans le cycle de projet
Les Plans de Développement Communautaire doivent être la référence de toute planification dans le cadre des projets à caractère participative ;	Réalisé	Les plans de développement communautaire des districts sont utilisés comme référence lors de la préparation des projets en général
Renforcer les capacités techniques et de renforcement des capacités des entités décentralisées, des ONG, de la société civile, du secteur privé, à identifier, planifier et exécuter les sous projets. Toutefois ce renforcement des capacités devrait être coordonné par le MINALOC pour éviter toute duplication sur une même zone par plusieurs projets ou plusieurs bailleurs. Ces programmes devraient s'appuyer sur le programme quinquennal de mise en oeuvre de la politique de décentralisation (DIP : 5 years Decentralization Implementation Programme);	En cours par le MINALOC	
La Banque Mondiale devrait intégrer les paramètres de la nouvelle politique de décentralisation dans ses futurs programmes ;	-	

Prise en compte de la dimension genre

Prendre en compte la dimension genre dans la conception, la réalisation et le suivi évaluation des projets ;	Réalisé	La dimension genre est prise en compte dans tous les projets.
Intégrer la dimension genre dans les budgets des projets en tenant compte des besoins, des rôles, des responsabilités et des contraintes spécifiques des hommes et des femmes afin que l'allocation des ressources produise des effets bénéfiques équitables ;	Réalisé	La question genre est prise en compte dans la préparation des projets.
Identifier les bénéficiaires de façon désagrégée pour permettre à chaque étape du projet de mesurer dans quelle proportion les bénéfices tirés du projet sont répartis entre les différentes composantes de la société ;	Réalisé pour l'aspect beneficiaries	La mesure d'impact devrait s'en suivre
Tenir compte des sexo- spécificités des hommes et des femmes dans la programmation des activités ;	-	
Disposer des données statistiques ventilées par sexe pour les besoins de toute planification et évaluation ;	-	Le service des statistiques a été restructuré l'année dernière, mais des enquêtes de ce genre seront menées afin d'avoir des données fiables.
Associer le MIGEPROFE à la préparation des projets. Le même ministère devrait contribuer à la définition des indicateurs et participer à des missions d'évaluation des projets.	Réalisé	Le MIGEPROF est consulté par les experts en charge de la préparation des projets lors de la prise en compte des aspects genre
La Banque Mondiale devrait favoriser, de concert avec le MIGEPROFE, l'évaluation de l'impact des projets sur le genre à l'instar de l'importance qu'elle accorde aujourd'hui à l'évaluation environnementale et sociale.	Realise	

Annex 3: Rwanda Portfolio at a Glance
As of end-April, 2006

Project	# Projects	IDA committed (\$mio)	IDA Disbursement to Date (\$mio)	IDA Disbursement in FY06 (\$mio)	% disbursed	IDA Total Cancellation (\$mio)
1. Macro-Economy and Institutional Development (5.8%)						
Public Sector Capacity Building	1	20.0	2.14	1.45	11%	0
2. Finance, Infrastructure and Private Sector Development (32.7%)						
Competitiveness & Enterprise Development Project	1	40.8	34.07	6.67	84%	0
Urgent Electricity Rehabilitation Project	1	25	2	2	8%	0
Urban Infrastructure and City Management (<i>not yet effective</i>)	1	20	0	0	0	0
Regional Trade Facilitation Project	1	7.5	1.98	0	26%	0
Rural Water Supply & Sanitation Project	1	20.0	12.66	5.52	63%	0
4. Human Development (40.5%)						
Multisector HIV/AIDS Project	1	30.5	21.21	9.40	70%	0
Decentralization and Community Development	1	20	2.13	0.5	11%	0
Human Resource Development Project	1	35.0	23.92	3.28	68%	1.5
5. Rural Sector Development and Environment (21%)						
Rwanda Demobilization & Reintegration Program	1	25.0	19.22	1.33	77%	0
Rural Sector Support Project	1	48.0	26.03	10.52	54%	0
Overall Result	11	291.8	143.22	40.7	42.9%	1.5

Annex 4: PRSP Six Priority Areas

PRSP - Six priorities Areas	Active Projects	Projects in the Pipeline	Longer-Term Outcomes
1. Rural Development and Environment	-Rural Sector Support Project	-PRSG3 (Agriculture)	Revitalized rural economy, improved rural markets, and improved rural productivity
	-Critical Ecosystem Protection and Management GEF		
	-Demobilization and Reintegration -Community Reintegration & Development		Greater security for individuals, households and communities
2. Human development	-Human Resources Development Project		Developed human and social capital, elimination of gender disparities Better health and long-term survival Better educated population
	-Multi-sector HIV/AIDS Project -PRSG2 (Health, Education, Water and Energy)	-PRSG3 (Education and Health)	
3. Economic infrastructure	-Rural Water Supply & Sanitation -Urgent Electricity Rehabilitation Project	-PRSG3 (Water and Energy) -Natural Water Resource Management	Improved social and economic infrastructure Improved accessibility and reliability of power and water supply for households and communities
	-Urban Infrastructure and City Management	-Transport Sector Support	
4. Governance	-Decentralization and Community Development	-E-government	A more transparent and accountable public sector
5. Private sector development	-Competitiveness & Enterprise Development		Developed private sector that generates employment; enhanced productivity and competitiveness within the country and outside
	-Regional Trade Facilitation		
6. Institutional capacity-building	-Public Sector Capacity Building Program		A productive and efficient public service

Annex 5: Rwanda Portfolio Performance FY 2002-2006

<i>Fiscal year</i>	2002	2003	2004	2005	2006
1. Active Portfolio					
# Active Projects	8	9	10	10	11
Net Commitment Amount (\$mio)	186.3	296.8	311.8	276.1	291.8
2. Portfolio Performance					
Disbursement Ratio %	15.2	13.7	13.1	24.5	13.7
IDA Disbursement (\$mio) in FY	27.9	71.1	47.8	138	32.6
# Problem Project	1	0	2	1	1
% Problem Project	12.5	0	22.2	10	9
# Project At Risk	0	0	1	0	1
% Project At Risk	12.5	0	22.2	10.0	9
Commitment At Risk (\$mio)	48	0	68	48	35
% Commitment at Risk	25.8	0	21.8	17.4	12
Pro activity Index %		100		50	100
Realism Index %	100		100	100	100
Flag Slow Disbursement	0	1	1	1	0
3. Outcome/ Development Impact					
# Projects evaluated by OED	3	1	1	1	
% outcome rated satisfactory	66.7	100	100	100	
% Likely sustainability	0	0	100	100	
% Bank Performance at entry	33.3	0	100	100	
% Bank Performance at SPN	33.3	100	100	100	
% Borrower overall performance	100	100	100	100	

Annex 6: M&E Portfolio Review – A synthesis of Key Findings (6 selected projects)

Comments on Individual Projects

Project Name and Amount	Comments	Proposed Actions
<i>Urgent Electricity Rehabilitation</i> Amount: \$25 million		
Alignment		
PDO	The key PDO is to alleviate power shortages; and to enhance the capabilities of energy sector institutions. The first PDO is relatively straight forward and measurable. The second PDO is too broad in scope. There should have been a definition of “energy sector institutions” that were targeted.	
Indicators	Key outcome indicators are reduction in power outages across the country and revised power sector framework to promote private sector participation. The results framework has relatively few indicators to track the achievement of the stated objectives. The indicators are mainly output oriented. There should have been pre and post intervention client satisfaction surveys to gauge the degree of satisfaction among users of the utility. There are no indicators to assess the effectiveness of private sector participation in the energy sector, especially in the provision of electricity.	
Reporting and M&E Arrangements	The result framework should have been designed to reflect the overall PDO and expected outcomes.	
Use of M&E Data	Review of project documents did not point to systematic use of M&E data for project decision-making.	
Project Name and Amount	Comments	Proposed Actions
<i>Decentralization and Community Development</i> Amount: \$20 million		
Alignment		
PDO	The PDOs focus on specific areas for intervention but the specific outcomes to be achieved are too broad in scope and may be difficult to measure.	
Indicators	The PAD (see page 2) identifies four “outcome/impact indicators” to be achieved. However, none of them is really outcome or impact oriented. For example: “All the districts have five-year development plans and annual action plans with budgets” This is an output indicator.	
Reporting and M&E Arrangements	There is reference to cost effectiveness analysis (Annex 4) with specific indicators to track and there is a results framework to track performance of indicators related to the key project components. Most of the data being tracked are output oriented. For example, Table C provides a framework for “M&E of DCDP poverty impact” but in reality the performance indicators are all output and not outcome driven. On the whole, the results dimension of the project could have been better designed.	
Use of M&E Data	There is tracking of data but the extent of its use to improve project performance is not yet known	
Capacity for M&E	There is reference to weak M&E capacity within the sector/host agency to track results. The project intends to recruit and train staff on M&E tools and on the use of management information system (MIS) to track data.	

Project Name and Amount <i>Multi-Sector HIV/AIDS \$32 million</i>	Comments	Proposed Actions
PDO	The key PDOs are (i) to strengthen prevention measures in order to slow down the spread of HIV/AIDS and (ii) to expand support and care for those infected or affected by HIV/AIDS. The second objective follows the SMART principle but the first does not. For instance, the objective could have been made SMART by defining the key beneficiary group to read as follows: “to strengthen prevention measures in order to slow down the spread of HIV/AIDS among sexually active population of 15-49 years of age.	
Indicators	The key performance indicators are well designed with emphasis on tracking specific data related to outcome, output and process indicators. The project made use of data from Demographic and Health Survey (DHS) to set specific targets against which to assess the effectiveness and impact of the interventions of the project. Overall only 14 indicators are being tracked, six related to outcomes, five on outputs and only three on process. The focus on a relatively few indicators is appropriate and manageable. It will not overburden the system designed to track the data.	
Reporting and M&E Arrangements	Arrangements for results monitoring and evaluating are well delineated in the PAD. Data collection strategies are well defined. Findings from operations research should improve treatment of HIV/AIDS patients. It should provide useful data to set appropriate target interventions. An M&E Plan was developed which “included a simplified set of indicators that were synchronized with the national level HIV indicators monitored by the CNLS. There was an M&E support mission to strengthen the system for data tracking and management, especially in relation to data auditing and dissemination of M&E information. The LQAS training workshop should have provided the participants with the requisite skills for data collection, analysis and reporting.	
Use of M&E Data	Conduct of operations research should provide data to improve project management and performance.	
Capacity for M&E	The National HIV/AIDS Commission (CNLS) is tasked with the responsibility of coordinating the M&E component. A review of a Fourth M&E mission report prepared in February 2005 and an interim mission report written in June 2005 confirm that efforts have been made to strengthen the M&E system through the application of appropriate M&E software, development of appropriate data capture forms, identification of data sources and synchronization of indicators with activities in Rwanda MAP Annual Plan of Action.	
Project Name and Amount <i>Human Resources Development Amount: \$35 million</i>	Comments	Proposed Actions
Alignment		
PDO	The PDO is broad and ambitious, focusing on a mixed bag of human development problems, from increasing access to primary and secondary education, heightening HIV/AIDS awareness among children and youth, to building capacity within the education sector and the overall economy.....In short the PDO is not based on the SMART principle	

Indicators	The performance indicators are overwhelmingly output driven. For example: “at least 70% of schools with functioning anti – AIDS clubs by the end of the project” It would have been more appropriate to have an indicator to assess the extent to which the specific interventions of the project have resulted in “promoting behavioral change and prevention strategies among children and youth”	
Arrangements for M&E	A March 2005 aide memoir on an implementation support mission appeared to conclude that arrangements for M&E were not robust enough.	
Use of M&E Data	There is tracking of largely output data	
Capacity for M&E	It appears to be weak but it will have to be confirmed through site visit.	
Project Name and Amount: <i>Demobilization and Reintegration Program</i> <i>Total program cost is \$53.3million. IDA’s share is \$25 million.</i>	Comments	Proposed Actions
PDO	To reduce poverty through demobilization of an estimated 45 000 ex combatants from the RPA and freeing up resources for investment in social and economic sectors..... The PDO is not realistic.	
Indicators	The program identifies 15 key performance indicators covering the five key components of the project, namely demobilization, reinsertion, reintegration, special target groups and implementation arrangements. Most of the indicators are process oriented, focusing mainly on collecting data on the extent of demobilization, reinsertion and reintegration of the ex combatants. Therefore the data being tracked would not enable an in-depth assessment of how and whether the interventions have resulted in improved social and economic conditions of the combatants.	
Reporting and M&E Arrangements	Institutional Arrangements: The PAD provides a good description of monitoring and evaluation systems that would be required to track data on key performance indicators, including establishment of a management information system. A sample survey of beneficiary groups would be conducted to determine the effects of the interventions on improving their livelihoods. An independent evaluation would be undertaken to ascertain the achievement or otherwise of the program’s objectives. A review of program documents indicates difficulty in setting up appropriate MIS templates to facilitate tracking of program and performance data. A joint mission in November 2005 referred to lack of “a combined data set”. There was no evidence that pre and post intervention surveys were initiated to measure degree of change or improvement in the circumstances of the beneficiary groups resulting directly from project interventions. It will be useful to assess on the ground if the data being tracked provide enough evidence that the project is contributing to significant improvements in the lives of the ex combatants.	
Use of M&E Data	Some data is being tracked but their usefulness to needs to be ascertained	
Capacity for M&E	There is capacity in tracking largely input/process related data on targets set.	
Project Name and Amount:	Comments	Proposed Actions

<i>Competitiveness and Enterprise Project Amount: \$40.8 million</i>		
Alignment		
PDO	The project aims to “establish an enabling environment for growth and development of the private sector” and it is assumed that an improved business environment would lead to wealth creation and a reduction in poverty. The reference to poverty reduction is far fetched since it will be difficult to establish a cause and effect relationship between the specific interventions of the project and a reduction in poverty. This is a higher level outcome which cannot be achieved by the project alone. It would have been more appropriate to focus on intermediate outcomes such as a reduction in the cost of doing business and possible job creation resulting from the direct interventions of the project	
Indicators	There are over 40 indicators most of which (about 36 are output-oriented). These will be relatively straight forward to track. However it will be difficult to attribute improvement in GDP growth, contribution to private investment to GDP increases and so on to the interventions of the project. Interestingly, a mid-term review conducted in February 2005 concluded that “the key performance indicators have been successfully met”. It would have been more appropriate to conclude that the interventions of the project have, among other factors, contributed to improved GDP growth, private investment, increases in employment etc.	
M&E Arrangements	There is reference to using administrative and survey data. In relation to the surveys, there is no evidence that they were undertaken during or prior to the mid term review. Other arrangements for results monitoring are yet to be verified on the ground.	
Use of M&E Data	Yet to be verified	
Capacity for M&E	Yet to be verified	

Annex 7: Donor Harmonization

Over the past period, the Bank, together with other donors worked to promote increased coordination and harmonization. For the upcoming two years, the Bank will specifically engage in the following activities:

- (i) In the area of growth, the Bank will focus on continued support to improved trade and customs facilitation, by its continued collaboration with DFID, EU and other donors to implement the actions identified in the DTIS policy matrix. The Bank will also continue its close collaboration with a number of donors in the Rwandan power sector, including: a) the Nordic Development Fund, which is co-financing the Bank-supported Urgent Electricity Rehabilitation (UER) Project; b) Sida, Norad, and AfDB which are participating together with the Bank in the preparation of the Rusumo Falls project; c) EU, which is leading the sector dialog on infrastructure as a whole, while the Bank leads the energy dialog; d) UNIDO, which is supporting development of village-based mini-hydro systems, which are setting the stage for a programmatic approach to these systems under the Bank's UER project. Other donors active in the energy sector include: Arab Bank for Economic Development in Africa (BADEA) which is supporting the rehabilitation of three hydro stations along with the OPEC Fund; Government of Netherlands, which has provided funds for cofinancing of emergency diesel generation capacity; and Belgium, which has expressed interest in supporting Sinelac and the Rusizi 1 plant. Furthermore, in the transport sector, the proposed Transport Sector Development Project will be implemented as a SWAP with pooled funds from the Government, African Development Bank (ADB), EC, and IDA. Similar arrangements will also be adopted in the water sector.
- (ii) In the case of social service delivery, sector wide approaches (SWAPs) with harmonized features in education, health and water are being adopted. For example, the sector wide approach in water is being supported by 8 donors (ADB, EU, IDA, Belgium, Germany, Netherlands, Japan, and UK).
- (iii) Finally, in the case of capacity building, the Government's Multi Sectoral Capacity Building Program (MSCBP) is providing the overall umbrella program for capacity building in the country. To date, 4 donors contribute to financing of the MSCBP: IDA through its Public Sector Capacity Building Project (PSCBP) and the Africa Capacity Building Foundation; the EU and UK are contributing to the Public Financial Management Reform agenda through a co-financing multi donor trust fund to PSCBP. Similar arrangements to support capacity building in procurement are also foreseen, although these are at an early stage.

Annex 8: Rwanda Country Financing Parameters

Summary table

(as approved on May 25, 2005)

Date: May 16, 2005

The country financing parameters for Rwanda set out below have been approved by the Regional Vice President, Africa, and are being posted on the Bank's internal website. As part of the CPPR process, these parameters will be reviewed on approximately an annual basis, and when the next CAS is prepared.

<u>Item</u>	<u>Parameter</u>	<u>Remarks/Explanation</u>
<p><i>Cost sharing.</i></p> <p>Limit on the proportion of individual project costs that IDA may finance in Rwanda</p>	100%	Government ownership is key and will continue to be emphasized. The Bank would encourage project teams to seek co-financing by other development partners in all projects. In projects implemented at the local level, contributions by beneficiary communities are built into the project design. In some projects, project design and sustainability considerations call for contribution from other sources (such as the Road Maintenance Fund). It can however be expected that there would be some projects in which the Bank may finance 100% of project costs. The Bank would continue to look for alternative measures to assure ownership and commitment such as completion of some critical actions before the project is approved; involvement of beneficiary communities and local governments in the planning, implementation and monitoring of projects implemented at the local level; and implementation of ongoing projects.
<p><i>Recurrent cost financing.</i></p> <p>Any limits that would apply to the overall amount of recurrent expenditures that IDA may finance in Rwanda</p>	No country-level limit	Given the country's fragile financial situation, IDA will continue to monitor the aggregate fiscal and debt situation, and its implication for recurrent cost financing. In any case, IDA will ensure that recurrent cost financing is embedded in a credible and sustainable government macroeconomic strategy. In determining IDA financing of recurrent costs in individual projects, IDA will take into account sustainability issues at the sector and project levels, including a consideration of implied future budgetary outlays.
<p><i>Local cost financing.</i></p> <p>Are the requirements for IDA financing of local expenditures met, namely that: (i) financing requirements for the country's development program would exceed the public sector's own resources (e.g., from taxation and other revenues) and expected domestic borrowing; and (ii) the financing of foreign expenditures alone would not enable IDA to adequately assist in the financing of individual projects?</p>	Yes	The two requirements for IDA financing of local costs are met. Therefore, the IDA may finance local costs in the proportions needed in individual projects.
<p><i>Taxes and duties.</i></p> <p>Are there any taxes and duties that the IDA would not finance?</p>	None	Currently, there are no excessive taxes or duties in Rwanda. At the project level, IDA would consider whether financing taxes and duties constitute an excessively high share of project costs.

Annex 9: Criteria for Country Policy and Institutional Assessment

A. Macroeconomic Management

1. Monetary and Exchange Rate Policies
2. Fiscal Policy
3. Debt Management

B. Structural Policies

4. External Trade
5. Financial Sector
6. Business Environment

C. Policies for Social Inclusion

7. Gender
8. Equity of Public Resource Use
9. Building Human Resources
10. Social Protection and Labor
11. Policies and Institutions for Environmental Sustainability

D. Public Sector Management and Institutions

12. Property Rights and Rule-based Governance
13. Quality of Budgetary and Financial Management
14. Efficiency of Revenue Mobilization
15. Quality of Public Administration
16. Transparency, Accountability and Corruption in the Public Sector

Annex 10: Summary of Discussions during the 2006 CPPR

(MAY 22nd TO MAY 25th, 2006)

DAY 1. Monday May 22, 2006. Pre-CPPR discussions/workshop.

BRAINSTORMING WORKSHOP SESSION

The first day of Rwanda Country Portfolio Performance Review (CPPR) consisted of presentations and brainstorming discussions. This mainly was a session to introduce the audience to main components of the review (institutional arrangements, procurement, monitoring and evaluation; financial management).

Four presentations took place:

- a. One presentation on the Institutional Arrangements (Institutions, Policies, Skills, Working Environment)
- b. Two presentations on procurement; and
- c. One on Monitoring and evaluation[M&E]

All the presentations of the day were followed by brainstorming discussions which probed on what was presented by speakers.

Presentation 1: INSTITUTIONAL ARRANGEMENTS by Mr. George Katurebe, DG CEPEX

In his power point presentation, Mr. George Katurebe, Director General of CEPEX has largely discussed about critical institutions. His presentation touched the following category of institutions:

- Technical Ministries
- CEPEX
- Project Implementation Units (PIUs)
- Beneficiary Institutions
- World Bank (Country office)

The presenter identified among others, the issues connected to managerial aspects of the above mentioned institutions which in turn affect performance of programs/projects implementation.

After his presentation, the audience asked questions and made comments on his presentation which, according to participants was qualified as realistic in terms of presenting current situation of institutional arrangement. For further information see Annex 12.

Presentation 2: PROCUREMENT by Mr. Pierre Morin, Sr. Procurement Specialist, WB

In his presentation, Mr. Pierre Morin, Sr. Procurement Specialist from the World Bank briefly introduced the elements that constitute a well functioning public procurement system. It was pointed out that a public procurement system can be said to be well functioning if it achieves the following objectives:

- Transparency
- Competition
- Economy and efficiency
- Fairness and accountability

Each of these objectives was discussed in details.

Presentation 3: PROCUREMENT by Ms. Chantal Kajangwe, Procurement Specialist, WB

Ms. Chantal Kajangwe, WB Procurement Specialist made further explanations on procurement to complete the message channeled by Mr. Pierre Morrin. She focused on the process of preparing and elements to be taken into consideration in drafting procurements documents, and ensuring a quality procurement documents.

Chantal explained why the World Bank requires Procurement document as she indicated that:

- Procurement is a vital of any project
- The Bank's procurement guidelines are fiduciary requirements to ensure that public resources are:
- Used for the intended purpose
- Goods, works and services are procured in a transparent, fair, economic and efficient manner; and
- All eligible parties can compete for contracts.

As regards the question of why does the World Bank undertake many reviews of procurement documents? She answered by pointing out that:

- It is Bank responsibility to ensure that funds are being used in the most economic and transparent manner and that firms in their country have an equal opportunity to compete for contracts under donor-financed operations.
- Through domestic preference, and allocation of point to national participants, the Bank has objective to encourage the development of domestic contracting and manufacturing industries in borrowing country.

The following issues of the current national procurement system were highlighted (among others):

- Lack of strong leadership in the procurement reform process;
- Lack of coordination between ministries in charge of implementing reforms; and
- Lack of procurement capacity in the newly created districts.

Presentation 4: MONITORING AND EVALUATION [M&E] by Mr. Andrew O. Asibey, Sr. M&E Specialist, WB

In an exploratory manner Mr. Andrew O. Asibey introduced the audience to basic principles of monitoring and evaluation. He invited participants to attend the third day of the workshop as he will have to go in details to explain what is the purpose of M&E.

The main components of his presentations were as follows:

1. The scope of the review
2. The purpose of the review
3. The review methodology
4. A summary of key findings
5. Project development objectives
6. Some hints for writing quality objectives
7. Writing SMART objectives
8. Results indicators
9. Criteria for assessing indicators
10. M&E capacity
11. Reporting
12. Use of M&E information and decision making
13. The way forward

DAY 2. Tuesday May 23, 2006. Current Portfolio overview

During the second day of the CPPR, the workshop consisted of reviewing and discussing on the current portfolio overview; presenting on current situation of two projects which are the RSSP and HRDP; presenting portfolio implementation analysis and parallel working groups [on procurement, M&E, Financial Management and Institutional arrangements].

In the current portfolio overview, the presenter illustrated on the progress made on the last CPPR recommendations, with brief presentation on all ongoing projects. He also pointed out to the issues below:

- PIUs are experiencing lack of capacity as regards skilled human resources that requires hiring of consultants and experts according to project's needs;
- lack of commitment of stakeholders for more efficient operation of projects;
- problem of prioritization of items proposed for financing;
- respect all procurement procedures;
- readiness of projects to be financed;
- the authority relationship between the ministries and projects should be clarified to avoid delays in projects implementation;
- WB should ensure regular supervision missions;
- the public administration reform process, which is undergoing in many entities of the Government of Rwanda is affecting project implementation;
- mid-term evaluation and post evaluation of projects - WB was requested to make analysis of the impact and the risks in projects before, during and after implementation;
- It was reminded that it is not a mere problem of recruiting consultants, but to know how to manage consultants so as to efficiently reach goals of the projects.
- It was suggested that the DEPRS be harmonized with the project plans.

Presentations of two chosen projects

RURAL SECTOR SUPPORT (RSSP)

- **Overall objective of the project:** To revitalize the rural economy by increasing incomes and reducing poverty thereby reinforcing national stability.

The coordinator of this project identified issues. And at each point the presenter showed what has been done so far. Threshold problem was not supposed to be there as M&E was lacking and there is a problem of monitoring subprojects. Major issues affecting performance of the project pointed out are:

- ✓ Complexity of the project /complex log frame/performance indicators
- ✓ No ground preparation.- procurement, implementation, and stakeholders
- ✓ Project Demand driven-Poor staffing/poor prep. of technical dept
- ✓ No/Low capacities at community level
- ✓ Limited capacities of BPA/other stake holders
- ✓ Weak follow up -PAC/MINAGRI/WB/MINICOFIN
- ✓ Lack of role definition-PSCU/PAC/MINAGRI
- ✓ Low/Poor communication of project activities
- ✓ Low /Lack of follow up of contracts/subprojects under implementation e.g (RIF)

The project experienced procurement problems, which are due to:

- ✓ Poor staffing
- ✓ Poor Filing system
- ✓ Poor communication -the PSCU level
- ✓ No procurement planning
- ✓ Low thresholds
- ✓ Poor communication with NTB and WB
- ✓ Lack of Staff Appreciation of the role of procurement

Solutions proposed to alleviate the above mentioned problems were:

- ✓ 2 Procurement Staff at PSCU+7 in provinces
- ✓ Training of Procurement Assistants to harmonize procedures
- ✓ Filing system in place
- ✓ Register developed for all procurement
- ✓ Annual action plan/Procurement plan prepared and sent to the WB for approval
- ✓ Frequent meetings
- ✓ Close informal follow up at NTB and WB.

Further information about this presentation is found in Annex 12.

HUMAN RESOURCE DEVELOPMENT [HRDP]

- ✓ The project began in January 2001 and is expected to close on June 30, 2006.
- ✓ The project is managed by the Ministry of Education - run by a project implementation unit.
- ✓ The main beneficiaries and target group of HRDP are students from primary and secondary schools.
- ✓ The overall object of the project is to ensure Support and development of critical mass of human resources in Rwanda thereby making a significant contribution to achieving the development objectives of poverty reduction

As regards problems faced by HRDP, the presenter identified the main following problems:

1. Misprocurement
2. Unimplemented recommendations
3. No management audits
4. Delays in decision making
5. Lack of contractual expertise
6. Lack of updated software

To solve these problems it was suggested to do the following:

1. Hiring relevant specialists in areas where the project has insufficient expertise (procurement, legal, information and monitoring and evaluation).
2. Taking heed of prior recommendations.
3. Time management
4. Creation of effective paths of communication among stakeholders
5. Performance evaluations designed and carried-out on regular basis.

Details about this presentation are given in full as annex to this report.

Presentation: Portfolio Implementation Analysis by Ms. Elena Kastlerova, Sr. Country Officer, WB

The presentation showed the situation of Rwanda as regards projects management through all due processes. Comparison was established between Rwanda and Burkina Faso; and Rwanda and Sub-Saharan Africa.

The presenter made her presentation in form of challenges to the audience. Following questions were discussed in details:

- ✓ Are we too optimistic with our disbursement projections?
- ✓ When Rwanda is compared to AFR disbursement average.....
- ✓ ...and when Burkina is compared to AFR average.....
- ✓ How fast do projects actually disburse 20% and 50% of the project funds?
- ✓ Are procurement decisions taken according to business standards?
- ✓ How do we do on processing of withdrawal applications for Rwanda's projects?

Answers to these questions, data and graphs to support the assumptions can be seen in Annex 12.

Working Groups

The working groups worked to highlight the issues, remedial actions, responsibilities and timetable in the four following areas: procurement, monitoring and evaluation, financial management, and institutional arrangements.

Each group has prepared its report

Day 3. Wednesday May 24, 2006.

On the third day, the members of technical team from the World Bank together with those from CEPEX worked reorganizing ideas provided by the workgroups one day before [Tuesday, May 23rd, 2006] in the plan of action and made them ready to be presented on Thursday May 25th, 2006 for restitution and validation. Please note that Annex 1 contains final information as it was corrected and approved by the high-level meeting of Thursday May 25, 2006.

Day 4. Thursday May 25, 2006.

A high-level meeting took place in the morning of May 25, 2006. The list of attendants is in Annex 11.

The meeting was chaired by the Minister for Finance and Economic Planning. The Director General of CEPEX, in the opening remarks presented to the audience the process the technical team went through to come up with the proposed 2006 Action Plan for Implementation, which was the main item on the agenda for that day.

Following presentation of each issue, with recommendations for actions, responsible entity, timing, and assumptions, the meeting commented on (in some cases modified), and approved each item of the action plan.

During his presentation on IDA allocation and MDRI (see Annex 12 for details), Mr. Pedro Alba, WB Country Director for Rwanda said that he was pleased with the level of fruitful cooperation between the Government of Rwanda and the WB. He added that the present portfolio performance review is very important exercise that allows us to improve effectiveness of projects' preparation and implementation.

Annex 11: List of Participants – Day 1: May 22, 2006

	NAMES	INSTITUTION	FONCTION /POSITION	E-mail	TEL
1	SIMBARAKIYE Evariste	ASSETIP	Directerut Général	simbarakiye2003@yahoo.fr	08307366
2	BAZATOHA Adolphe	CDDP/MINALOC	Coordinator	a_shyaka@yahoo.fr	08508333
3	MUKAMA Vincent	CDDP/MINALOC	Chargé des Finances& Admin	mukarato@yahoo.fr	08510538
4	BAGWANEZA Théopiste	CEDP	Auditeur Interne	thobagwaneza@yahoo.fr	08532998
5	KAGAGA Ange	CEDP	Monitoring & Evaluation	tukange@yahoo.fr	08304103
6	KAMANA Laurent	CEDP	Fiannce Manager	cedp@terracom.rw	08304101
7	KAYIGAMBA Denise	CEDP	Procurement Officer	mwizado@yahoo.fr	08304104
8	MUNYAKAZI JURU	CEDP	Coordinator	-	
9	INGABIRE Marie Nadine	CEPEX	Specialist of social sector	inganadine1@yahoo.fr	08753336
10	KARENZI Emile	CEPEX	Specialiste en Environnement	emilekarenzi@yahoo.fr	08871185
11	KATUREEBE George	CEPEX	Directerut Général	george.katureebe@minecofin.gov.rw	08300165
12	KAYITESI Jacqueline	CEPEX	Administrative Assistant	kayitesie@yahoo.com	08447755
75	KAYITESI Mary Claudine	CEPEX	Secrétaire	kayitesi2@yahoo.fr	501040/41
13	MUNYANEZA Emmanuel	CEPEX	Specialist sectoriel	emmanuel.munyaneza@minecofin.gov.rw	08599924
14	MUTAGANDA Alex	CEPEX	Fieldwork in CEPEX	siralexmutaganda@yahoo.com	08551616
15	MUTORO Charles	CEPEX	Spécialiste en secteur productif	mutocha@yahoo.fr	08530169
16	NKURUNZIZA Emmanuel	CEPEX	Specialist sectoriel	emmanuel.nkurunziza@minecofin.gov.rw	08481179
17	NYAMINANI Fidèle	CEPEX	Project Task Manager	nyaminani2002@yahoo.fr	08421894
18	RUGERI NKUSI Christian	CEPEX		-	08561771
19	RUHIMA Blaise	CEPEX	Program NGOI and UN Agency	rhblaise@yahoo.fr	08632160
20	RUMANYIKA Dieudonné	CEPEX	Specialist Financier	dieudonné.rumanyika@minecofin.gov.rw	08530329
75	RWAGASANA PENZI Yves	CEPEX	ICT SPECIALIST	rwagasana@yahoo.com	08455459
21	KAYIGAMBA Désiré	CGPT/ MININFRA	speclal Pass.Marchés& Suivi Eval	desirekayigamba@yahoo.fr	08302366
22	RUTAREMARA Charles	DCDP	Ch.d'infras&pass des marchés	rutacha2@yahoo.fr	08851980
23	TUZINDE Jean Paul	DCDP	Ch.d'infras&pass des marchés	tuzindepol@yahoo.fr	08873115
24	KAYONGA Caroline	HIDA	Procurement Task Force Member	crkayonga@hida.org.rw	
25	MUGISHA Francis	HIDA	Financ Management speci (FMS)	fmugisha@hida.org.rw	08312845
26	RUTSINDA Emmanuel	HIDA	M& E Specialist	erutsinda@hida.org.rw	08304907
27	KARAKE Charles	HIDA/PSCBP	Directeur / Project Coordinator	ckarake@hida.org.rw	08303837
28	NGARAMBE Venant	HRDP	CFO	ngarambe@yahoo.fr	08758022
29	GAHUNDE Olivier	IMCE/MINITERE	Finance& Admin Manager	ngaolivier@yahoo.fr	08496585
30	KAMARI RUMIYA	IMCE/MINITERE	Comptable	rumiyason@yahoo.fr	08835283
31	MFIZI Félix	MAP	Specialiste Financier	mpfizif@yahoo.fr	08489685
32	NDAHIRO Logan	MAP	Monitoring &Evaluation Specialist	ldahiro@yahoo.com	08635701
33	NGENZI M. Evariste	MAP	Procurement specialist	ngenzi-evarist@yahoo.com	08505384
34	KAYUMBA Eudes	MINEDUC	Head of Unit	ekayumba@mineduc.gov.rw	08305191
35	KARENTERA Thomas	MINISANTE MAP	Coordinator	tkarentera@yahoo.fr	08305991
36	KAPITENI Antoine	MINITERE/ IMC	Coordinator	kapiteniantoine@yahoo.fr	08625815
37	MUGANGA Robert	MINITERE/ NWRMP	Coordinator	m.muganga11@yahoo.fr	08521209

	NAMES	INSTITUTION	FONCTION /POSITION	E-mail	TEL
38	UWIMANA Nicolas	NTB	Legal Officer	uwinic@yahoo.fr	08629393
39	LOBGA Monia	PEAMR	Procurement specialist	mmonia@hotmail.com	08837934
40	MUKARWERA Agnès	PEAMR	Chargé des Finances	amukarwema@yahoo.fr	08510289
41	NDUTIYE Simon	PEAMR	Coordinator	ndutiyes@yahoo.fr	08561480
42	RWAKAZINA Innocent	PEAMR	Chargé du S& E	rwakazinat@yahoo.com	08556847
43	SEBANTU Jean de Dieu	PIGU	Coordinator a.i	pigu@rwanda1.com	08307377
44	NKIRAMACUMU Venuste	Procurement Task force	Procurement Task Force member	nkiramumacumuv@yahoo.fr	08596725
45	MUSIRIKARE Michel	RALGA	Finance and Administ Manager	mmusilikare@yahoo.fr	08540856
46	MUROKOZI E. Désiré	RDRRC	CFAO	moledery@yahoo.com	08304076
47	MUSONI Francis	RDRRC	Reintegration	fmusoni@hotmail.com	08464318
48	MUTETERI Anathalie	RDRP	Procurement Officer	anteteli@yahoo.fr	08519362
49	RWIGEMA Faustin	RDRP	Coordinator	demob@rwanda1.com	08303766
50	ABAMBAZIMANA Domitille	RSSP	Head of Finance DPT	domitille_pa@rssp.gov.rw	08561847
51	BASHAIJA Stephen	RSSP	Monitoring & Evaluation Coordi	sbashaija@yahoo.com	08520011
52	KALIBATA Agnès	RSSP	Coordinator	kalibatts@yahoo.co.uk	08302180
53	KAMWESIGYE Justus	RSSP	M S E Officer	justkamu@yahoo.com	08423784
54	SONGA	RSSP	Procurement Officer	songa@rssp.gov.rw	514447
55	GASANA Jeanne Isabelle	UERP	Financial Manager	jigasana@yahoo.fr	08623351
56	MUTSINZI Jean Pierre	UERP	Coordinator	jpmutsinzi@electrogaz.co.rw	08306905
57	MUVUNYI Frank	UERP	Procurement Officer	frankom2000@yahoo.com	08611114
58	RUKERA Carine	UERP	Administrative Officer	crukera@electrogaz.com	08867373
72	PIERRE Moi	WB	Sr. Procurement Specialist	pmora@worldbank.org	202 4585105
59	ANDREW Asibey	WB	Sr.M&E Specialist	alesibey@worldbank.org	202 458 5145
60	DRAKE UZ	WB / Kigali	Rwal/ Ag.Specialist	idrake@worldbank.org	08304006
63	Josué Oyane NSOLA	WB / Kigali	Voice seconded	jnsola@worldbank.org	08649319
66	KAYONGA Toni	WB / Kigali	Operations Officer	kantaganda@world.bank.org	08421517
68	MABURUKI Tembo R.	WB / Kigali	Resident Economist	mtembo@worldbank.org	08300818
62	INGABIRE Sylvie	WORLD /BANK	Team Assistant	singabire@yahoo.fr	08504304
70	MUHEMEDI John	WORLD /BANK	Information Analyst	mjohn@world.bank.org	08649609
61	ELENA KASTLEROVA	WORLD BANK	Sr.Country Officer	ekastelerova@worldbank.org	202 473 55 63
65	KAMURASE Alex	WORLD BANK	Operations Officer	akamurase@worldbank.org	08535601
67	LOURDES Paganan	WORLD BANK	Operations Officer	-	202 473 9699
69	Matthew Ford	WORLD BANK	Consultant	mford@world.org	
71	MWANAFUNZI Bruno	WORLD BANK	Water and Sanitation Specialist	bmwanafunwi@worldbank.org	08411199
73	SOHEYLA Mahmodudi	WORLD BANK	Operations Adjoint	smahmodi@worldbank.org	202 458 4405
74	STEPHANE TEGGEMANN	WORLD BANK	TTL PCSBP	steggemann@worldbank.org	
64	KAJANGWE Chantal	WORLD BANK/Kigali		-	

Annex ... : List of Participants – Day 2: May 23, 2006

	NAMES	INSTITUTION	FONCTION /POSITION	E-mail	TEL
1	SIMBARAKIYE Evariste	ASSETIP	Directerut Général	simbarakiye2003@yahoo.fr	08307366
2	BAZATOHA Adolphe	CDDP/MINALOC	Coordinator	a_shyaka@yahoo.fr	08508333
3	MUKAMA Vincent	CDDP/MINALOC	Chargé des Finances& Admin	mukarato@yahoo.fr	08510538
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12	KAYITESI Jacqueline	CEPEX	Administrative Assistant	kavitiesie@yahoo.com	08447755
13	KAYITESI Mary Claudine	CEPEX	Secrétaire	kavitiesi12@yahoo.fr	501040/41
14	MUNYANEZA Emmanuel	CEPEX	Specialist sectoriel	emmanuel.munyaneza@minecofin.gov.rw	08599924
15	MUTAGANDA Alex	CEPEX	Fieldwork in CEPEX	siralexmutaganda@yahoo.com	08551616
16	MUTORO Charles	CEPEX	Spécialiste en secteur productif	mutocha@yahoo.fr	08530169
17	NKURUNZIZA Emmanuel	CEPEX	Specialist sectoriel	emmanuel.nkurunziza@minecofin.gov.rw	08481179
18	NYAMINANI Fidèle	CEPEX	Project Task Manager	nyaminani2002@yahoo.fr	08421894
19	RUGERI NKUSI Christian	CEPEX	Legal Specialist	christian.nkusi@minecofin.gov.rw	08561771
20	RUHIMA Blaise	CEPEX	Program NGOI and UN Agency	rhblaise@yahoo.fr	08632160
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22	RWAGASANA PENZI Yves	CEPEX	ICT SPECIALIST	rwagasana@yahoo.com	08455459
23	KAYIGAMBA Désiré	CGPT/ MININFRA	speclal Pass.Marchés& Suivi Eval	desirekayigamba@yahoo.fr	08302366
24	RUTAREMARA Charles	DCDP	Ch.d'infras&pass des marchés	rutacha2@yahoo.fr	08851980
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31	NGARAMBE Venant	HRDP	CFO	ngarambeve@yahoo.fr	08758022
32	GAHUNDE Olivier	IMCE/MINITERE	Finance& Admin Manager	ngaolivier@yahoo.fr	08496585
33	KAMARI RUMIYA	IMCE/MINITERE	Comptable	rumiyason@yahoo.fr	08835283
34	MFIZI Félix	MAP	Specialiste Financier	mpfizif@yahoo.fr	08489685
35	NDAHIRO Logan	MAP	Monitoring & Evaluation Specialist	ldahiro@yahoo.com	08635701
36	NGENZI M. Evariste	MAP	Procurement specialist	ngenzi-evarist@yahoo.com	08505384
37	RUZINDAZA Ernest	MINAGRI	Director of Planning	ruzindazaernest@yahoo.fr	08300765
38	BARIKANA Eugène	MINALOC	Secrétaire Général		
39	UBURIYEMUYE J D	MINALOC	Coordinateur des projets	--	08467539
40	KARANGWA Alex	MINECOFIN	Multilateral Cooperation Officer	alex.karangwa@minecofin.gov.rw	08779060
41	KAYUMBA Eudes	MINEDUC	Head of Unit	ekayumba@mineduc.gov.rw	08305191
42	MURENZI Félicien	MINICOM	Director of Planning	murenzifelicien@yahoo.com	08300617
43	TWAHIRWA Alex	MINICOM	Planning Officer	twahilex@yahoo.com	08861609
44	Dr SEKABARAGA Claude	MINISANTE	Director of Planning	claud.sekabaraga@mot.gov.org	08304133
45	KARENTERA Thomas	MINISANTE MAP	Coordinator	tkarentera@yahoo.fr	08305991
46	GATWABUYEGE Vincent	MINITERE	Secrétaire Général	jln2@yahoo.com	08302631
47	KAPITENI Antoine	MINITERE/ IMC	Coordinator	kapiteniantoine@yahoo.fr	08625815
48	UWIMANA Nicolas	NTB	Legal Officer	uwinic@yahoo.fr	08629393
49	LOBGA Monia	PEAMR	Procurement specialist	nmonia@hotmail.com	08837934
50	MUKARWERA Agnès	PEAMR	Chargé des Finances	amukarwema@yahoo.fr	08510289
51	NDUTIYE Simon	PEAMR	Coordinator	ndutiyes@yahoo.fr	08561480

	NAMES	INSTITUTION	FONCTION /POSITION	E-mail	TEL
52	RWAKAZINA Innocent	PEAMR	Chargé du S& E	rwakazinat@yahoo.com	08556847
53	MUGANGA Robert	PGNRE	Coordinator	m.mugangal1@yahoo.fr	08521209
54	SEBANTU Jean de Dieu	PIGU	Coordinator a.i	pigu@rwanda1.com	08307377
55	NKIRAMACUMU Venuste	Procurement Task force	Procurement Task Force member	nkiramumacumuv@yahoo.fr	08596725
56	MUSIRIKARE Michel	RALGA	Finance and Administ Manager	mmusilikare@yahoo.fr	08540856
57	MUROKOZI E. Désiré	RDRRC	CFAO	moledery@yahoo.com	08304076
58	MUSONI Francis	RDRRC	Reintegration	fmusoni@hotmail.com	08464318
59	MUTETERI Anathalie	RDRP	Procurement Officer	anteteli@yahoo.fr	08519362
60	RWIGEMA Faustin	RDRP	Coordinator	demob@rwanda1.com	08303766
61	GASHUMBA Emmanuel	Reform unit	Expert incharge ofFinance&Admin	ekasumba2001@yahoo.fr	08434540
62	RUHARA Boniface	Reform unit	Expert incharge ofHuman Resou	ruharaboni@yahoo.fr	08891000
63	ABAMBAZIMANA Domitille	RSSP	Head of Finance DPT	domitille_pa@rssp.gov.rw	08561847
64	BASHAIJA Stephen	RSSP	Monitoring & Evaluation Coordi	sbashaija@yahoo.com	08520011
65	KALIBATA Agnès	RSSP	Coordinator	kalibatts@yahoo.co.uk	08302180
66	KAMWESIGYE Justus	RSSP	M S E Officer	justkamu@yahoo.com	08423784
67	SONGA	RSSP	Procurement Officer	songa@rssp.gov.rw	514447
68	BWAMI RUZINDANA Laurien	RSSP/MINAGRI	Head of Administration Depart.	laurian_caf@rssp.gov.rw	08569854
69	GASANA Jeanne Isabelle	UERP	Financial Manager	jigasana@yahoo.fr	08623351
70	MUTSINZI Jean Pierre	UERP	Coordinator	jpmutsinzi@electrogaz.co.rw	08306905
71	MUVUNYI Frank	UERP	Procurement Officer	frankom2000@yahoo.com	08611114
72	RUKERA Carine	UERP	Administrative Officer	crukera@electrogaz.com	08867373
73	PIERRE Moi	WB	Sr. Procurement Specialist	pmora@worldbank.org	202 4585105
74	ANDREW Asibey	WB	Sr.M&E Specialist	alesibey@worldbank.org	202 458 5145
75	DRAKE UZ	WB / Kigali	Rwal/ Ag.Specialist	idrake@worldbank.org	08304006
76	Josué Oyane NSOLA	WB / Kigali	Voice secondee	jnsola@worldbank.org	08649319
77	KAYONGA Toni	WB / Kigali	Operations Officer	kantaganda@world.bank.org	08421517
78	MABURUKI Tembo R.	WB / Kigali	Resident Economist	mtembo@worldbank.org	08300818
79	INGABIRE Slyvie	WORLD /BANK	Team Assistant	singabire@yahoo.fr	08504304
80	MUHEMEDI John	WORLD /BANK	Information Analyst	mjohn@world.bank.org	08649609
81	ELENA KASTLEROVA	WORLD BANK	Sr.Country Officer	ekastelerova@worldbank.org	202 473 55 63
82	KAMURASE Alex	WORLD BANK	Operations Officer	akamurase@worldbank.org	08535601
83	LOURDES Pagaran	WORLD BANK	Operations Officer	-	202 473 9699
84	Matthew Ford	WORLD BANK	Consultant	mford@world.org	
85	MWANAFUNZI Bruno	WORLD BANK	Water and Sanitation Specialist	bmwanafunwi@worldbank.org	08411199
86	SOHEYLA Mahmoudi	WORLD BANK	Operations Adjoint	smahmodi@worldbank.org	202 458 4405
87	STEPHANE TEGGEMANN	WORLD BANK	TTL PCSBP	steggemann@worldbank.org	
88	KAJANGWE Chantal	WORLD BANK/Kigali	Procurement	ckajangwe@worldbank.org	591311/086773 25

Annex ... : List of Participants – Day 3: May 25, 2006

	NOM ET PRENOM	INSTITUTION	FONCTION	E-mail	TEL
1	Dirk BREMS	AMBABEL	Attaché Cooperation	dirk.brems@dipobel.be	08303958
2	SIMBARAKIYE Evariste	ASSETIP	Directerut Général	simbarakive2003@yahoo.fr	08307366
3	MUJAWAYEZU Prisca	CCOAIIB	S.Executive	ccoaiib29@rwanda1.com	08302065
4	BAZATOHA Adolphe	CDDP/MINALOC	Coordinator	a_shyaka@yahoo.fr	08508333
5	KAMANA Laurent	CEDP	Fiancée Manager	cedp@terracom.rw	08304101
6	MUNYAKAZI JURU	CEDP	Coordinator	cedp@terracom.rw	08300829
7	HODALI Jean Bosco	CEPEX	Data Base Administr	hodalijb@yahoo.fr	08452609
8	INGABIRE Marie Nadine	CEPEX	Specialist of social sector	inganadine1@yahoo.fr	08753336
9	KARENZI Emile	CEPEX	Specialiste en Environnement	emilekarenzi@yahoo.fr	08871185
10	KATUREEBE George	CEPEX	Directerut Général	george.katureebe@minecofin.gov.rw	08300165
11	KAYITESI Jacqueline	CEPEX	Administrative Assistant	kayitiesie@yahoo.com	08447755
12	KAYITESI Mary Claudine	CEPEX	Secrétaire	kayitiesi12@yahoo.fr	501040/41
13	MUNYANEZA Emmanuel	CEPEX	Specialist sectoriel	emmanuel.munyaneza@minecofin.gov.rw	08599924
14	MUTAGANDA Alex	CEPEX	Fieldwork in CEPEX	siralexmutaganda@yahoo.com	08551616
15	MUTORO Charles	CEPEX	Spécialiste en secteur productif	mutocha@yahoo.fr	08530169
16	NKURUNZIZA Emmanuel	CEPEX	Specialist sectoriel	emmanuel.nkurunziza@minecofin.gov.rw	08481179
17	NYAMINANI Fidèle	CEPEX	Project Task Manager	nyaminani2002@yahoo.fr	08421894
18	RUGERI NKUSI Christian	CEPEX	Legal Specialist	christian.nkusi@minecofin.gov.rw	08561771
19	RUHIMA Blaise	CEPEX	Program NGOI and UN Agency	rhblaise@yahoo.fr	08632160
20	RUMANYIKA Dieudonné	CEPEX	Specialist Financier	dieudonné.rumanyika@minecofin.gov.rw	08530329
21	RWAGASANA PENZI Yves	CEPEX	ICT SPECIALIST	rwagasana@yahoo.com	08455459
22	SOMAYIRE A	CHAMBRE DES DEPUTES	DEPUTE	antosoma@yahoo.fr	08307140
23	RUTAREMARA Charles	DCDP	Ch.d'infras&pass des marchés	rutacha2@yahoo.fr	08851980
24	TUZINDE Jean Paul	DCDP	Ch.d'infras&pass des marchés	tuzindepol@yahoo.fr	08873115
25	HATEGEKIMANA F	DCE (E,C)	Gestionnaire de projet	-	08660410
26	VISAY Piccai	DFID	Deputy Head	-	08304395
27	KANYAMUHANDA Jean	EATTFP/ MININFRA	Coordinator	-	08303214
28	MPFIZI Alphonsine	EATTFP/ MININFRA	Specialiste Gestion Financière	-	08528250
29	KANAMUGIRE MAKUZA	ELECTROGAZ	Directeur Technique	mkanamugire@electrogaz.co.rw	08308848
30	MIRENGE John	ELECTROGAZ	DG	-	08312228
31	BARBE Jean	European Commission	Consellor	-	08854623
32	BALEPA Elisabeth	FAO	Representant	elizabeth.balepa@fao.org	08305747
33	KAYONGA Caroline	HIDA	Procurement Task Force Member	crkayonga@hida.org.rw	08304816
34	RUTSINDA Emmanuel	HIDA	M& E Specialist	erutsinda@hida.org.rw	08304907
35	KARAKE Charles	HIDA/PSCBP	Directeur / Project Coordinator	ckarake@hida.org.rw	08303837
36	BALERA Susanne	HRDP	Coordinator	susanne.balera@yahoo.com	
37	NGARAMBE Venant	HRDP	CFO	ngarambeve@yahoo.fr	08758022
38	RWABIDADI Eric	IFAD	Country Liaison Officer	e.rwabidadi@ifad.org	08562216
39	KAMARI RUMIYA	IMCE/MINITERE	Comptable	rumiyason@yahoo.fr	08835283
40	KAZUMI Shimaoka	JICA	Rural Develop.Advisor	-	08300949
41	MUSERUKA Gerard	Journal GLH	Journaliste	musger2002@yahoo.fr	08866585
42	Dr NDUSHABANDI Désiré	KHI	Rector	rector@khi.ac.Rw	
43	KARANGWA Jeanne	Kinyamateka	Journaliste	-	08441183
44	MUYAFIRI Papias	KIST	Graduate ...	p.musafiri@kist.al.co.rw	08536105
45	MFIZI Félix	MAP	Specialiste Financier	mpfizif@yahoo.fr	08489685

46	NDAHIRO Logan	MAP	Monitoring & Evaluation Specialist	lndahiro@yahoo.com	08635701
47	NGENZI M. Evariste	MAP	Procurement specialist	ngenzi-evarist@yahoo.com	08505384
48	MUGANZA Angeline	MIFOTRA	Secrétaire d' Etat	-	
49	Prof. NSHUTI P Manasseh	MIFOTRA	Ministre	-	
50	SEBAGABO Barnabé	MIFOTRA	Dir.Statistique	jm95@hotmail.com	08306151
51	Dr GAHAKWA Daphrose	MINAGRI	Secrétaire d' Etat	-	
52	MUREKEZI Anastase	MINAGRI	Ministre	-	
53	NAMAHUNGU Evariste	MINAGRI	SG	-	08301444
54	RUZINDAZA Ernest	MINAGRI	Director of Planning	ruzindazaernest@yahoo.fr	08300765
55	BARIKANA Eugène	MINALOC	SG	barikanae@minaloc.gov.rw	
56	NYATANYI Christine	MINALOC	Secrétaire d' Etat	-	
57	GATABAZI Thomas	MINECOFIN	AC GEN	-	08302784
58	HABIMANA	MINECOFIN	Dir / Plannification	-	
59	HATEGEKIMANA Cyrille	MINECOFIN	PA	-	08471028
60	KARANGWA Alex	MINECOFIN	Multilateral Cooperation Officer	alex.karangwa@minecofin.gov.rw	08779060
61	MASABO Oscar	MINECOFIN	Directeur a.i	oscar.masabo@minecofin.gov.rw	08742220
62	MUSONI James	MINECOFIN	Ministre	-	
63	NSANZABAGANWA Monique	MINECOFIN	Secrétaire d' Etat	-	
64	RWAMUCYO Ernest	MINECOFIN	DG / Planning	-	08303227
65	RWAMUGANZA Caleb	MINECOFIN	Treasury Planner	-	08407240
66	SARA GATSINZI	MINECOFIN	Accountant	sara.gatsinzi@minecofin.org.rw	08831097
67	Dr MUJAWAMARIYA Jeanne d'Arc	MINEDUC	Ministre	-	
68	MUREKERAHO Joseph	MINEDUC	Secrétaire d' Etat	-	
69	MUSABEYEZU Narcisse	MINEDUC	Secrétaire Général	-	
70	MURENZI Félicien	MINICOM	Director of Planning	murenzifelicien@yahoo.com	08300617
71	NSENGIYUMVA Justin	MINICOM	Secrétaire Général	jnsengiyumva@gov.rw	08304417
72	Eng.BUTARE Albert	MININFRA	Secrétaire d' Etat	-	
73	HAMMAMI Nacer	MININFRA	Conseiller Ministre en energie rurale	-	08822854
74	Dr NTAWUKULIRYAYO	MINISANTE	Ministre	-	
75	Dr NYARUHIRIRA Innocent	MINISANTE	Secrétaire d' Etat	-	
76	KARENTERA Thomas	MINISANTE MAP	Coordinator	tkarentera@yahoo.fr	08305991
77	GATWABUYEGE Vincent	MINITERE	Secrétaire Général	jl2@yahoo.com	08302631
78	Prof.MUNYANGANIZI Bikoro	MINITERE	Secrétaire d' Etat	-	
79	KAPITENI Antoine	MINITERE/ IMC	Coordinator	kapiteniantoine@yahoo.fr	08625815
80	KANYAMASHURI Janvier	NTB	Ex.Sec	kabjanvier@yahoo.fr	0'8302989
81	MUSAHARA Herman	NUR	Dean, Faculth of Econ+ Manag	herman.musaha@gmail.com	08468607
82	NIWEMUTONI Phoibe	ORINFOR/	Journaliste	-	08855118
83	UWIZERA Théo	ORINFOR/ La Nouvelle Re	Journaliste	-	08582718
84	MUHONGAYIRE Jacqueline	Parliament		jacky-wh@yahoo.fr	08300929
85	LOBGA Monia	PEAMR	Procurement specialist	mmonia@hotmail.com	08837934
86	MUKARWERA Agnès	PEAMR	Chargé des Finances	amukarwema@yahoo.fr	08510289
87	NDUTIYE Simon	PEAMR	Coordinator	ndutives@yahoo.fr	08561480
88	MUGANGA Robert	PGNRE	Coordinator	m.muganga11@yahoo.fr	08521209
89	SEBAHUTU Jean de Dieu	PIGU	Coordinator a.i	pigu@rwanda1.com	08307377
90	MPATSWE Gaston	President's Office	DG	gmpatswe@gov.rw	08182030
91	MULINDABIGWI J M	PRIMATURE	Director	vianneymuli@yahoo.fr	08590750
92	NKIRAMACUMU Venuste	Procurement Task force	Procurement Task Force member	nkiramamacumuv@yahoo.fr	08596725
93	BAHATI Innocent	Radio 10	Journaliste	-	0'8408214
94	MUGAGA Johnson	RALGA	Secretary General	ralga@rwanda1.com	08305079
95	MUSIRIKARE Michel	RALGA	Finance and Administ Manager	mmusirikare@yahoo.fr	08540856

96	MUSONI Francis	RDRC	Reintegration	fmusoni@hotmail.com	08464318
97	MUTETERI Anathalie	RDRP	Procurement Officer	anteteli@yahoo.fr	08519362
98	RWIGEMA Faustin	RDRP	Coordinator	demob@rwanda1.com	08303766
99	MUKOBWAJANA Florence	Reau des Femmes	DAF	-	08404218
100	GASHUMBA Emmanuel	Reform unit	Expert incharge of Finance&Admin	ekasumba2001@yahoo.fr	08434540
101	KALIBATA Agnès	RSSP	Coordinator	kalibatts@yahoo.co.uk	08302180
102	BWAMI RUZINDANA Laurien	RSSP /MINAGRI Rwanda Bureau Statistics	Head of Administration Depart.	laurian_caf@rssp.gov.rw	08569854
103	Dr MUNYAKAZI Louis	SENATE	DG	-	08306718
104	Amb.MUNYABAGISHA Valens	SENATE	Senator	-	08305449
105	NTARINDWA Janvier	SIDA	Program Officer	-	08304992
106	RUTAGENGWA Alphonse	UBPR	Directeur Financier	rutagengwa@yahoo.fr	08567759
107	GASANA Jeanne Isabelle	UERP	Financial Manager	jigasana@yahoo.fr	08623351
108	MUTSINZI Jean Pierre	UERP	Coordinator	jpmutsinzi@electrogaz.co.rw	08306905
109	MUVUNYI Frank	UERP	Procurement Officer	frankom2000@yahoo.com	08611114
110	RUKERA Carine	UERP	Administrative Officer	crukera@electrogaz.com	08867373
111	A NOUDEHOU	UNDP	..	-	08301394
112	RWABUYONZA J Paul	UNDP	National Economist	jp.rwabuyonza@undp.org	08435110
113	SOULAYMANE Aboubacar	UNICEF	Planning Officer	asouleymane@unicef.org	
114	William R	US Embassy	Comm/ Econm	-	505602
115	Chris TOCCO	USAID	Program Officer	-	08300356
116	ALBA Pedro	WB		-	
117	Dimitrie Sissi M	WB	Executive Assistant	dmukanyirigira@worldbank.org	
118	PIERRE Moi	WB	Sr. Procurement Specialist	pmora@worldbank.org	202 4585105
119	UWANYARWAYA M.J	WB	PA	-	08413155
120	ANDREW Asibey	WB	Sr.M&E Specialist	alesibey@worldbank.org	202 458 5145
121	Josué Oyane NSOLA	WB / Kigali	Voice secondee	jnsola@worldbank.org	08649319
122	KAYONGA Toni	WB / Kigali	Operations Officer	kantaganda@world.bank.org	08421517
123	LIZ DRAKE	WB / Kigali	Rwal/ Ag.Specialist	ldrake@worldbank.org	08304006
124	MABURUKI Tembo R.	WB / Kigali	Resident Economist	mtembo@worldbank.org	08300818
125	MUHONGERWA Diane	WHO / Rwanda	Economist	muhongerwad@rw.afro.who.nt	08303682
126	MUHEMEDI John	WORLD /BANK	Information Analyst	mjohn@world.bank.org	08649609
127	ELENA KASTLEROVA	WORLD BANK	Sr.Country Officer	ekastelerova@worldbank.org	202 473 55 63
128	KAMURASE Alex	WORLD BANK	Operations Officer	akamurase@worldbank.org	08535601
129	LOURDES Pagarán	WORLD BANK	Operations Officer	-	202 473 9699
130	LUCY Fye	World Bank	TTL	lfye@worldbank.org	
131	Matthew Ford	WORLD BANK	Consultant	mford@world.org	
132	MWANAFUNZI Bruno	WORLD BANK	Water and Sanitation Specialist	bmwanafunwi@worldbank.org	08411199
133	SOHEYLA Mahmududi	WORLD BANK	Operations Adjoint	smahmodi@worldbank.org	202 458 4405
134	STEPHANE TEGGEMANN	WORLD BANK	TTL PCSBP	steggemann@worldbank.org	
135	KAJANGWE Chantal	WORLD BANK/Kigali	Procurement	ckajangwe@worldbank.org	08677325

Annex 12: Glossary

Active Portfolio: All ongoing operations in the portfolio at the end of the fiscal year.

Active Projects: Projects under implementation at a given point in time.

Actual Problem Projects: Projects for which Implementation Progress is unsatisfactory and/or the Development Objectives are not likely to be achieved.

CAS: Country Assistance Strategy.

Commitments at risk: Commitments at risk of not meeting their development objectives. Includes commitments associated with both actual and potential problem projects.

Completed Projects: Projects that have exited the portfolio in the fiscal year.

CFAA: Country Financial Accountability Assessment (CFAA)

CPAR: Country Procurement Assessment Report (CPAR)

CPIA: The Country Policy and Institutional Assessment (CPIA), formerly called Country Performance Rating, is an annual exercise in which country teams assess the quality of each borrower's policies and institutions in the areas generally considered to be relevant to economic growth and poverty reduction and effective aid use.

Development Objectives (DO): The rating of an operation's DO is based on the likelihood of attaining the development objectives set in the Project Appraisal Document or as formally revised during implementation. This rating may be satisfactory or unsatisfactory and is the responsibility of the task manager, who reports it generally every six months in the Project Status Report (PSR). The DO rating takes into account only implementation progress, but also other factors such as inappropriate design, unforeseeable adverse economic and financial developments, price fluctuations of project outputs, and changes in government policy.

Disbursement Ratio: The ratio of disbursements during the fiscal year to be undisbursed balance at the beginning of the fiscal year, investment loans only.

EDPRS: Economic Development and Poverty Reduction Strategy.

IEG: Internal Evaluation Group.

Implementation Progress (IP): The IP rating is based on an overall judgment of implementation performance in relation to the benchmarks in the Project Appraisal Document or as formally revised during implementation. The rating is the responsibility of the task leader, who reports it generally every six months in the PSR.

ISN: Interim Strategy Note.

MINECOFIN: Ministry of Economy and Finance.

MINALOC: Ministry of Local Government.

MINJUST: Ministry of Justice.

Net Disconnect: The difference between the percentage of projects rated as unsatisfactory by OED and the percentage rated by the regions in the final PSR as unsatisfactory for achieving their development objectives.

OED: Operations and Evaluation Department

PAD: Project Appraisal Document.

Potential Problem Projects: Projects which are rated satisfactory on IP and DO but have risk factors historically associated with unsatisfactory outcomes. The concept is useful in providing an early warning of potential failures and their causes. The criteria to consider projects as potential problem projects are described below.

Proactivity Index: The proportion of projects rated as actual problem projects twelve months earlier that have been upgraded, restructured, suspended, closed, or partially or fully canceled.

PRTF: Procurement Task Force.

Projects at risk: Projects at risk of not meeting their development objectives. Includes both actual problem projects and potential problem projects.

Realism Index: The ratio of actual problem projects to total projects at risk.

SWAP: Sector-Wide Approach Program.

Supervision Intensity: Direct supervision costs (with a 50% benefit rate for staff salaries) divided by the number of projects under active supervision.

More on Potential problem projects:

These projects are those that, although rated as satisfactory for both IP and DO, are affected by factors likely to bring about an eventual unsatisfactory outcome. These projects are identified by criteria (“flags”) that take into account not only various aspects of actual implementation experience, but also other relevant factors such as economic management and past portfolio performance in the country. Specifically, potential problem projects are identified as projects exhibiting three or more of the following projects at risk “flags:” 1) non-compliance with legal covenants; 2) unsatisfactory rating on Environment/resettlement/Women in Development issues, or listed as not in compliance with any of ten safeguard policies; 3) inadequate counterpart funds; 4) Monitoring and Evaluation problems; 5) unsatisfactory financial performance; 6) slow/weak procurement progress; 7) Management performance issues; 8) Critical Risk Rating of high; 9) elapsed time between Board approval and effectiveness of more than nine months for investment and more than three months for adjustment and emergency reconstruction operations (this flag is turned off three years after Board approval); 10) disbursement delays of 24 months or more for investment operations or 6 months or more for adjustment and emergency operations. Delay is calculated based on the initial or formally revised disbursement schedule for the project; 11) located in a country with weak economic management (CPIA rating of less than 3.0 on a scale of 1 to 6). Once “flagged”, the CPIA must exceed 3.5 for the flag to be removed; and 12) located in a country with a net disconnect of 20% or more, or where net commitments associated with unsatisfactory projects (as rated by OED) represent more than 40% of commitments for completed projects over the previous five years. In cases where the sample of OED evaluations is too small, Implementation Completion Report data, data on mature projects, and experience of other donors is used to arrive at a robust judgment.