

# **Annex to the Specific Agreement**

## **Country Programme Rwanda 2019-2024**

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# 1 Introduction

The new country programme for the Belgo-Rwandan cooperation 2019 – 2024 has been developed by Enabel in close collaboration with the different Rwandan line ministries. For each sector the respective line ministries and Enabel have developed a sector programme, describing the specific objectives and the interventions in the sector, the detailed result framework with indicators, the risks and mitigating measures, implementation modalities, as well as the budget. This annex to the specific agreement contains a summary overview of the programme, as well as the overall modalities for piloting and monitoring the country programme, through the sectoral steering committees and the Joint Consultative Committee.

It complements the Specific agreement. Where there would be conflicts between the text of the specific agreement and this annex, the text of the Specific Agreement prevails.

## *A joint process for an approved outline of the new programme*

By exchange of letters between the Belgian Embassy and the Rwandan Ministry of Finance and Economic Planning, the outline for a new country programme of the Belgian-Rwandan development cooperation covering the period 2019-2024 was approved on June 18<sup>th</sup>, 2018. Enabel then started the elaboration of the new country programme with the related technical ministries.

The approved outline foresees that the new development programme will intervene in three sectors: health, agriculture and urbanisation, and in each of these sectors particular attention will be given to a limited number of cross-cutting themes: gender, private sector development and accountability. Given the experience of Enabel with national execution, e-procurement, IFMIS, and its experience in the public finance management (PFM) dialogue related to the ongoing programmes, Belgium will also contribute to the PFM multi-donor fund, with specific focus on decentralised entities. The management and expertise budget will foresee the budget allocation for the required international expertise. A study fund open for both public and non-governmental actors will complete the overall programme.

In the Health sector, Enabel was requested to develop a Result-Based Financing (RBF) intervention (based on the Global Fund approach) which covers 60 % of the health programme budget. In Agriculture, Belgium will join the Multi Donor Trust Fund (MDTF), managed by the World Bank, with a contribution of 50 % of the agriculture programme.

A total budget of 120 million Euros has been allocated for the Belgian contribution to the programme.

## *A new programme cycle in two steps, leading to a result-oriented country programme to be fully implemented within the given timeframe*

In the new programme cycle, Belgium has introduced a two-step approach:

- A country strategy determines the broad orientations of the new programme: the results framework at the level of the general objectives, the specific objectives and, the indicators at the impact level;
- A country programme determines the specific objectives and their respective results frameworks including the outcome and output indicators and targets, budgets, modalities and risks and hypotheses.

The country programme document entails both the strategy and the programme itself. For each sector, the specific objectives are included and developed based on the broader strategic orientations. The country programme is the result of an intensive dialogue with the related technical ministries, as well as consultations with other Belgian, European and international development partners in the related sectors.

The importance given to the achievement of results leads to a stronger focus on the outcome indicators.

Important changes with the previous approach of the Belgian cooperation are:

- The entire country programme will be formally committed through one single specific agreement: the implementation period for the programme is limited to the duration of the specific agreement, which implies that all activities will have to be finished during the validity of the specific agreement.
- The role of the Joint Consultative Committee in following up on implementation of the overall programme and in assuring that the programme is implemented fully within the limited timeframe becomes more important: a yearly progress report will pay specific attention to the progress in achieving the objectives and results of the different interventions, but also identify possible risks and difficulties encountered as well as opportunities for improved implementation. Reorientations of budget allocations between interventions and between sectors can be proposed and decided in the Joint Committee.
- International experts in charge of supporting the implementation of the programme are no longer budgeted in the sector interventions, but in a separate management and expertise envelope.



## 2 Structuration of the country programme

### 2.1 Objectives and composition

#### 2.1.1 Health

Specific objective 1: To ensure that all women, new-borns, children, adolescents and men have universal access to quality integrated RMNCAH (Reproductive, Maternal, New-born, Child and Adolescent Health) and/or FP/ASRH (Family Planning and Adolescent Sexual Reproductive Health) services.

Specific objective 1 using the Result Based Financing approach (RBF) will focus on the roll-out of the national work plans of the health programmes related to Family Planning, Adolescent Sexual and Reproductive Health and Maternal, Neonatal and Child Health to increase the national coverage of these services. The Belgian contribution will fund a part of the annual work plans agreed upon.

A cost centre will be created in IFMIS allowing traceability of funds in the national system. The RBF grants will be audited annually by the Office of the Auditor General, the scope of the audits will be discussed with Enabel and the reports will be shared by the 31st of December of every year.

Specific objective 2: To ensure accessible, evidence-based, improved and innovative health services (with a special attention to sexual and reproductive health services) with increased citizens participation and engagement in development.

Specific objective 2 will specifically zoom in on: (i) quality of services at operational level when implementing the national strategies with documentation of good practices, (ii) innovation by working on concepts/models/methods that support the national strategies, learning from it and provide evidence-based feedback to the strategic level, included on opportunities for public-private partnership, (iii) accountability mechanisms, both downward and upward.

Under result 2 special attention will be given to Gender Based Violence (GBV), by supporting the improvement of the existing One Stop Centres at the level of the District Hospitals but also in extending the skills and support services to the level of the Health Centres. On the level of prevention, the program will support the respective districts in increasing awareness on GBV.

This objective will focus on 7 districts: Rulindo, Gakenke, Gisagara, Nyarugenge, Rusizi, Nyamasheke and Karongi. In the last 3 districts, the Enabel contribution will complement the ongoing support of UNFPA and UNICEF.

#### 2.1.2 Agriculture

Specific objective 1: support through the MDTF the implementation of PSTA4 to promote the commercialisation of agricultural value chains.

Specific Objective 1 will focus on strengthening the implementation of the PSTA4 through the Multi Donor Trust Fund (MDTF) managed by the World Bank. The MDTF allows donors to jointly support and stimulate the Government of Rwanda in the process of agricultural transformation and address the challenges of leveraging private sector investment in the agriculture Sector.

Specific objective 2: Develop inclusive and sustainable feed, pig and poultry value chains in which all actors run a profitable business.

This Specific objective aims to support and develop the current actors in the value chains. It starts from what already exists and aims to improve it, all along the value chain. Even though the Specific objective will support small production systems, it considers that all actors should operate as a business. This Specific objective aims to quickly address two major challenges: poor feeding practices and general farm management on the one hand and limited animal health services on the other hand.

Specific objective 3: Attract private investment to develop a modern industrialised value chain to produce high quality meat products and eggs to substitute imports as well as to export.

This specific objective aims to attract private investments to develop a modern industrialised value chain to produce high quality meat products and eggs to substitute imports as well as to export. In this Specific objective RAB and Enabel will work with NIRDA, the specialised Rwandan institution to facilitate the industrialisation. The selection criteria used during the calls for proposals will be fine-tuned during implementation, but will include criteria on inclusiveness, job creation and poverty alleviation, environmental impact as well as animal wellbeing.

The last two objectives are linked. The regulatory framework and the organisation of the value chain platform will concern all actors, both small holder farmers and large private investors. But also between the actors, interaction exists and will be further developed. For example, the Day Old Chicks (DOC) produced by breeding centres which receive support through the third objective will supply DOC to small farms which are supported through the second objective. The animal feed factories which are supported in the second objective will supply feed to the industrialised farms supported through the third objective. The activities will be private sector led except in areas where public funds will be required to de-risk private sector investments or to open-up participation in the value chain for poor small holder farmers (SHFs).

Applied research, extension services, business development services, support to agro-processing and agro-business will be activities that will be supported to develop the selected value chains, while the specific experiences of the activities will support the broader dialogue within the MDTF framework.

### **2.1.3 Urbanisation**

Specific objective 1: Sustainable and resilient urban development is enhanced in the districts of Rubavu, Musanze and Rwamagana.

This objective aims to support the investments in infrastructure in the 3 districts. It will start with a number of quick wins in each district, supporting the development of pre-identified infrastructure works, but also support the overall capacities of the districts in managing urban economic planning and the establishment of medium-term investment pipelines in a participatory way, assuring involvement of the private sector and population in the process and assuring optimal synergies between spatial (infrastructure) and economic planning. The second part of infrastructure investments will be identified through the investment pipeline.

The infrastructure investments supported by the programme will be economic infrastructure, directly benefitting the citizens within the urban area, with a positive cost efficiency assessment on the cost ratio between the investment cost and the number of off-farm jobs generated particularly for women and youth, with limited social and environmental impact, favouring the use of locally-made construction materials.

Specific objective 2: Inclusive economic development is enhanced, especially in the Made in Rwanda (MiR) construction sector with a geographic priority focus on the districts of Rubavu, Musanze and Rwamagana.

This objective aims to support the promotion and improvement of construction materials made in Rwanda, to support the production of high quality construction materials to substitute imports as well as to export. It has a specific focus on supporting technical and vocational centres to operationalise workplace learning and to include the use of Made in Rwanda (MIR) construction materials in their curricula.

The two objectives are interlinked: the technical specifications for the infrastructure works will integrate the use of MIR construction materials based on the better understanding of the potential and the workplace learning support will be operationalised on the construction sites supported by the first objective.

### **2.1.4 Public Finance Management**

The support to the PFM multi-donor fund aspires to “increase the effectiveness and sustainability of Public Financial Management systems at central and local government level”.

The Belgian contribution will focus on three objectives of the PFM Sector Strategic Plan:

- Expand the coverage and functionalities of the Integrated Financial Management and Information System (IFMIS) and other PFM ICT systems;
- Increase compliance with PFM systems and international accounting and auditing standards;



- Strengthen PFM systems supporting subnational investments and services.

These three objectives are chosen due to their direct link with the other sectors of the country programme. They are strongly connected with the health and agriculture support, which will apply full use of country systems through RBF and PforR approaches, as well as with the urbanisation sector given the emphasis that will be put on investments through districts.

#### **2.1.5 Studies and consultancies**

The specific objective of the studies and consultancies fund is to strengthen - through studies, consultancies and the mobilisation of expertise - the institutional and organisational capacity of public and non-governmental organisations in Rwanda linked to the priority sectors of the bilateral cooperation: health, agriculture, urbanisation and the transversal themes: gender, private sector development and accountability.

The studies and consultancies fund will be open to Rwandan public institutions, Rwandan non-governmental actors and federations of private sector actors (PSF, Chambers of commerce, e.o.).

Requests for mobilisation of funds for studies and consultancies can be introduced both through Enabel as well as through the Ministry of Finance and Economic Planning. Requests will need to be approved by the Permanent Secretary of the Ministry of Finance and Economic Planning and the Resident Representative of Enabel.

The implementation of the studies and consultancies will be conducted by Enabel through grants with the requesting institutions, public tenders or mobilisation of Belgian expertise under the framework contracts Enabel has with different Belgian public institutions. A final report of each study including a final financial report will be shared with the Ministry of Finance and Economic Planning and the beneficiary of the study.



## 2.2 Overview of the proposed country programme 2019–2024: budget, duration and chronogramme

### 2.2.1 Overview and budget

Specific objective	Lead Ministry/Rwandan partner	Optional modalities to be considered by implementing institutions	Budget of BE GoR
<b>HEALTH</b>			
Specific objective 1: To ensure that all women, new-borns, children, adolescents and men have universal access to quality integrated RMNCAH (Reproductive, Maternal, New-born, Child and Adolescent Health) and/or FP/ASRH (Family Planning and Adolescent Sexual Reproductive Health) services	MoH and MINECOFIN main recipients	Result based direct grant agreement with MINECOFIN/MoH as main recipients; Subrecipients (districts, CSO's, Hospitals) through national system; Enabel management for evaluations & verification missions, as co-ordinated with Global Fund.	27.000.000 €
The financial support will contribute to the <ul style="list-style-type: none"> <li>roll-out of the annual work plans (AWP) of the 'Maternal, New-born and Child Health strategic plan' 2018-2024</li> <li>'National Family Planning and Adolescent Sexual Reproductive Health and Rights 2018-2024'</li> </ul>			
Specific objective 2: To ensure accessible, evidence-based, improved and innovative health services (with a special attention to sexual and reproductive health services) with increased citizens participation and engagement in development	Steering committee chair: MoH / Main implementing partner RBC	Grants to MoH, districts, and RBC, for implementation through national systems. Grants to Civil Society organisations, based on a joint selection (Rwandan public institution and Enabel), . Enabel procurement for end-term and mid-term evaluations,	18.000.000 €
The expected outputs are the following: <ul style="list-style-type: none"> <li>Conduct improvement initiatives for integrated quality MNCHandFP/ASRH services from community up to hospital level</li> <li>Strengthen a comprehensive life-cycle SRH model including sexual and gender-based violence, teen-age pregnancies and drug and substance abuse</li> <li>Enhance self-reliance (knowledge, attitudes, practices) of the community with regard to their (sexual and reproductive) health through social, behavioural and community engagement efforts</li> </ul>			
Total Health			45.000.000 €
<b>AGRICULTURE</b>			
Specific objective 1: Support through the MDTF the implementation of PSTA4 to promote the commercialization of agricultural value chains.	MINAGRI	Grant to World Bank, contracting with Government of Rwanda and evidence based dialogue tenders assured by World Bank	14.500.000 €
Contribution to the following MDTF results are expected: <ul style="list-style-type: none"> <li>Result 1 Result-based financing in support of PforR result areas</li> <li>Result 2: Providing Evidence Based Analysis and technical assistance</li> </ul>			
Specific objective 2: Develop inclusive and sustainable feed, pig and poultry value chains in which all actors run a profitable business	Steering committee chair: MINAGRI / Main implementing partner RAB	Grants to RAB and NIRDA, for implementation through national systems. Grants to Civil Society organisations, based on a joint selection (Rwandan public institution and Enabel), Enabel procurement for end-term and mid-term evaluations, and specific studies based on validation by the Steering Committee.	7.850.000 €
The expected outputs are the following: <ul style="list-style-type: none"> <li>The feed industry supplies affordable and quality feed, with an increasing part of locally sourced ingredients</li> <li>Increasing productivity and profitability in the poultry and pig value chain actors</li> </ul>			



Specific objective 3: Attract private investment to develop a modern industrialized value chain to produce high quality meat products and eggs to substitute import as well as to export.	Steering committee chair: MINAGRI / Main implementing partner RAB	Grants to RAB, NIRDA, and MINAGRI, for implementation through national systems. Grants to Civil Society Organisations and Private sector federations, based on a joint selection (Rwandan public institution and Enabel), Enabel procurement for end-term and mid-term evaluations, and specific studies based on validation by the Steering Committee.	7.650.000 €
The expected outputs are the following:			
<ul style="list-style-type: none"> <li>The necessary information and data is gathered to define and validate priority investment areas in the pig and poultry value chain</li> <li>Priority investments are realized by the private sector with support of the Specific objective</li> <li>Improve the regulatory and conducive environment to facilitate private sector investment and growth of the poultry, pork and animal feed value chains</li> <li>Increased coordination between value chain actors to foster innovation and market access</li> </ul>			
R2.4. Increased coordination between value chain actors to foster innovation and market access			30.000.000 €
<b>URBANISATION</b>			
Specific objective 1: Sustainable and resilient urban development is enhanced in the districts of Rubavu, Musanze and Rwamagana.	Steering committee chair: MINALOC / Main implementing partner LODA	Grants to LODA, RHA, MININFRA, MINALOC, for implementation through national systems. Grants to Civil Society Organisations, based on a joint selection (Rwandan public institution and Enabel),	19.539.600 €
The expected outputs are the following:			
<ul style="list-style-type: none"> <li>Priority economic sustainable infrastructures and facilities are provided, operationalised and properly maintained</li> <li>District capacity in city management for urban economic development and the establishment of medium-term investment pipelines is supported</li> </ul>			
Specific objective 2: Inclusive economic development is enhanced, especially in the Made in Rwanda (MIR) construction sector with a geographic priority focus on the districts of Rubavu, Musanze and Rwamagana.	Steering committee chair: MINALOC / Main implementing partner LODA	Grants to LODA, NIRDA, RSB; for implementation through national systems. Grants to Civil Society Organisations and Private sector federations, validated by the steering committee, and with joint selection. Enabel procurement for end-term and mid-term evaluations, and specific studies based on validation by the Steering Committee.	8.460.400 €
The expected outputs are the following:			
<ul style="list-style-type: none"> <li>The quality and quantity of MIR construction materials is improved</li> <li>Skills development in the construction sector is improved and integrates the correct use of MIR construction materials</li> </ul>			
Total Urbanisation			28.000.000 €
<b>PUBLIC FINANCE MANAGEMENT</b>			
Specific objective 1: Increase the effectiveness and sustainability of Public Financial Management systems at central and local government level.	Chair steering committee MINECOFIN, Main implementing partner MINECOFIN	Grant with MINECOFIN, funds pooled with KfW, EU and 20 % GoR contribution; Enabel procurement for end-term and mid-term evaluations	5.000.000 €
Belgian support to PFM reforms will contribute to three results of the PFM Sector Strategic Plan 2018-2024:			
<ul style="list-style-type: none"> <li>Expand the coverage and functionalities of the IFMIS and other PFM ICT systems</li> <li>Increase compliance with PFM systems and international accounting and auditing standards</li> <li>Strengthen PFM systems supporting subnational investments and services</li> </ul>			
Total PFM			5.000.000 €

Study and Consultancy fund	Chair steering committee MINECOFIN, Main implementing partner MINECOFIN	Open to both public and non-governmental actors. Modalities will be defined per study or consultancy request, jointly with the requesting public institution or with MINECOFIN for Civil society actors.	3.551.000 €
<b>Total Studies and consultancies</b>			<b>3.551.000 €</b>
Management & expertise	Expertise	Enabel managed	8.449.000 €
	Provision		0 €
	<b>Total</b>		<b>8.449.000 €</b>
<b>Total Belgian contribution</b>			<b>120.000.000 €</b>

### 2.2.2 Duration and Chronogramme

The total implementation period will be 60 months including an inception phase of 3 months and a closing phase of 3 months.

Considering that the majority of the activities will be implemented through grants to public institutions, managed by these institutions in line with the Rwandan PFM framework, the programme will start formally with the FY 2019 – 2020 and cover 5 Rwandan fiscal years, with the first and last year covering half of a fiscal year for the Belgian system.

In order to allow these programmes to start effectively with the fiscal year 2019 – 2020, the preparations of the first disbursements for the RBF and the PFM support will be covered by the technical ministries and the Enabel experts already in the country for the ongoing programmes. No expenditures will be done on the country programme before July 1st 2019, the start of the fiscal year 2019 – 2020.

FY BE	2019		2020		2021		2022		2023		2024	
FY RWA	Year1		Year2		Year3		Year4		Year5			
Duration SA	FY19-20		FY20-21		FY21-22		FY22-23		FY23-24			
Duration SA	60 months+Period from signature											
Signature SA	31/01/2019 (TBC)	Signature										
End date SA	30/06/2024											
Preparation	01/02/19>30/06/19	Preparation (recruitment, preparation of PFM, RBF grants....)										
Inception period of the global CP	01/07/19>30/09/19	Inception 3 m										
Implementation period of the global CP	01/07/19>30/06/24	Implementation - 60 m										
Closing period of the global CP	01/04/24>30/06/24											Closing 3 m

### 3 Results Framework

Expected Change	Indicators (verification source)	Baseline/Target
<b>HEALTH</b>		
General Objective: Delivery of Sexual and Reproductive Health services including FP services as well as access of Households to Health Care increase	Proportion of women of reproductive age (aged 15-49 years) who have their need for family planning satisfied with modern methods (SDG-indicator as per instruction) Source RDHS  Average time to walk to a nearby health facility (RSSB)	30.9 % > 45 %  56,5 min / 50 min
Specific Objective 1: To ensure that all women, new-born, children, adolescents and men have universal access to quality integrated RMNCAH (Reproductive, Maternal, New-born, Child and Adolescent Health) and/or FP/ASRH (Family Planning and Adolescent Sexual Reproductive Health) services	Facility deliveries – percentage of births that took place at health facility – facility based information (HMIS)  mCPR : utilization rate of modern Contraceptives – facility based (HMIS)	92 % > 95 %  47 % > 57 %
Specific objective 2: To ensure accessible, evidence-based, improved and innovative health services (with a special attention to sexual and reproductive health services) with increased citizens participation and engagement in development	Percentage of woman with at least four Antenatal Care (ANC) visits during their pregnancy (HMIS)  Percentage of new-born with at least one Postnatal Care (PNC) visit within the first 24 hours of birth (HMIS)  Citizen level satisfaction rate with services (CRC)	HMIS data per district available, increase baseline 10 % per district (Karongi + 15 %)  HMIS data per district available, target increase of 10 % in low performing districts, 5 % in better performing  77,4 >80 %
<b>AGRICULTURE</b>		
General Objective : Revenues for farmers' households and other private actors in the agricultural value chains increases in a sustainable manner	Rural households living below poverty line (gender disaggregated) (EICV)  Annual income growth for smallholder farmers (CGE model) (EICV)	43,3 % > 21,6 % (PSTA 4 targets)  Keep at 3,7 % annual growth
Specific Objective 1: Support through the MDTF the implementation of PSTA4 to promote the commercialization of agricultural value chains	Percentage of agricultural production growth measured by production volumes and fixed 2014 prices  Share of agriculture land under Sustainable Land Management practices	Annual increase of 10 % year  56 % > 83 %

	Export value (USD million) (BNR export statistics)	378 > 537
Specific Objective 2: Develop inclusive and sustainable pig and poultry, and the related animal feed value chains in which all actors run a profitable business	Yield ton/ha soybean (FAO statistics) Production of meat products (metric tons)/eggs (thousands) by SHF (MINAGRI statistics) % of pigs produced in framework of contracts between producers and buyers	0,472 > 1,5 Pork: 19.000 > 25.000; chicken: 5.081 > 9.000; Eggs: 83.370 > 120.000. 12% > 20 %
Specific Objective 3: Attract private investment to develop a modern value chain to produce high quality products to substitute import as well as to export	Reduction of imports and increase of exports poultry, pork and animal feed products (BNR statistics) Value of investment (domestic and foreign) attracted in the poultry and pig and animal feeds value chains; Metric Tonnes of meat /eggs (thousands) produced by industrial or specialized commercial systems	Baseline 2017 reduce imports 30 %, increase exports 20 % Additional 10 M USD investments in value chains attracted; Pork meat: 76 > 2.000; Chicken: 10.634 > 14.000; Eggs: 160.000 > 220.000
<b>URBANISATION</b>		
General Objective: The urban infrastructure for inclusive and sustainable economic development is functional and expands further	Number of off farm jobs created (NISR, EICV, national labour surveys) Evolution of the urban poverty condition in comparison with the district poverty rate (NISR and MINECOFIN data)	2017 baseline (New data expected in 2019) 155.994 > 214.000 Rwamagana: 30% > 26 % ; Musanze: 28.6% > 24 % ; Rubavu: 35.5% > 31 %
Specific Objective 1: Sustainable and resilient urban development is enhanced in the districts of Rubavu, Musanze and Rwamagana	Percentage of users satisfaction of the infrastructures built (satisfaction surveys) Percentage of citizens satisfied with their participation in decision making at Local Government levels	At least 80 % satisfaction Rubavu: 70.81%; Musanze: 64.48% Rwamagana: 78.76% Target: 10 % increase in each district
Specific Objective 2: Inclusive economic development is enhanced, especially in the Made in Rwanda (MIR) construction sector with a geographic priority focus on the districts of Rubavu, Musanze and Rwamagana.	Increased employability through supported enterprises, through support to MiR and through Workplace learning of TVET alumni SMEs officially registered (disaggregated for the construction sector)	6.000 new jobs created in support enterprises Rubavu: 8,708; Musanze 8,794 Rwamagana: 5,905 - Target of 5% annual growth
<b>PFM</b>		
General Objective: To support Rwanda's socio-economic transformation through effective and	% of non-budget agencies using IFMIS for financing reporting in the previous	8% (460/5464) > 100 % (5464/5464)

accountable transformation	quarter	
Specific Objective: Increase the effectiveness and sustainability of Public Finance Management systems at central and local government level	% of public entities with an unqualified audit opinion	Financial Statements 50 % > 80 % Compliance with laws 30 % > 50 % % of recommendations issued by OAG implemented 60 % > 80 %
<b>STUDY FUND</b>		
Specific Objective: to strengthen - through studies, consultancies and the mobilisation of expertise - the institutional and organisational capacity of public and non-governmental organisations in Rwanda linked to the priority sectors of the bilateral cooperation: health, agriculture, urbanisation and the transversal themes: gender, private sector development and accountability.	Number of studies, consultancies and expertise evaluated positively by the beneficiaries, segregated per sector and per type of beneficiary (public and non-governmental)	Target of minimum 1 study, consultancy or mobilisation per sector and per transversal team

## 4 Risks and mitigation measures

Level of the Programme	Risks	Mitigation measures
<b>Global</b>	Regional political relations affect trade environment, hence affecting market access both for agricultural products as construction material products	Coordinate with existing trade facilitation programmes in the region; market studies to include market diversification potential; development of the local market to create domestic consumption
	The insufficiency of the management and implementation capacity of decentralised levels, whom play an important role in all sector programs	Needs-based competence development of the management teams in the districts PFM basket will focus specifically on decentralized entities MINALOC/LODA in steering committees to assure optimal coordination between national and district level
<b>Health</b>	Policy dialogue mechanisms around key areas of the scope of the RBF (refer to table 3) not functioning as expected	Alignment on existing mechanisms Support to MCCH, additional staff contracted on the RBF-budget (see earmarking) Participation and investing in technical working groups and subgroups

	Financial accessibility to Sexual Reproductive Health/Family Planning services might not been guaranteed by social insurances	Innovative approaches as set up by project mode Prospection for additional funding Domestic resource mobilization Outcome indicator for the health domain
	Insufficient timely availability of data to measure and verify outcomes and outputs	Specific measures for strengthening the HMIS Introduction of ex-ante joint monitoring during roll out of the programme
<b>Agriculture</b>	Effect of climate change would have significant effect on crop production and animal feed; increased temperatures can increase disease outbreaks	Work with RAB to introduce climate resilient varieties, resilient farming systems Improved strengthening of veterinary services for early detection and building capacity at farm level for improved health management
	Insufficient Foreign and domestic private sector response to the investment opportunities identified in the programme	Support the development of a conducive environment, detailed and focussed requests for proposals informed by feasibility and market studies
<b>Urbanisation</b>	Insufficient level of inclusiveness and quality in infrastructure planning and building processes at district level	Strategies developed in each district/secondary city in close dialogue with local authorities, LODA and other involved stakeholders; Specific project component to support inclusiveness; Emphasis on qualitative feasibility studies for infrastructure and knowledge sharing;
	Local construction materials not available in sufficient quality and quantity	Improve access to technology and improve quality of construction material providers; investment in improved know how on use of local materials
<b>Public Finance Management</b>	challenges inherent to a phase of consolidation of PFM reform, where basic systems are increasingly in place, and focus is increasingly on softer reforms to improve the quality and effective use of systems, which by nature may be harder to measure	Review at TWG level of Quarterly and Annual PFM Programme Progress Reports; Independent Mid-term and end-term reviews of the PFM SSP are foreseen in MoU
	increasing fragmentation of development partner support to the SSP through various modalities (general basket fund, sub-funds, and separate interventions) and dialogue fora	Support comprehensiveness of planning, budgeting, and reporting tools for the PFM-SSP; Engage in policy dialogue on substantive/thematic issues, in close consultation with the Co-chair and AG/SPIU, through the TWG and/or with PFM-SSP Component Heads

## 5. Modalities

### 5.1.1. Piloting of the interventions

For each sector the respective line ministries and Enabel have developed a sector programme, describing the specific objectives and the interventions in the sector, the detailed result framework with indicators, the risks and mitigating measures, implementation modalities, as well as the budget.

Piloting of the interventions will be assured at the level of the sectoral steering committees.

Each intervention will report to its respective sectoral Steering Committee.

The mandate of the Steering Committee is to follow-up the implementation of the intervention, to assure strategic guidance, to validate work plans, financial plans, operational and financial reports. The SC will analyse potential constraints hampering the implementation and will support solutions to assure optimal implementation.

Each Steering Committee is chaired by a Rwandan public institution and co-chaired by Enabel and meets normally two times a year.

### 5.1.2. Implementation modalities and contracting modes

The implementation of the country programme will follow the principles of the General Agreement on Cooperation signed between the Kingdom of Belgium and the Republic of Rwanda in September 2018. The country programme will be formalized through a Specific Agreement between the Kingdom of Belgium and the Republic of Rwanda.

The Belgian Party shall entrust the coordination and the implementation of the objectives specified in the Specific Agreement to the Belgian Development Agency, Enabel. The overall coordination of the programme will be assured by the Resident Representative. Enabel will implement the programme in partnership with the different Rwandan stakeholders.

The contractual relations with the actors involved in the implementation of the interventions or parts of the interventions will be stipulated through contracts signed between Enabel and the actors concerned, after the Specific Agreement has been formally adopted.

Enabel will assure the implementation through a combination of grants, public tenders and cooperation agreements with public actors. Enabel may award grants to: a public-law legal person, a regional public-law organisation, a non-profit association or a foundation or a private legal body for which profit maximisation is not the primary purpose.

For investment support to private actors, Enabel will make a grant to public institutions (direct grant) that have a mandate to support companies: facilitating the access to credit, provision of expertise, support for innovative projects, and contribution to investments.

Each intervention will have an Enabel intervention manager, while support staff at the level of the management and expertise budget will support the intervention teams in compliance with Enabel requirements and assuring the financial and administrative follow-up and compliance.



### **5.1.3. Monitoring and Evaluation and capitalisation**

For each intervention budget allocations are made to assure evaluations and capitalisation. The findings of the evaluations and capitalisation exercises will be shared at the level of the different Steering Committees, while the main findings will be presented to the Joint Committee.

Foreseen instruments are strategical evaluations and yearly programme reviews at country programme level and baseline, monitoring, mid-term intervention reviews and data quality audits at the level of the interventions.

The capitalisation process focalises on processes and products and is accompanied by sectoral experts of Enabel or external expertise.

Financial audits are organized regularly.

### **5.1.4. Strategical piloting of the country programme**

At the level of the country programme, the Joint Committee as established by the general agreement on cooperation, and as specified in the Specific Convention, will assure the strategic piloting.

The Joint Committee will follow up the overall implementation of the country programme and address possible constraints to assure optimal implementation.

Changes in the country programme with an impact on the Specific Agreement will be discussed within the Joint Committee, and confirmed through an exchange of letters. The modalities for changing the country program are determined in the Specific Agreement.

