

# RWANDA ECONOMIC DEVELOPMENT AND POVERTY REDUCTION STRATEGY (EDPRS) MONITORING AND EVALUATION SYSTEM

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## 1. Introduction

In order to monitor and evaluate the performance of the EDPRS, the Government of Rwanda has decided to institute an Integrated Results and Performance Framework. The integrated framework is a complex of instruments, processes and institutional arrangements used primarily, but not exclusively, by the government to monitor a country's progress toward achieving its objectives. These objectives are usually expressed as a set of targets which are values for particular indicators at specific dates. For the Integrated Results and Performance Framework to be useful, its data and information streams, and associated decision outcomes are integrated into the planning and budgeting process in order to strengthen: priority setting and realism in sector plans; the domestic accountability; predictability of resource mobilization and allocations; efficiency in the planning and budgeting process within a resource-constrained envelope; clarity of cross-sector strategic outcomes; and identification mechanisms of future costed investment in core strategic areas. It also offers opportunity as basis for resource mobilization and predictability of donor support. This Integrated Monitoring and Evaluation Framework exist from 2008.

## 2. Accountability Relationship of EDPRS Integrated Monitoring and evaluation Framework

*The EDPRS results framework enhances accountability in two areas:*

- a. **Political accountability of the government to the electorate**: regular publication of outputs and outcomes achieved during the EDPRS period allows political leaders to hold senior civil servants to account for delivering the government's programme.

- b. *Mutual accountability of government and donors:*** the apex of the EDPRS monitoring system is a system of linked indicator matrices from which Common Performance Assessment Framework (CPAF) is derived. The CPAF contains indicators to be used by the government and all donors in assessing the government's performance. It is complemented by another matrix Development Partners' Assessment Framework (DPAF) composed of indicators based on the Paris Declaration, which are used by the government and all donors to assess donors' performance.

The integrated results framework for the EDPRS, therefore, consists of three components:

- a. National Results and Policy Matrix
- b. Common Performance Assessment Framework
- c. Development Partners' Assessment Framework

#### **A) EDPRS National Results and Policy Matrix**

The EDPRS National Results and Policy Matrix is a policy coordination instrument that builds on the logical linkage between the desired performance targets and the policy actions necessary to achieve these targets. For the purposes of Results and Policy Matrix, it is useful to distinguish between policy actions, outcomes and impact. The commitment of implementing policy actions by the government through the annual budget generates certain results/outcomes. Some actions provide opportunities for individuals to consume and/or invest in goods and services supplied by the government, such as schooling and health care. Other actions, such as good roads and an efficient legal system, provide opportunities for business to operate profitably. Those individuals and firms who take advantage of these opportunities, because they calculate that it is beneficial for them to do so, generate values for outcome/result indicators, such as school enrolment rates or firm profitability. Finally, as a result of consuming and/or investing in these goods and services, key performance indicators such as GDP growth are enhanced.

The matrix provides a clear mapping of stakeholders' responsibilities for the achievement of EDPRS performance targets and the potential linkages and synergies within and among sectors to achieve identified performance levels set at outcome level.

#### **The Purpose of the Matrix**

The matrix has three main purposes. Firstly, it serves as a planning tool to improve public sector performance and aid effectiveness. It fulfils this function by helping policy makers recognize problems in policy implementation and identify poor policy outcomes sufficiently early to allow corrective action to be taken. In contrast to the management information systems of projects and line

Ministries which track progress on implementation and results on a daily, weekly, monthly or quarterly basis, the matrix is not designed to report more frequently than once (or possibly twice) per year. However, it brings together quarterly data to spot problems and provide feedback to the relevant authorities.

A second purpose of the matrix system is to halt, and if possible reverse, the trend towards adopting ever longer lists of indicators to monitor national development performance

Thirdly, the matrix is a device to promote transparency and accountability in policy-making. Transparency is achieved through publication of a baseline and targets for indicators, which make clear what the government's priorities are. If an indicator goes off track, thereby prompting some analysis which leads to a change in policy, the monitoring system has provided, and is seen to have provided, an evidence-base for policy change.




### **The Matrix Monitoring Model**

- The logic of change is that a set of policy actions can positively influence an outcome whilst, in turn, improvement in a given set of outcomes are part of what characterizes attainment of a given strategic objective. Cutting across individual performance areas or flagships and associated outcomes is the expectation of improvement pertaining to a small set of *Key Strategic Results Areas*, reflecting increased GDP growth, income poverty, inequality, and human development.
- For each of the Key Results Areas and Outcomes one or more *indicators* have been identified and targets established – the monitoring and evaluation system reveal success or failure. Data on these indicators come from different sources, but are in most cases measurable annually. The established schedule of Rwanda National Institute of Statistics surveys affords an opportunity for reporting on Key Strategic Results indicators every 3-5 years.
- The matrix identifies key policy actions every year in key areas of reform which are considered high priority for development and poverty reduction. These actions serve as triggers for the release of budget support funds. These priority actions were chosen after close consultations with each sector. For this reason, no changes are made to this matrix without reference to the relevant Ministries and public Agencies. Some of the Policy Actions have been expressed in a manner that allows for quantitative observation, although most reflect institutional changes that need to be subjected to more qualitative judgment.

## The Performance Assessment Methodology

To monitor the implementation of the EDPRS at national level, the different EDPRS Implementation Working Groups/Clusters prepare on an annual basis a report outlining how they are performing against their stated objectives in the EDPRS National Results and Policy Matrix. These annual reports list all stated objectives, and provide a case by case assessment on whether progress is on track to achieve each of the targets and policies as specified in the matrix. The information has to be collected from the sector M&E Frameworks to the National matrix. The idea is that for each key performance indicator, the Implementation Working Groups (IWGs) provide a description of progress to-date, together with an explanation of why performance has been limited, where progress was slow. The traffic lights in this figure visualise the information in a very accessible and user friendly way. The traffic light colour coding rates progress: green indicates '*on track*', amber '*too early to say*', red '*off-track*'. Essentially, it is a report card that summarised progress in a way accessible to non-technicians.

Figure 1. Traffic light reports to monitor progress

Indicator (Examples)	Progress (Description and assessment of progress)	'Traffic lights' indicator of progress
Primary school net enrolment	Primary school net enrolment increased from 72% in 2000 to <b>90%</b> in 2006, and is well on track to achieve the 100% target for 2010. The challenge is to maintain rates at this high level and increase the quality of education.	 <i>on track</i>
Gini coefficient of income inequality	The Gini coefficient increased to <b>0.50</b> in 2006, up from 0.47 in 2000. Even with concerted efforts, it is unlikely that the 2012 target of 0.40 can be achieved.	 <i>off track</i>
Population growth rate	The population growth rate has reduced from 2.9 per cent in 2000 to <b>2.6</b> per cent in 2006. Although the 2012 target of 2.4 per cent is within reach, actual population levels are beyond target and a faster reduction in population growth would be desirable.	 <i>too early to tell</i>

## **B) Common Performance Assessment Framework (CPAF)**

The National Results and Policy Matrix are used by domestic stakeholders to track progress towards EDPRS goals. The CPAF, selected by development partners in consultation with Government of Rwanda (GoR) as a subset of the National Results and Policy Matrix, provide the basis for development partners to hold the GoR accountable for the use of development assistance. In this way, the perspectives of Rwandan policy makers and donors are aligned and the transactions costs of monitoring are reduced.

## **C) Donor Performance Assessment Framework (DPAF)**

Even if the CPAF is derived from a broader set of EDPRS National level indicators, mutual accountability between the GoR and development partners remain incomplete until a mechanism is established for both parties to assess donor performance. The introduction of the DPAF which is based on Paris Declaration Compliance is used to provide such mechanism. The indicators included in the DPAF are discussed and agreed upon between the GoR and development partners. The matrix facilitates the monitoring efforts of outcomes against donor commitments, and other commitments relating to the volume and quality of aid provided.

## **3. EDPRS Monitoring Institution Framework**

### **A) The EDPRS Central Monitoring Secretariat**

The monitoring of EDPRS progress is the prime responsibility of the Central Monitoring Secretariat. This Secretariat works with Planning Units from all Ministries and Districts which have mandate to monitor their Sector or Districts development strategies and plans. Since 2008; Officers in charge of monitoring and Evaluation (EDPRS facilitators) has been provided to all ministries leading development sectors and to the five provinces. The Central Monitoring Secretariat is a permanent technical body staffed by economists, statisticians, policy analysts and researchers, which analyses information from a variety of sources including ministry data management information systems, surveys and sector reviews, producing policy recommendations. The unit can also conduct detailed research work and give timely analysis to provide quick solutions to emerging bottle-necks.

### **B) Implementation Working Groups**

For effective implementation and monitoring of EDPRS priorities, three clusters were formed such as ***Economic cluster***, ***Governance cluster*** and ***Social cluster***. These clusters are closely aligned to EDPRS priorities and CPAF indicators and policy actions so that they can facilitate the process of monitoring and evaluation. Focal Points (FPs) in the DPU provide monitoring information and analysis to the Central Monitoring Secretariat on the implementation progress of the EDPRS and CPAF indicators and policy actions.

They obtain information on this from the EDPRS Facilitators, who are located for this purpose in the line Ministries and Provinces. Each FP serves also as a channel of communication between the Central Monitoring Secretariat and the Cluster in his/her area of responsibility.

At the political level, monitoring and evaluation is carried out through a single EDPRS review framework that stresses both domestic accountability and development partners' accountability. Domestically, the EDPRS progress is reviewed per semester and annually by the implementation working groups (clusters) through the semester and Annual Progress Report mechanism, which is draw on the Joint Sector Reviews (per semester) and District Imihigo evaluations (per quarter). The Semester and Annual Progress Report are subsequently submitted to PS's forum and Cabinet. The Joint Sector Reviews is supported by regular Public Expenditure Reviews (matching of public expenditure and set objectives), Public Expenditure Tracking Surveys (tracking that public expenditures reached the targeted beneficiaries), Citizen Report Cards and Community Score Cards.

Figure: 2. EDPRS Institutional Framework for Monitoring and Evaluation

