RWANDA CIVIL SOCIETY PLATFORM

An Analysis of Budget Framework Paper

FY 2021-2022
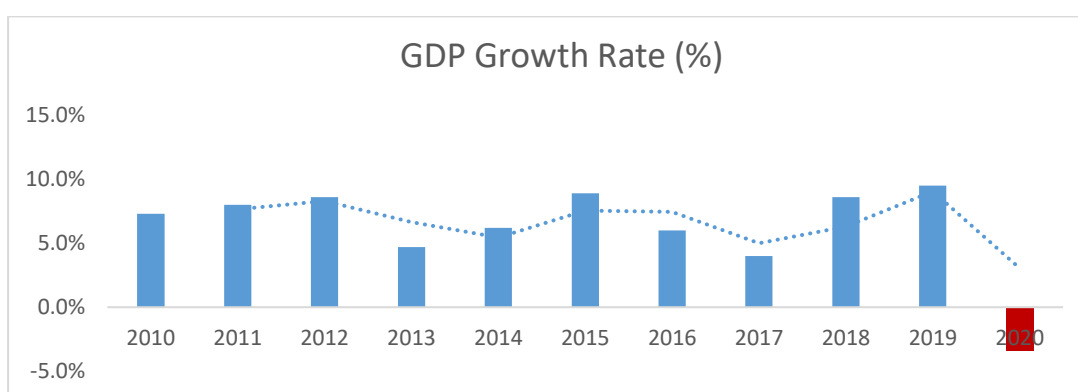
Final Report

1. Overview

Budget Framework Paper is prepared per the Organic Law N° 12/2013/OL of 12/09/2013 on State Finances and Property. It contains information on macroeconomic policy and plans; overall fiscal strategy, such as revenue projections; the overall resource envelope for the medium-term; overall priority, and proposed sectoral expenditure plans.

The objective of BFP is to highlight the economic performance for the current fiscal year as a basis for the medium-term projections, to communicate the available resource envelope for the next fiscal year as well as the strategic expenditure choices behind resource allocation.
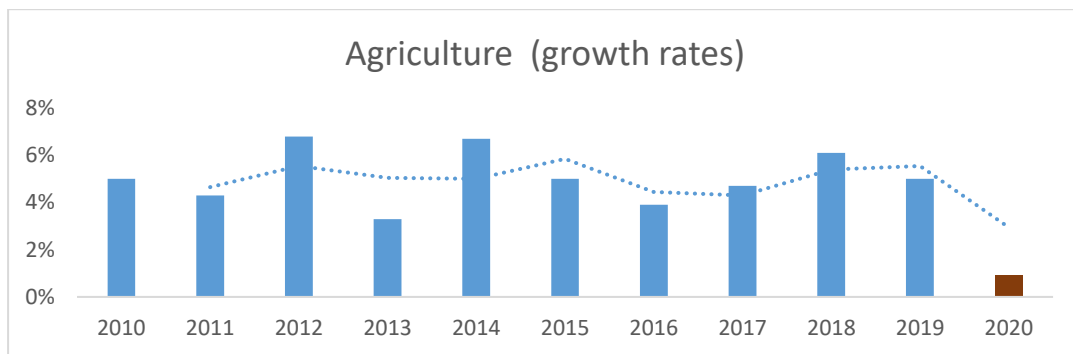
2. Impact of covid 19 on sector performance.

COVID-19 pandemic had a profound impact on the economy due to lockdowns and restrictions measures since March 2020. Although this helped to save lives and avoid terrible economic consequences, restrictions contributed to the sharpest fall in output GDP. This led to an annual contraction of 3.4 % in GDP growth for the year 2020 compared to a growth of 9.4 percent in 2019. The chart below shows details of growth performance in 2020 in various sectors.
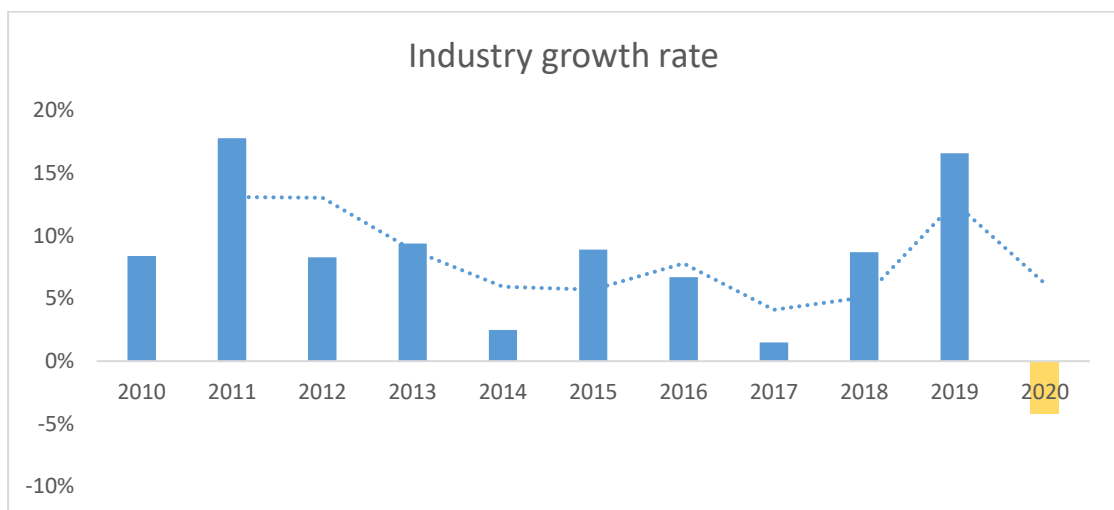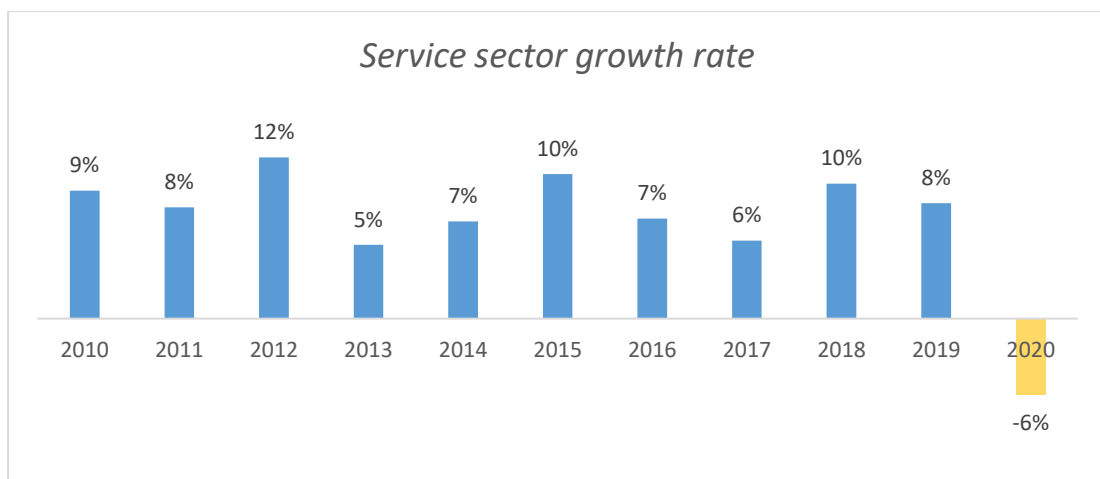
a) Economic growth (-3.4%)

b) Agriculture growth (1%)

Agriculture (growth rates)

Year	Growth
2010	5%
2011	4.3%
2012	6.7%
2013	3.3%
2014	6.6%
2015	5%
2016	3.9%
2017	4.7%
2018	6.1%
2019	5%
2020	1%

c) Industry-growth rate (-4%)

Industry growth rate

Year	Growth
2010	8.5%
2011	18%
2012	8.4%
2013	9.5%
2014	2.5%
2015	9%
2016	6.8%
2017	1.5%
2018	8.8%
2019	16.7%
2020	-4%

d) Service sector growth

Service sector growth rate

Year	Growth
2010	9%
2011	8%
2012	12%
2013	5%
2014	7%
2015	10%
2016	7%
2017	6%
2018	10%
2019	8%
2020	-6%

All sectors except agriculture faced negative growth. Agriculture grew by 1%, the industry contracted by -4%, and the service sector contracted by -6%. In terms of contributions to the GDP, the following charts elaborate sector performances.

3. Government response to covid 19

CSO greatly appreciates the visionary leadership of Rwanda for having managed to contain the spread of covid 19 and reducing the potential loss of human beings to the covid pandemic. We commend the government for the following responses:

Financial services

- BNR instructed commercial banks to ease loan repayment conditions for borrowers, and introduced an extended loan facility of Rwf 50 billion to distressed banks at CBR rate, tenure extended to 3, 6, and 12 months.

- For 3 months, BNR facilitated operators and banks to allow zero charges on all electronic payments, bank account, and mobile money transfers.

Tourism and hospitality

- Provided incentives and tax exemptions to hotels and other tourist attractions and repackaged tourist packages to attract more visitors.

- Promoted domestic tourism and touristic travels within the country remained available even during lockdown to boost local tourism.

Manufacturing and industries

- Launched "build and manufacture to recover" program that packaged special specific incentives and key performance indicators to fast-track private sector investments in manufacturing and construction to boost economic recovery efforts.

- Created the Manufacturing Acceleration Committee consisting of RDB, BNR, PMO, MINECOFIN, MINAGRI, MINICOM, RRA, and MININFRA to identify challenges faced by local manufacturers, propose interventions, and fast-track pipeline projects.

Agriculture

- Used food stock in the National Strategic Reserve to feed the most vulnerable families. More than 5000 Tonnes of food (maize, rice, and beans) were distributed to vulnerable citizens affected during the lockdown in the City of Kigali and Rusizi District.

Businesses

- The MINECOFIN established the Economic Recovery Fund to absorb the effects of the economic shocks to firms with working capital of Rwf 200 billion across various sectors of the economy.

- RRA provided various short-term relief measures which included a month-long suspension of a tax audit, extension of financial statement certification, and an extension of deadlines for filing and paying Corporate Income Tax of 2019.

- MINICOM provided the business with advisory and technical assistance to SMEs to remodel their business plan to cater for the post-crisis.

- E-commerce was facilitated and supported to operate. Some of the e-commerce were zero-rated by MTN from July to August 2020 and during festival season, which allowed people to browse through without being charged. As a result, the number of e-commerce grew exponentially.

Health

- Established governing and multisector coordination structures and a national COVID19 Preparedness and Response Plan to guide operations and resource mobilization.
- Expedited resource mobilization for emergency procurement of needed supplies and logistics (Testing kits, PPEs, Ventilators, etc.) and established strict localized and total lockdown to minimize the rate of infection's spread.
- Central Government and districts established Rapid Response Teams including epidemiologists, clinicians, psychologists, lab tech, medical doctors, IPC officers, and nurses.
- Increased the national testing capacity to 7 laboratories in a strategic location to support the national reference laboratory.
- Conducted public awareness campaign and consistent proper communication that aired via Radio, TV, Social Media, LED Screen.
- Established isolation, quarantine centers for managing suspected and confirmed COVID-19 cases and initiated home-based care with support from a network of Community Health Workers.
- Strengthened surveillance system to monitor the COVID-19 pandemic (Systematic screening at Port of Entry (KIA and Land borders); Drive-through and walk-throughs; mass screening; contact tracing, etc...
- Leveraged the use of IT Solutions and Technology innovations including thermal scanning camera, contact tracing, digital surveillance, smart bracelets, drones, robots, and geo hotspot mapping.

Education

- Established an online teaching platform in classes.
- Initiated the audio-visual lessons on Television.
- Improved capacity for Water, sanitation, and hygiene (WASH) within and around schools (handwashing facilities, within and around schools.
- Continued efforts to pay salaries for public teachers the whole period of COVID to date.

Sport activities

- Limited the allowed sport to non-contact and individual sport. The other team sports and training re-opened gradually as the Ministry saw fit under strict COVID-19 preventive measures.
- MINISPORTS in partnership with RBC has agreed to plan and conduct training of medical staff from all Sports Federations on responsiveness and management of COVID-19 cases in teams and/or during sporting events.

Gender equality

- A 24-episode serial drama on Gender-Based Violence (GBV) prevention and response was launched to further sensitize the general public on GBV prevention and response especially during the COVID-19 outbreak and lockdown.
- To address the child abuse issues, the community-based child and family protection group of volunteers commonly known as "Friends of Family" close monitoring and follow-ups in villages were intensified. Additionally, the model of Isange One Stop Centres (IOSCs) services and response measures continued running 24/7 during and post lockdown period in all 44 centers.

Citizens related measures

- Limited the numbers of participants in weddings, civil marriages, churches, burial, and mourning ceremonies, and court hearings.
- Established youth volunteers to support the enforcement of covid-19 measures and organized their facilitation allowances.
- Monitoring daily home-based care for covid-19 victims to ensure that they isolate to limit transmission of covid -19 to others.
- Established teams at all levels of Local Government to follow up on compliance with preventative measures, especially at high trouble spots.

Law and order

- From court hearings using online platforms, the new concept of the electronic court is emerging, and it will be integrated into the existing IECMS (Integrated Electronic Case Management System).

- Citizen complaints are passing through the e-citizen platform, and civil status registration is happening through the Irembo platform.

4. BFP 2021-2022 (Budget Allocation by NST1 Pillars)

Following the impact of covid 19 on the economy as highlighted in the previous subchapter, BFP, and budget for the FY 2021-2022 prioritized spending on sectors that will help the economy to recover quickly. Many of these activities are in the economic transformation pillar. The chart below shows how the budget has been allocated between the NST! Pillars.
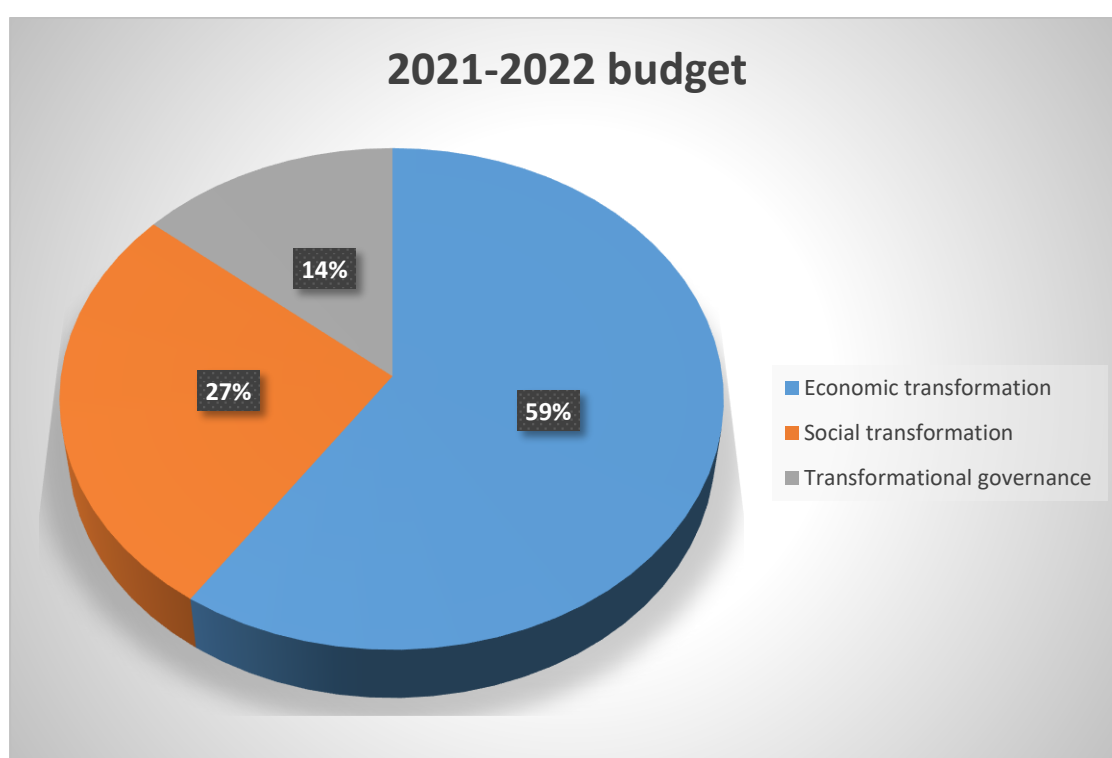

- The economic transformation pillar was allocated more than half of the entire budget for the FY 2021-2022. This is in line with measures to ensure quick recovery of the economy and expedite job creation.

Economic transformation
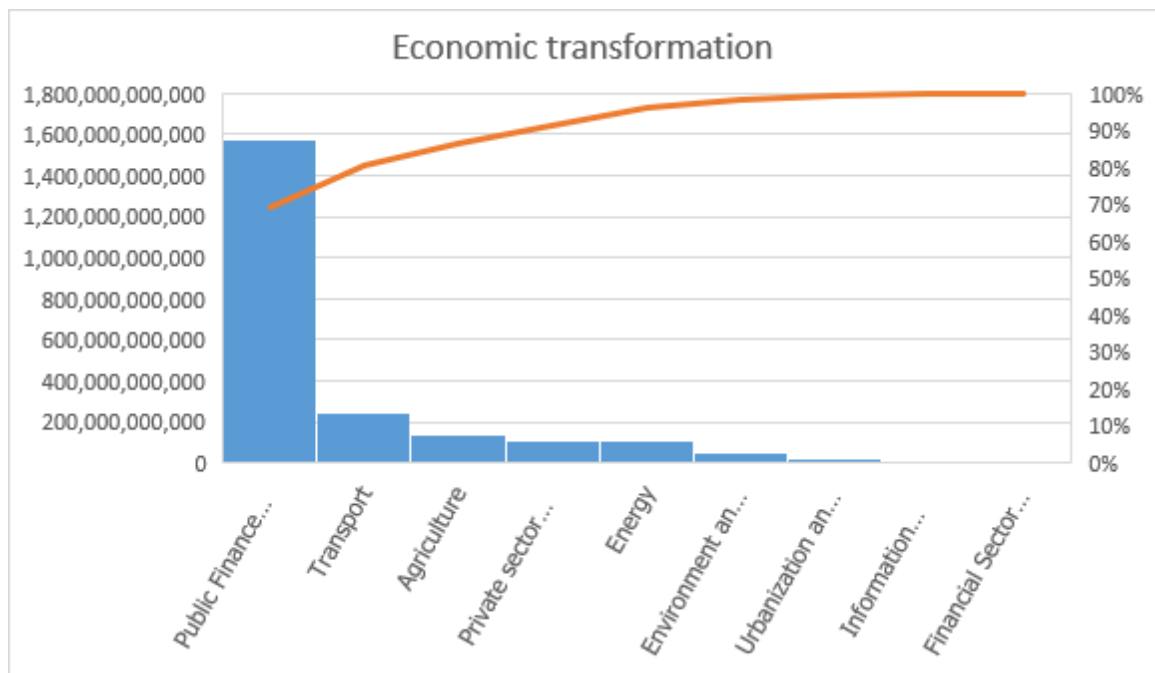
Issue 1: It's not clear why public finance is allocated a big share of the budget than key sectors like Agriculture, the Private sector, and many others that have a direct impact on the economy.

## Social Transformation Pillar

The overarching goal for the Social Transformation Pillar is to develop Rwandans into capable and skilled people with quality standards of living and a stable and secure society.

Social transformation
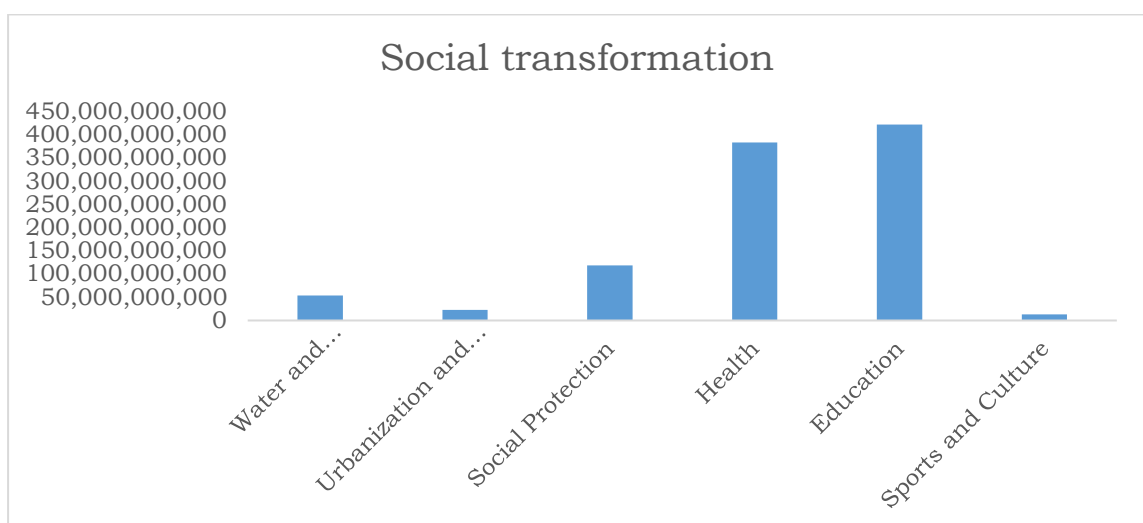
Issue 2: water and sanitation are allocated a small share of the budget compared to other social transformation components like education and health.

Water is key especially during this time around to prevent the further spread of covid19 in social organizations like schools, health facilities, and market infrastructures.
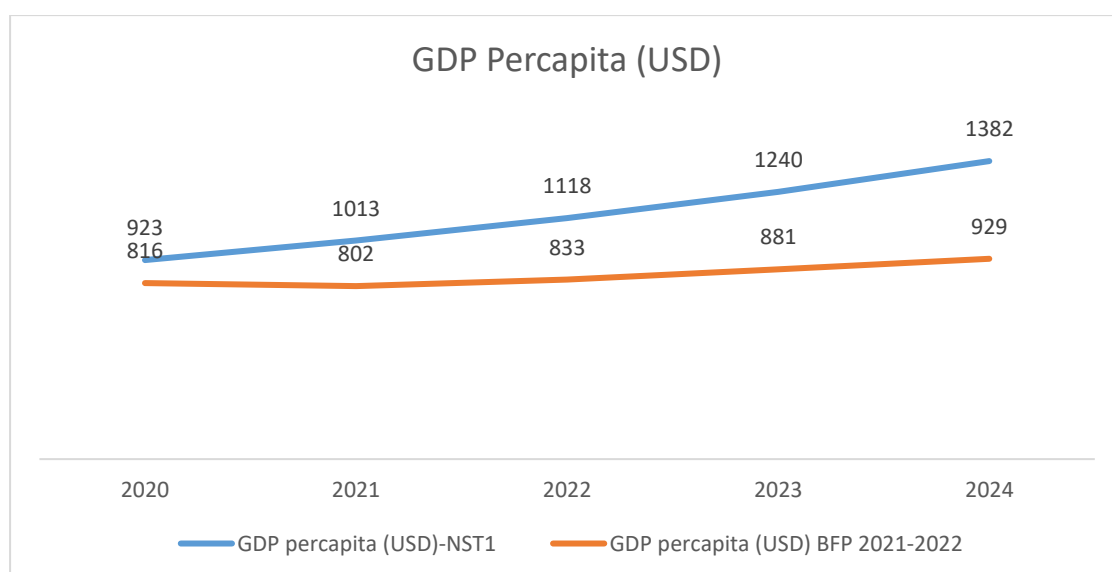
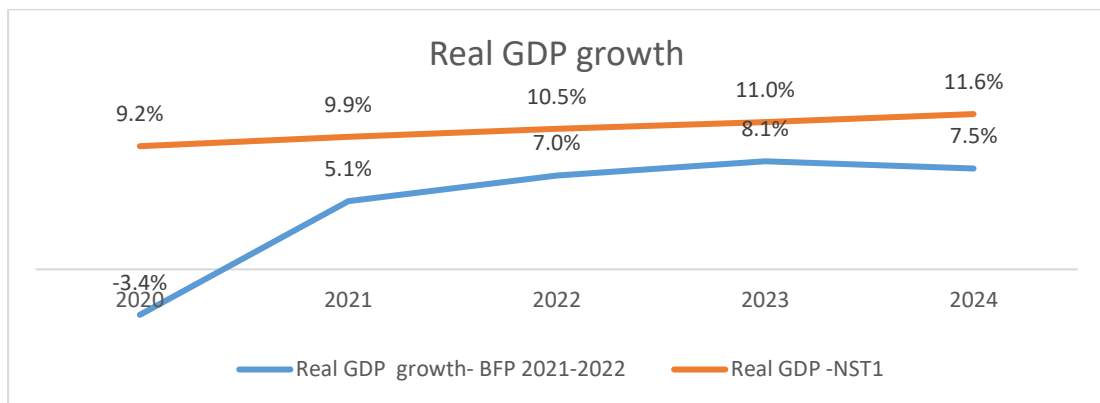## a) Transformational Governance Pillar
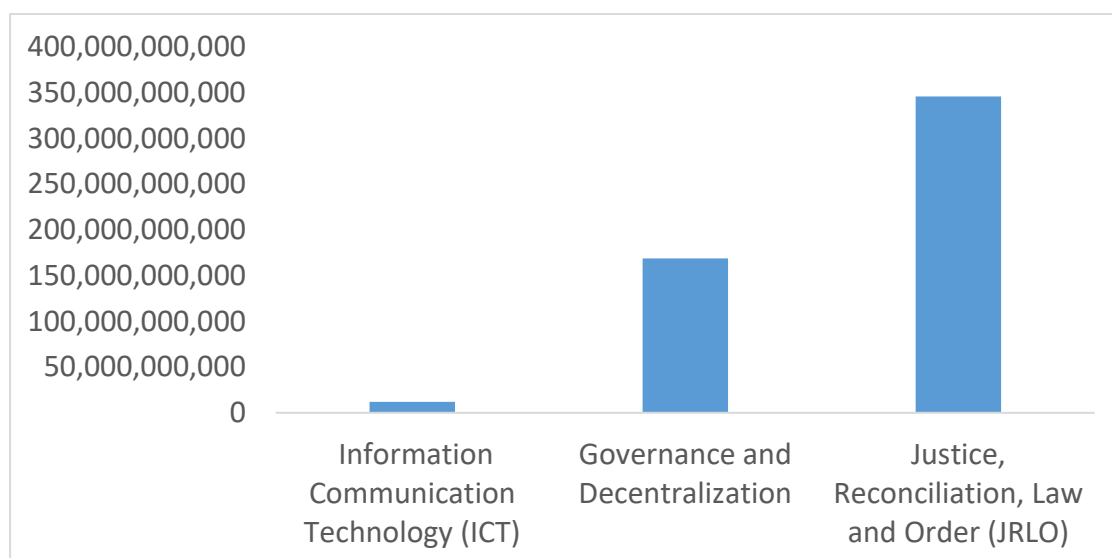
Issue 3: Rwanda has designed all the strategic planning around ICT as an enabler for any future development to happen. This need has not translated into budget allocation to achieve major investments in ICT.

5. Analysis of key NST1 and BFP targets
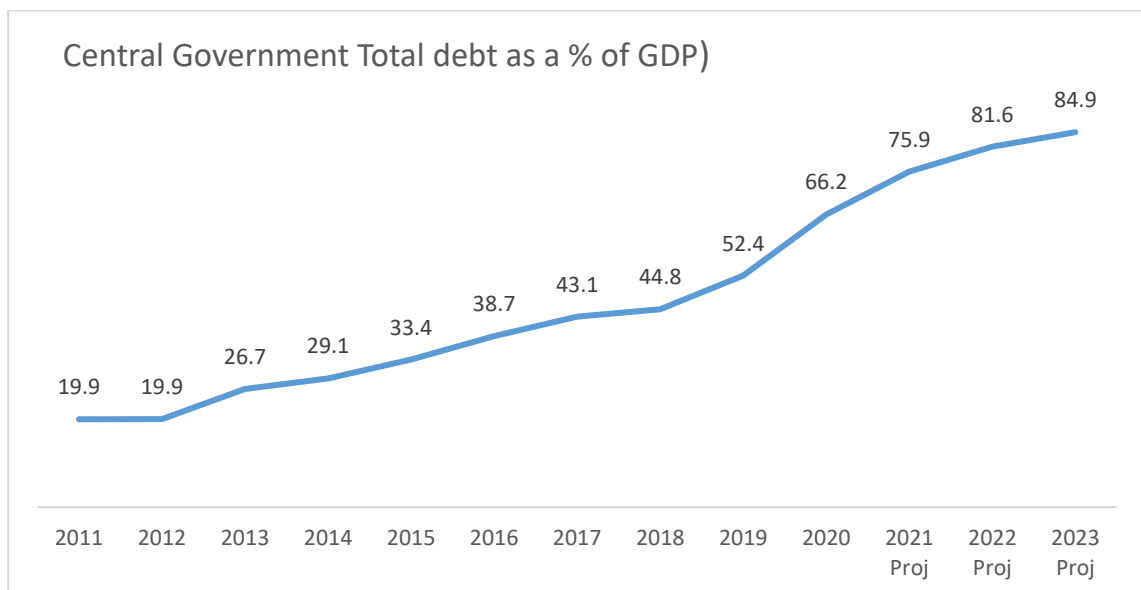
- **GDP per capita**.

- **Real GDP growth**

Real GDP growth

9.2%   9.9%   10.5%   11.0%   11.6%

5.1%   7.0%   8.1%   7.5%

-3.4%
2020   2021   2022   2023   2024

— Real GDP growth- BFP 2021-2022   — Real GDP -NST1

Issue 4: BFP projections on GDP per capita are far less NST1 targets from 2020-2024. If BFP projections are accurate, then NST1 has to be revised. This equally applies to real GDP targets.

6. Analysis of Debt Management

- **Central Government debt as a % of GDP**

Central Government Total debt as a % of GDP)

84.9
81.6
75.9
66.2
52.4
44.8
43.1
38.7
33.4
29.1
26.7
19.9   19.9

2011   2012   2013   2014   2015   2016   2017   2018   2019   2020   2021   2022   2023
Proj   Proj   Proj

Issue 5: The higher the debt/GDP ratio, the less likely the country back its debt and the higher its risk of default, which could cause financial panic in domestic and international markets. This is the very first time Rwanda's debt/GDP ratio reached 80%. Parliament has to ask the government for actions.

- **Domestic debt stock**

Domestic debt-stock (Frw)
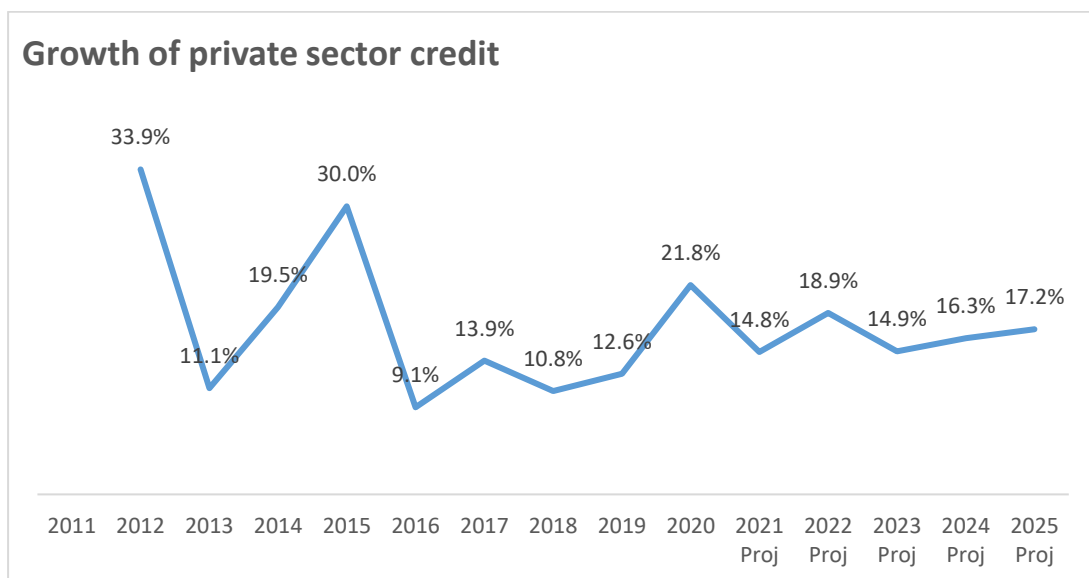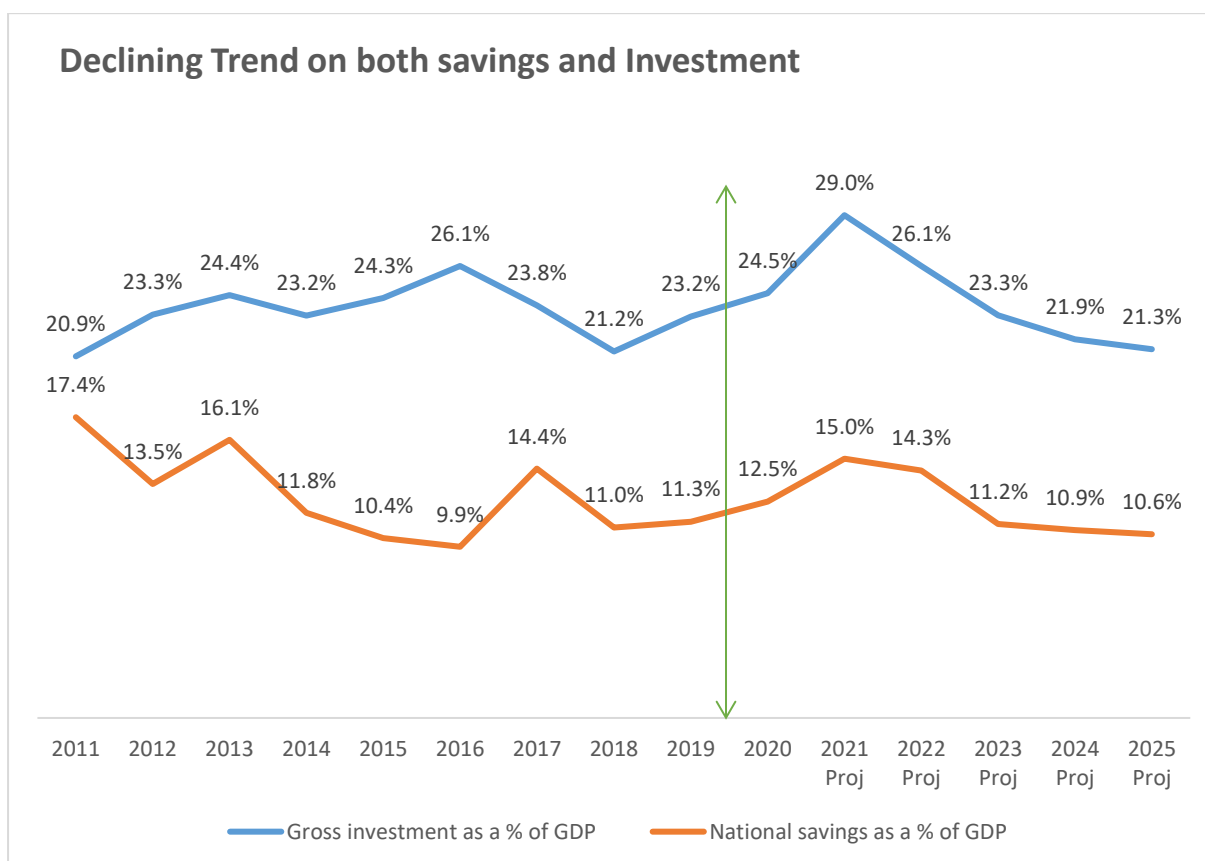
Year	Value
2010	~170,000,000,000
2011	~175,000,000,000
2012	~200,000,000,000
2013	~250,000,000,000
2014	~320,000,000,000
2015	~420,000,000,000
2016	~475,000,000,000
2017	~550,000,000,000
2018	~625,000,000,000
2019	~825,000,000,000
2020	~1,225,000,000,000
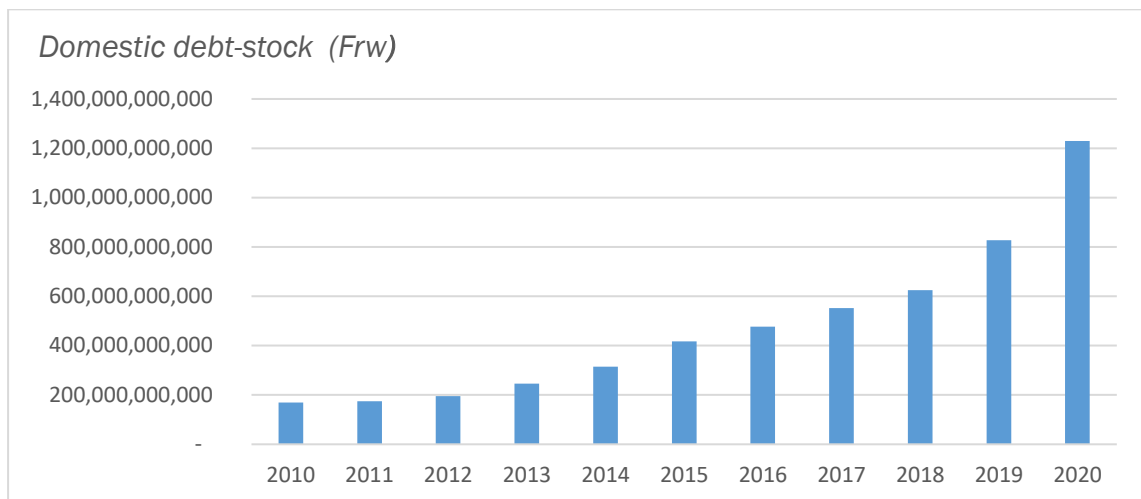
Issue 6: Domestic debt stock accumulation may cause negative effects on the economy. If the debt service repayment regime exceeds the ability to pay, it will lead to debt overhang, the interest becomes higher than the principal and the effect becomes negative and may lead to the crowding-out effect.

Private sector credit

Growth of private sector credit

Year	Growth
2012	33.9%
2013	11.1%
2014	19.5%
2015	30.0%
2016	9.1%
2017	13.9%
2018	10.8%
2019	12.6%
2020	21.8%
2021 Proj	14.8%
2022 Proj	18.9%
2023 Proj	14.9%
2024 Proj	16.3%
2025 Proj	17.2%

Issue 7: Credit to the private sector will grow by 14.8% in 2021 from 21.8% in the year 2020. This target is a bit scary given that this is the time when economic agents expect financial institutions to lend more to facilitate economic recovery.

7. Analysis of savings and Investment

Declining Trend on both savings and Investment

Gross investment as a % of GDP: 2011: 20.9%, 2012: 23.3%, 2013: 24.4%, 2014: 23.2%, 2015: 24.3%, 2016: 26.1%, 2017: 23.8%, 2018: 21.2%, 2019: 23.2%, 2020: 24.5%, 2021 Proj: 29.0%, 2022 Proj: 26.1%, 2023 Proj: 23.3%, 2024 Proj: 21.9%, 2025 Proj: 21.3%

National savings as a % of GDP: 2011: 17.4%, 2012: 13.5%, 2013: 16.1%, 2014: 11.8%, 2015: 10.4%, 2016: 9.9%, 2017: 14.4%, 2018: 11.0%, 2019: 11.3%, 2020: 12.5%, 2021 Proj: 15.0%, 2022 Proj: 14.3%, 2023 Proj: 11.2%, 2024 Proj: 10.9%, 2025 Proj: 10.6%
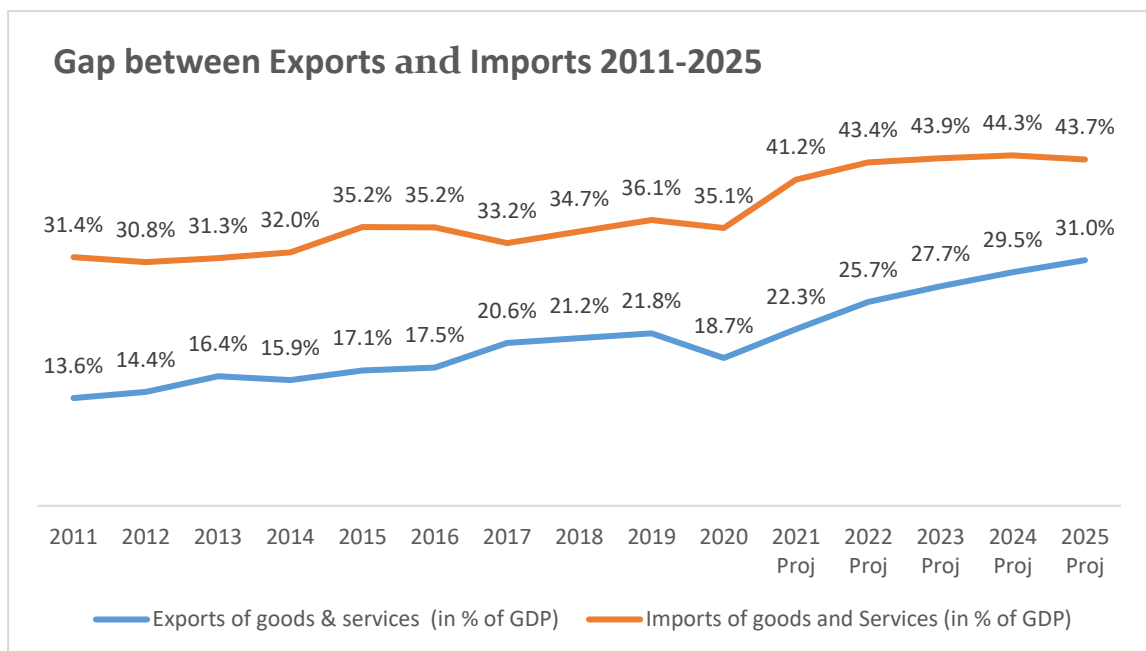
Issue 8: Declining savings and investment means reductions in economic growth and living standards. The above graph shows that both investment and savings will decline until 2025. This message somehow casts a lot of doubt on whether the government will achieve economic growth targets as Indicated under Real GDP growth projections.

If the projections above are to be believed, then the current BFP should have indicated serious strategies for long-term saving mobilization especially through revamping of the EJO HEZA program.

8. Analysis of Trade and Commerce

The gap between imports and exports continues to widen.

Gap between Exports and Imports 2011-2025

Exports of goods & services (in % of GDP): 13.6%, 14.4%, 16.4%, 15.9%, 17.1%, 17.5%, 20.6%, 21.2%, 21.8%, 18.7%, 22.3%, 25.7%, 27.7%, 29.5%, 31.0%

Imports of goods and Services (in % of GDP): 31.4%, 30.8%, 31.3%, 32.0%, 35.2%, 35.2%, 33.2%, 34.7%, 36.1%, 35.1%, 41.2%, 43.4%, 43.9%, 44.3%, 43.7%

Years: 2011, 2012, 2013, 2014, 2015, 2016, 2017, 2018, 2019, 2020, 2021 Proj, 2022 Proj, 2023 Proj, 2024 Proj, 2025 Proj

Issue 9: Projections for imports continue to increase than exports, which means widening of the trade balance. This suggests the impact of made in Rwanda and other domestic recapturing strategies have not been effective despite government efforts.

## 9. Analysis of BFP for agriculture competitiveness

a. Rice.

Rice production

Production and Imports for years 2018, 2019, 2020.
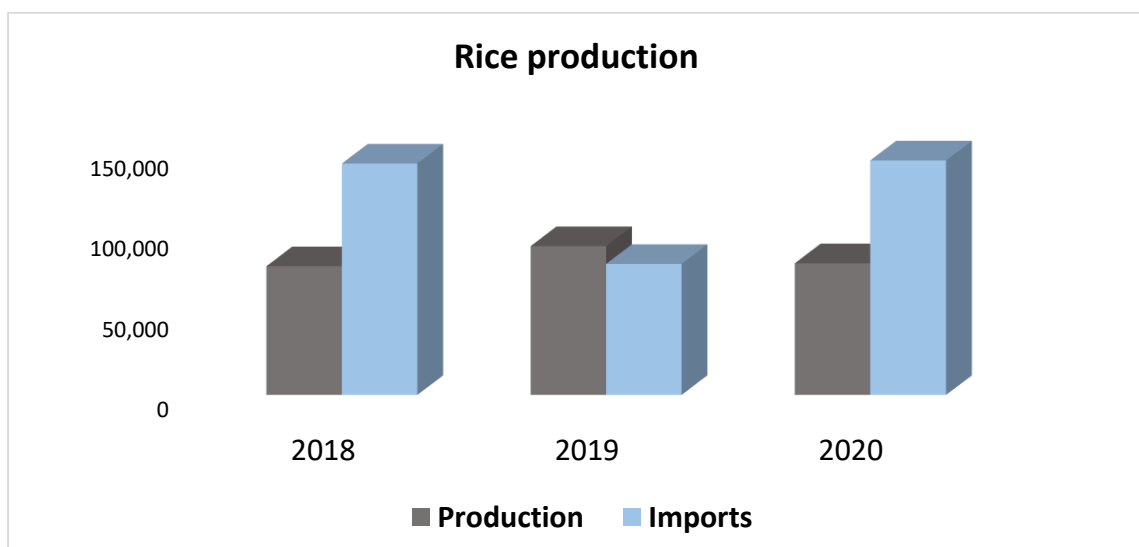
Issue10: The graph above highlights the fact that much as Rice production in Rwanda is improving, the local market is still dominated by imported rice. The quality and price of imported rice are favorable to locally produced rice. Moreover, there are many unsold stocks or rice across districts. This issue must be resolved quickly.

- **Fixing prices for agriculture products is not yielding to the desired objectives.**

    Milk: Farmers supply 1Liter of Milk at the Milk collection center at a price of Frw 200. But the same litter of Milk costs 1200Frw after processing and packaging. This price structure does not encourage farmers because while the price is fixed, the cost of inputs for agriculture is not fixed. Secondly, the price after processing doesn't favor consumers either because it's too expensive and moderate consumers can't afford it. Because of this price rigidity, farmers have resorted to selling milk informally because most of the time Milk collection centers are not attractive and have low capacity. Currently, it is estimated that only 18% of milk go through Milk collection centers to the processing plants, the rest end up to the communities through informal channels as indicated below:
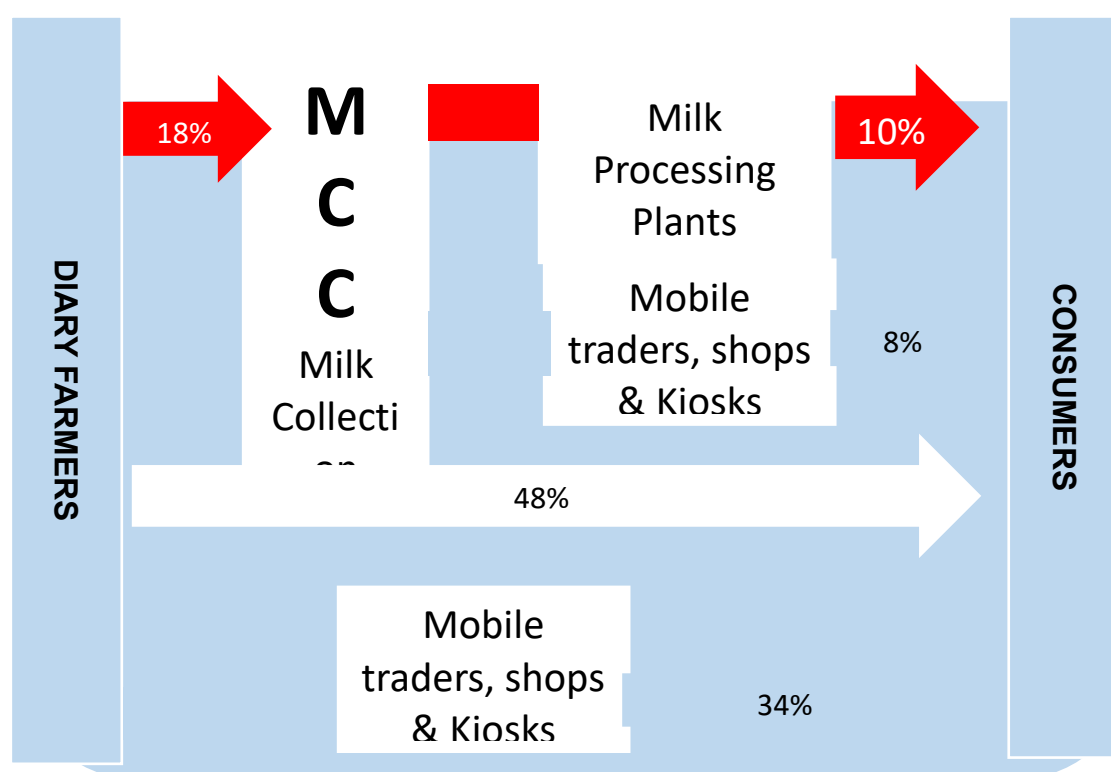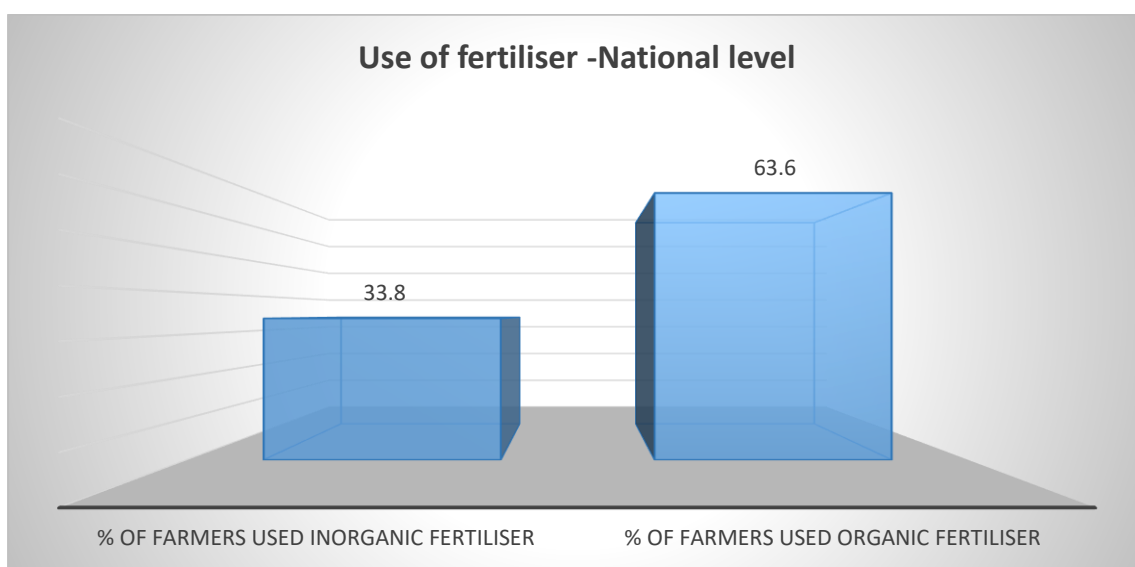
Issue 11: Fixing agriculture commodities will not help because everyone losses in the process. Farmers are given low prices that can't help to recoup the investment, and at the same time, consumers get the final product at a very high price. Example: 1liter of milk costs 200 Frw at the Milk collection center and the same liter costs 1200 Frw after processing.

- **No Budget was allocated to one of the key subprograms "Farmers – market linkages infrastructure**".

Farmers -Market linkages infrastructures

6,348,713,460

200,000,000   0   0

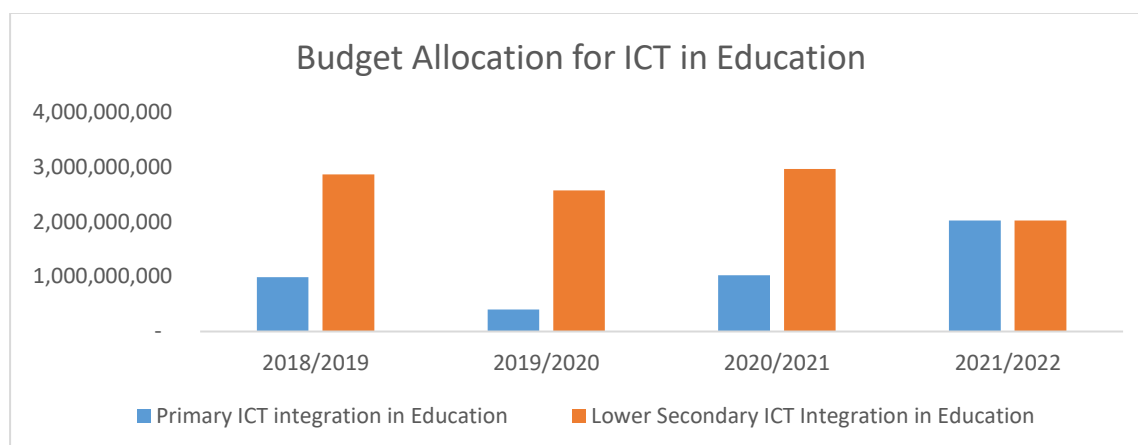2018/2019   2019/2020   2020/2021   2021/2022
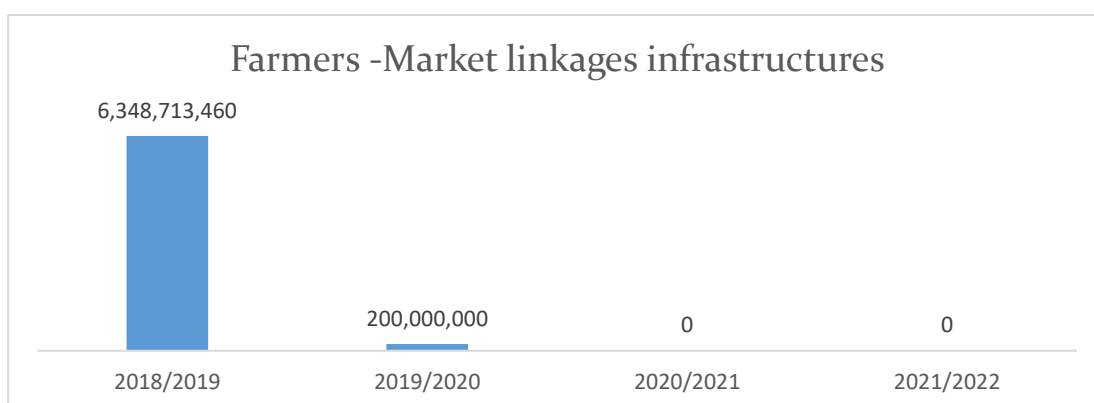
Issue 12: Despite the market issues explained above, the current BFP did not allocate a budget to the related program on farmers-market linkages infrastructure. MINAGRI stopped allocating a budget to this program in 2019-2020. Budget allocation should have helped to link farmers to the market and give value to their harvests**.**

- **Limited use of inorganic fertilizer.**

Use of fertiliser -National level

63.6

33.8

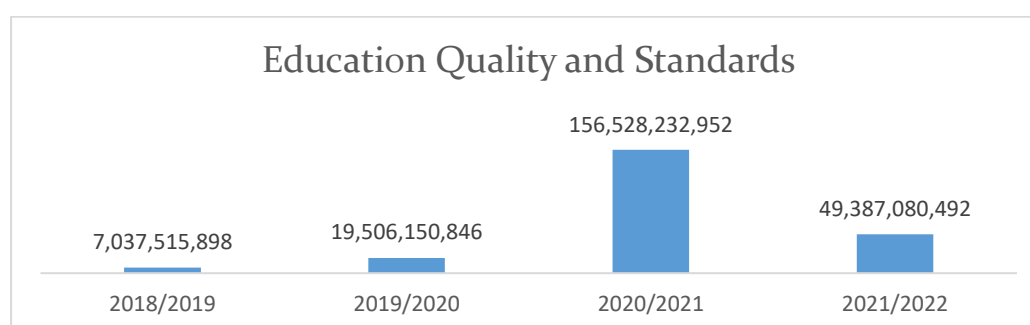% OF FARMERS USED INORGANIC FERTILISER   % OF FARMERS USED ORGANIC FERTILISER

Issue 13: Both organic and inorganic fertilizers provide the necessary nutrients for growth, but where inorganic fertilizers deliver a rapid dose of nutrients that increase productivity than a slower and more natural organic fertilizer. The above chart indicates that Rwandan farmers use inorganic fertilizer by 33% and organic fertilizer by 64%.

10. Analysis of education sector budget

Budget Allocation for ICT in Education

■ Primary ICT integration in Education   ■ Lower Secondary ICT Integration in Education

Issue 14: Government continues to invest heavily in ICT in Education by traditionally distributing computers and other ICT devices in schools some of which don't have qualified teachers to teach ICT lessons, or other schools don't have electricity. Consequently, most of the schools key these computers in stores or just use them inappropriately.
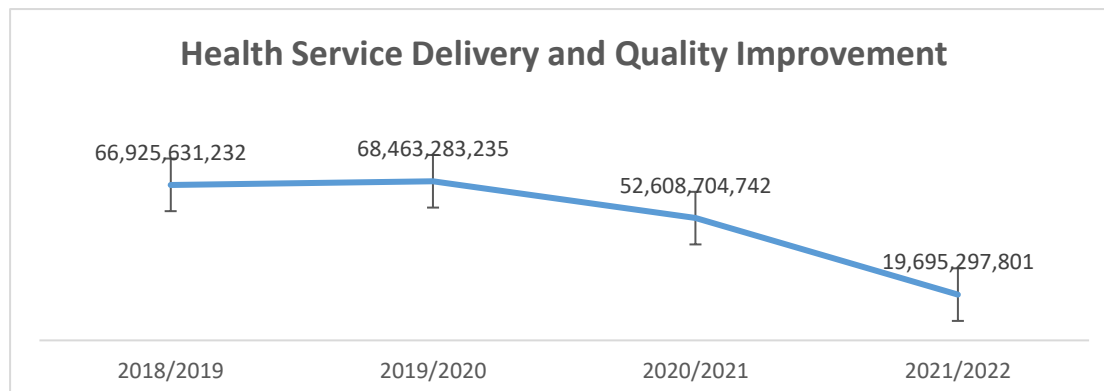
- **Education quality and standards.**

Education Quality and Standards

		156,528,232,952	
7,037,515,898	19,506,150,846		49,387,080,492
2018/2019	2019/2020	2020/2021	2021/2022

Issue 15: Allocation of budget to finance improved quality of education and standards has been inconsistent. The graph above shows that in 2020-2021, the government invested heavily in the program. This budget has
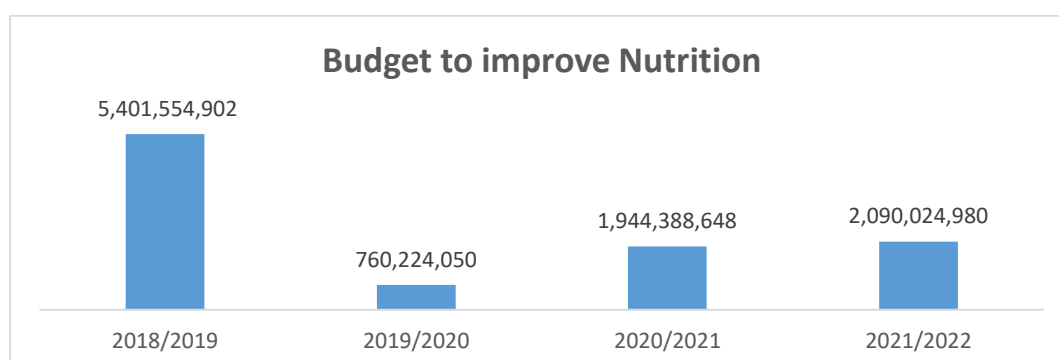
sharply reduced for the year 2021-2022. Moreover, education quality has been the main issue in the education system in Rwanda.

11. Analysis of health sector budget

Health Service Delivery and Quality Improvement

|			
66,925,631,232	68,463,283,235	52,608,704,742	19,695,297,801
2018/2019	2019/2020	2020/2021	2021/2022

Issue 16: Budget allocation to improve health care service delivery has maintained a declining trend since 2018. On contrary, service delivery in health facilities continues to deteriorate. Many issues concerning perfecting customer care, having a good patient-doctor relationship have not improved.

- **Improved nutrition for children under five (5) years**

Budget to improve Nutrition

5,401,554,902	760,224,050	1,944,388,648	2,090,024,980
2018/2019	2019/2020	2020/2021	2021/2022

Issue 17: Budget allocation to improve Nutrition and reduce stunting is shrinking since 2018 and starting to slowly pick up in 2021-2022. This constrains the NST1 target of reducing the prevalence of chronic malnutrition (stunting) among under 5 Children from 38% in 2017 to 19% in 2024.

12. Analysis of infrastructure budget

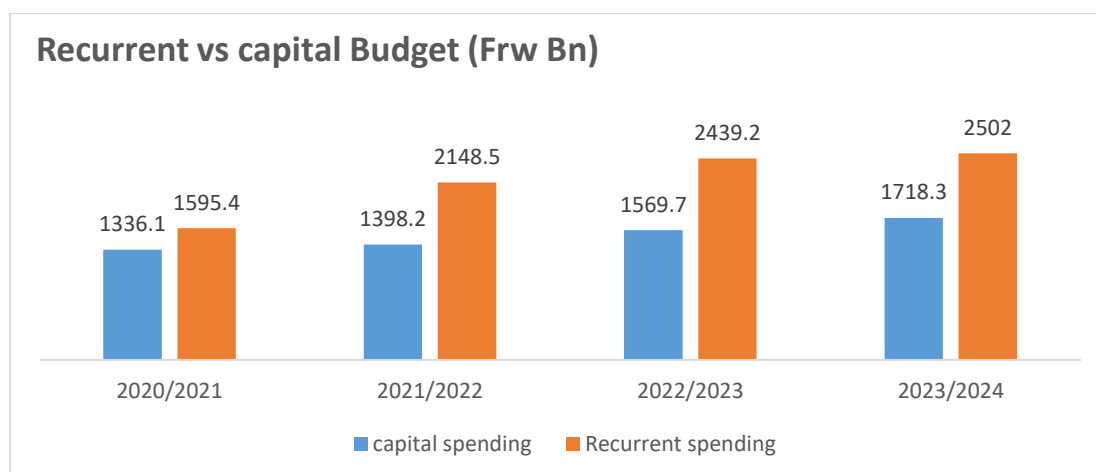### Drinking water vs Road Infrastructure
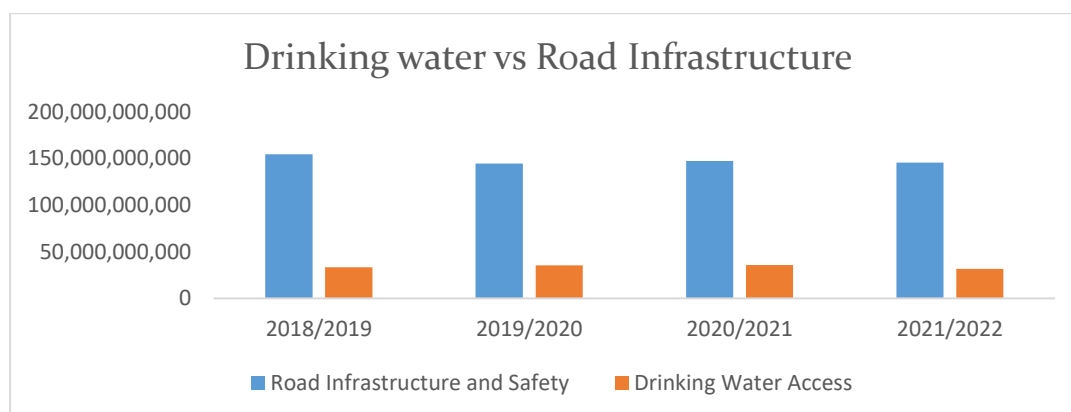
Issue18: Water infrastructure is allocated a lower budget compared to transport. Allocation of budget did not consider the current need for water investments across the country to prevent covid 19 spread. Places like schools and hospitals need more water than ever.

13. Analysis of Industry and Trade Budget

Domestic industries competitvess vs Logistics Infrastructure
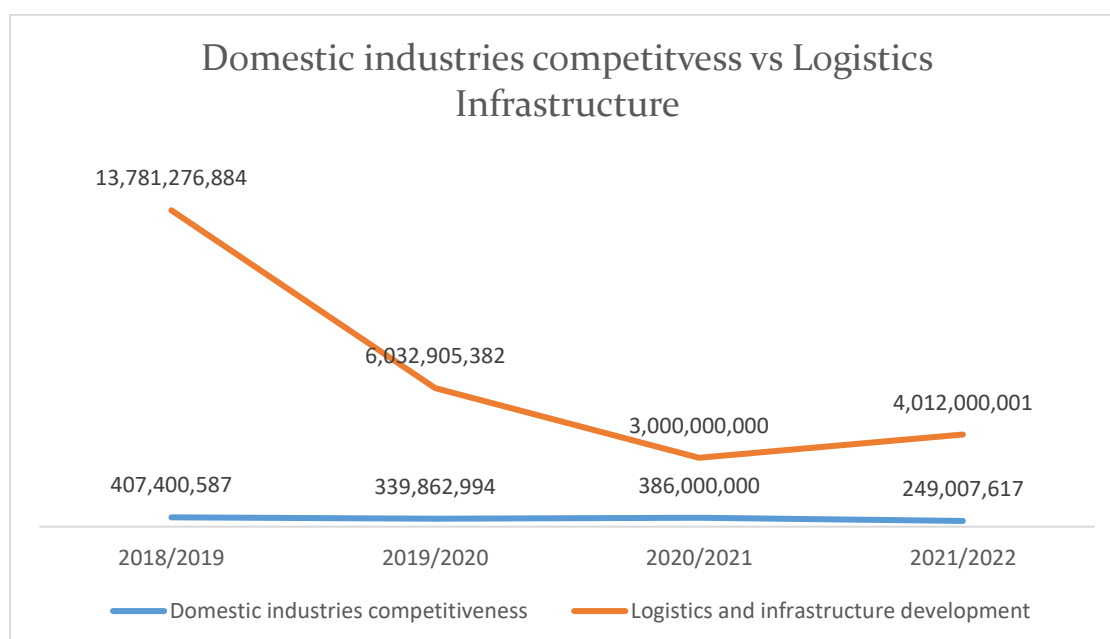
Issue 19: The budget allocation to improve the competitiveness of domestic industries has remained stagnant and reducing in some cases. The graph above compares the budget allocations to the competitiveness of domestic industries compared to allocations for logistics and infrastructure development. This is contrary to made in Rwanda policy.

14. Analysis recurrent and capital investment

Recurrent vs capital Budget (Frw Bn)

	2020/2021	2021/2022	2022/2023	2023/2024
capital spending	1336.1	1398.2	1569.7	1718.3
Recurrent spending	1595.4	2148.5	2439.2	2502

Issue 20: current budget continues to grow bigger every year than the capital budget. This affects spending on investment and development spending, where expenditures have benefits like Public goods that enhance private sector development like roads and water systems and intangibles goods such as education and research.

15. Analysis of district Budget

Block Grant Table for FY2021 - 2022

S/N	DISTRICT		Sectors	Population	Poverty (2013/14 EICV4 Data)	Poverty (2016/17 EICV5 Data)	Combined Weight		Total Allocation FY 2021/2022
Parameters & Weights - Population (20) , Poverty (30), No. of Sectors (50)								
						Total Amount Available:			**59,260,338,607**
			PARAMETERS						
			(1)	(2)		(3)			
1	Ngoma		3.7%	3.6%	4.2%	3.1%	3.5%		2,195,313,062
2	Bugesera		3.9%	3.9%	3.1%	3.9%	3.9%		2,138,623,816
3	Gatsibo		3.7%	4.6%	3.9%	4.8%	4.2%		2,365,644,127
4	Kayonza		3.1%	3.7%	2.4%	2.3%	3.0%		1,825,826,780
5	Kirehe		3.1%	3.6%	3.7%	4.0%	3.5%		2,039,962,712
6	Nyagatare		3.7%	5.0%	3.9%	6.3%	4.7%		2,510,130,060
7	Rwamagana		3.7%	3.3%	2.3%	1.6%	3.0%		2,342,912,498
8	Huye		3.7%	3.5%	2.9%	3.3%	3.5%		1,783,114,798

9	Nyamagabe	4.5%	3.6%	3.7%	3.9%	4.1%	2,492,579,273
10	Gisagara	3.4%	3.4%	4.8%	4.5%	3.7%	2,436,352,881
11	Muhanga	3.1%	3.4%	2.7%	2.6%	3.0%	1,573,866,427
12	Kamonyi	3.1%	3.6%	2.3%	2.1%	2.9%	1,597,224,962
13	Nyanza	2.6%	3.4%	3.4%	3.6%	3.1%	1,816,464,805
14	Nyaruguru	3.7%	3.1%	4.3%	3.6%	3.6%	2,326,466,720
15	Rusizi	4.7%	4.3%	3.1%	3.7%	4.3%	2,357,075,769
16	Nyabihu	3.1%	3.1%	3.5%	3.3%	3.2%	2,155,820,446
17	Rubavu	3.1%	4.3%	3.2%	3.7%	3.5%	1,565,626,088
18	Karongi	3.4%	3.5%	4.0%	4.5%	3.8%	2,030,112,359
19	Ngororero	3.4%	3.6%	4.4%	4.1%	3.6%	2,311,584,797
20	Nyamasheke	3.9%	4.1%	5.5%	6.3%	4.7%	2,541,674,504
21	Rutsiro	3.4%	3.5%	4.6%	3.9%	3.6%	2,569,947,446
22	Burera	4.5%	3.6%	4.5%	4.0%	4.2%	2,442,029,082
23	Gicumbi	5.5%	4.2%	4.9%	3.2%	4.6%	2,870,385,819

#	District							Budget
24	Musanze		3.9%	3.9%	3.1%	3.9%	3.9%	1,932,101,303
25	Rulindo		4.5%	3.1%	4.3%	4.1%	4.1%	2,447,930,910
26	Gakenke		5.0%	3.6%	3.8%	2.9%	4.1%	2,903,427,501
27	Ruhango		2.4%	3.4%	3.4%	2.8%	2.7%	1,688,139,662
	TOTAL		**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**59,260,338,607**
		Weights :	0.5	0.2		0.3	1.0	

- **Issue 21: Block Grants allocation formula is old and has to change.** The current Parameters & Weights (1) the number of sectors in a district is given a weight of 50%, The size of the population is given a weight of 20%, then the poverty index is given a weight of 30%. This formula should be reviewed because some parameters are not rational and should not be used as the basis to allocate the budget**.** In some cases, wealthier districts will be given more budget than the poor ones because of these parameters. For example, Gicumbi will take a big share of the block grant budget than Nyanza based on the number of sectors (21 sectors for Gicumbi vs Nyanza with 10 sectors).

Gicumbi vs Nyanza
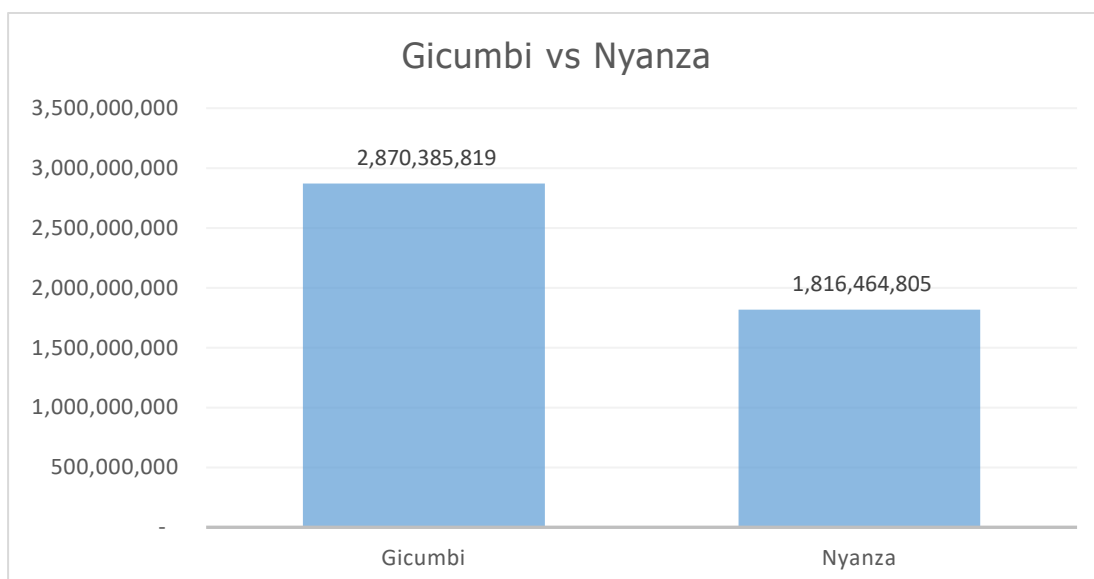
Nyagatare is allocated more budget than Huye based on population (466,944 for Nyagatare vs 328,298 Huye) because they have the same number of sectors.

Nyagatare vs Huye
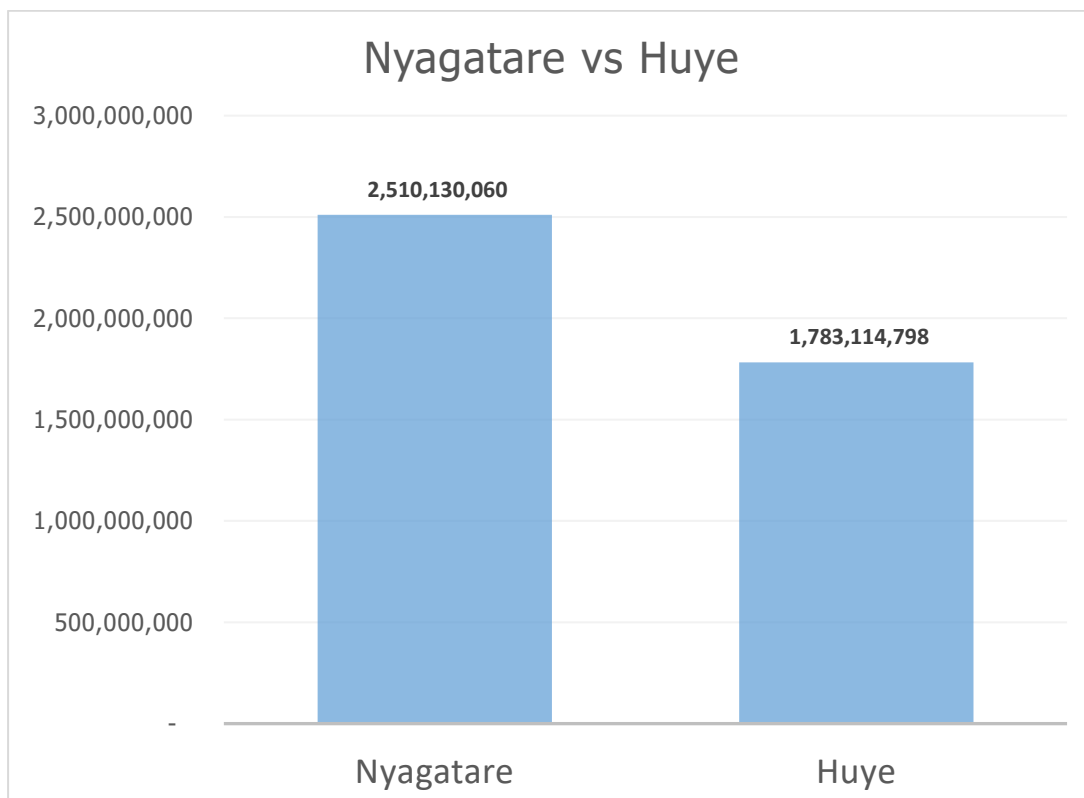
- **District own revenue planning is weak.**

District Budget Frw)

	1	2	3
■ 01 Block Grant (Districts)	59,260,338,607	68,429,004,044	73,141,676,892
■ 02 Earmarked Transfers (Districts)	435,436,386,468	485,515,095,235	527,765,977,210
■ 03 Own Revenues	87,729,279,112	95,780,340,514	100,550,834,548

■ 01 Block Grant (Districts)   ■ 02 Earmarked Transfers (Districts)   ■ 03 Own Revenues
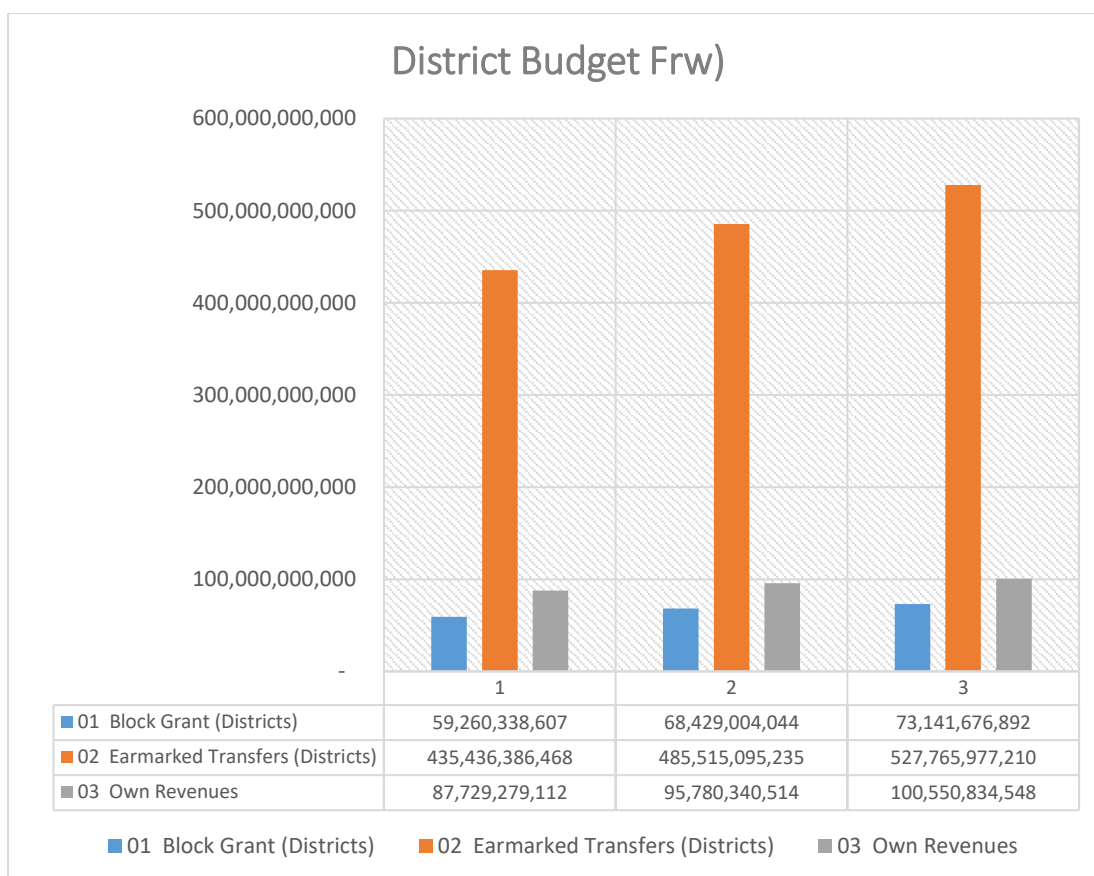
Issue 22: Districts have failed to raise more own revenues and consequently rely heavily on central government transfers. This weakens the principle of fiscal decentralization and does not unleash the potentialities of every district.

Recommendations for BFP

1. Need for policies to properly manage public debt to avoid associated risks and unnecessary burdens to future generations.

2. Need for policies to improve the competitiveness of agriculture commodities and local industries.

3. Need for policies to revitalize fiscal and financial decentralization to trigger more own revenues and increase the tax base in the local entities and reduce over-dependence on the central government transfers.

4. Need to revise the Block Grants allocation formula to include other variables and remove the outdated ones.

5. Need to improve efficiency in government spending to give more room for the capital development budget to grow.

6. To strengthen research and innovation especially in the agriculture value chains to become more competitive and recapture the domestic market.

7. Need for policies to improve the competitiveness of domestically produced rice. Currently, rice from Pakistan and Tanzania dominates the local market yet our local rice overstays in stores due to issues of quality and prices.

8. Need for policies to increase national savings especially on long term savings (Ejo Heza) program

9. Need to urgently work on the issue of prices for milk, rice, and maize.

10. Assess the readiness of schools before scale-up ICT in education and especially the distribution of ICT devices.

11. Increase the budget allocated on access to clean water in especially in schools and health facilities and budget for nutrition and stunting.

Overview

- Analysis of GBS 2021-2022 will focus on key (5) spending Ministries and a few sampled districts. gender situational analysis, targets, activities, and budget allocated to respond to the gender gap will be key.
- Data will be collected from Various documents including the National Strategy for Transformation 1, National Gender Policy, Annal reports on gender, other previous studies on gender mainstreaming, and other related documents such as previous gender budget statements from fiscal 2020-2021.
- The analysis will also be supported by data collected by different institutions mainly the institute of statistics of Rwanda through different surveys as well as other administrative data that have data on gender gaps. Graphs, charts, tables, and other presentations will be used to summarize the findings.

1. Gender gaps in Agriculture sector

- **Horticulture.** The situational analysis indicated a gender gap in horticulture where men are the most involved than women as indicated on the graph below.
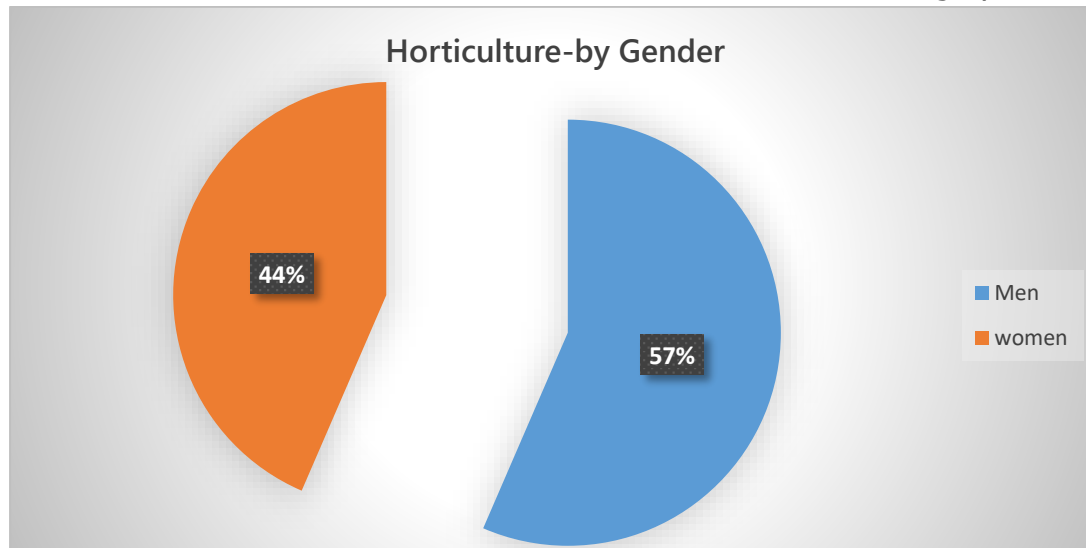
GBS 2021-2022 for Minagri did not provide any strategies to increase the number of women in this sector. Yet the sector is becoming important for potential exports such as: Tomatoes, green pepper, French beans, chilli pepper, carrots, hot paper, onions, Avocados, mangoes, pineapples, passion fruit, bananas, and strawberry, Macadamia and groundnuts in which women are capable of doing.
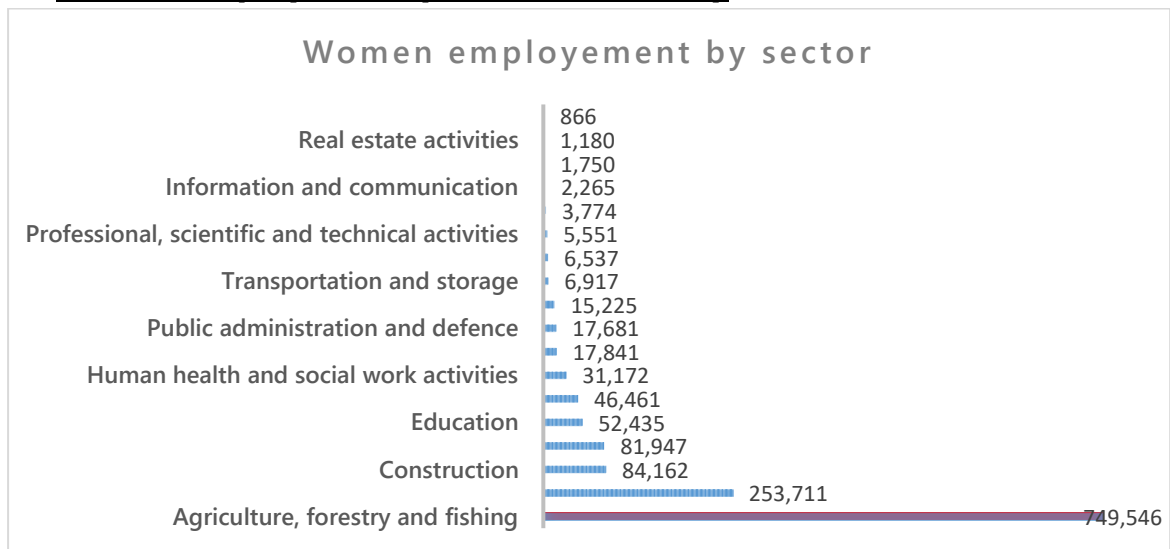
- **Access to irrigation.** The recent 2020 Rwanda Agriculture Survey indicated a gender gap in access to irrigation schemes. Men benefited irrigation by 52% while women accessed irrigation by 48% as highlighted by the graph below**.**
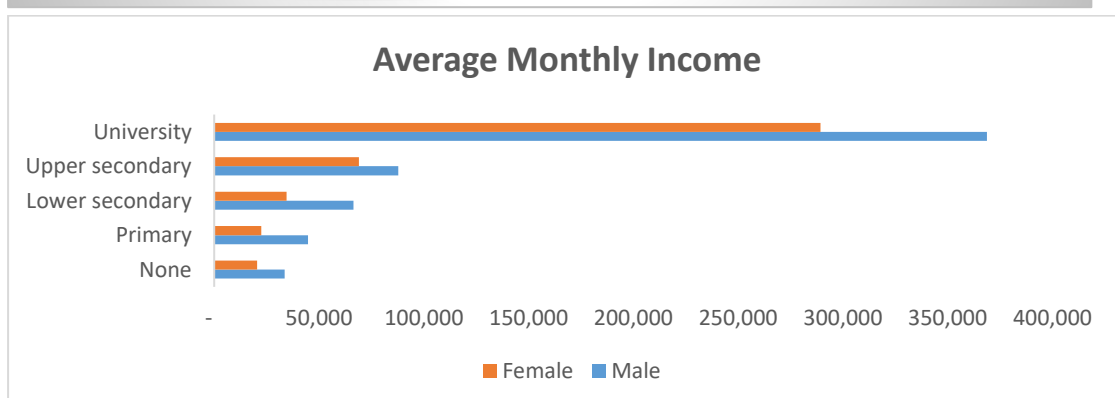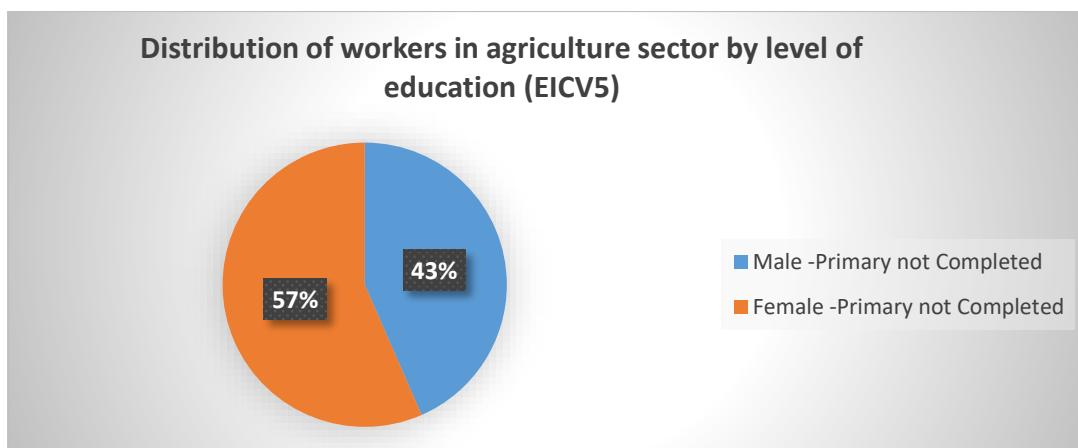
Access to irrigation-by Gender

52% 52%

48% 48%

Men   women

■ Access to irrigation schemes   ■ Access to small scale irrigation
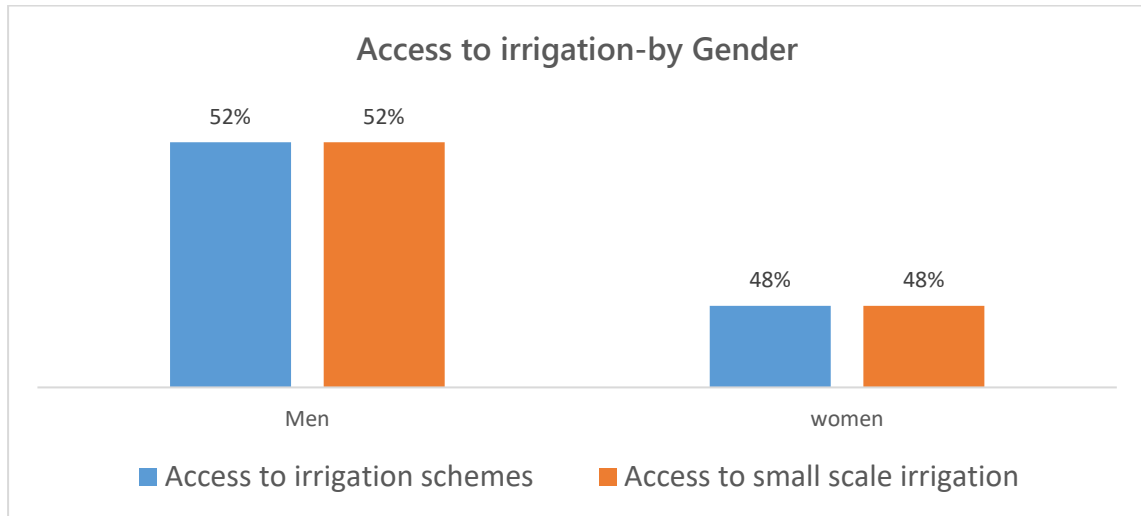
GBS 2021-2022 for MINAGRI only indicated plans to Rehabilitate Marshlands and hillside irrigation schemes but no strategies to improve the gender gap indentified.

2. **Gender gaps in employment and income.**
   - **Women employment by economic activity**.

Women employement by sector

| Sector	Value
	866
Real estate activities	1,180
	1,750
Information and communication	2,265
	3,774
Professional, scientific and technical activities	5,551
	6,537
Transportation and storage	6,917
	15,225
Public administration and defence	17,681
	17,841
Human health and social work activities	31,172
	46,461
Education	52,435
	81,947
Construction	84,162
	253,711
Agriculture, forestry and fishing	749,546

The labor survey 2020 revealed **that women predominantly** work in the agriculture sector and majority of them are not educated as indicated by the graph below.

Distribution of workers in agriculture sector by level of education (EICV5)

- Male -Primary not Completed: 43%
- Female -Primary not Completed: 57%

Average Monthly Income

University, Upper secondary, Lower secondary, Primary, None — Female, Male (axis: -, 50,000, 100,000, 150,000, 200,000, 250,000, 300,000, 350,000, 400,000)

The fact that Women working in agriculture are not educated, they earn little salaries as indicated on the graph above.

Percentage of Minagri budget allocated to GBS

% of Minagri Budget allocated to GBS

- 2019/2020: 8
- 2020/2021: 46
- 2021/2022: 29
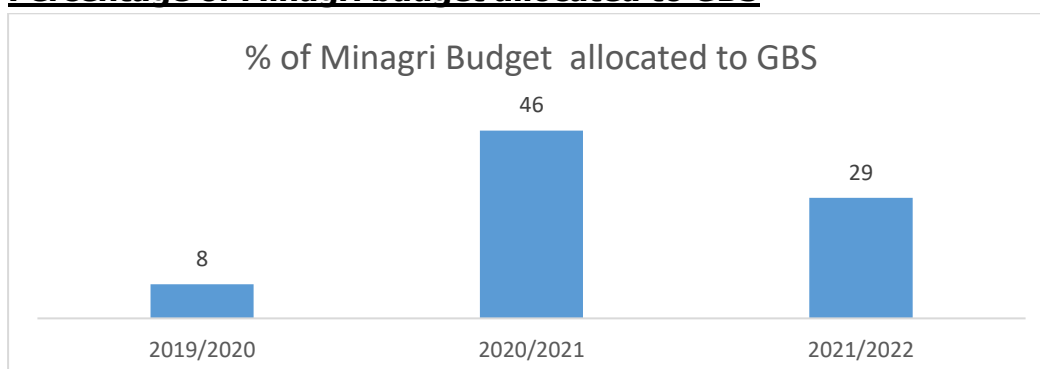
The share of Mingari budget allocated to GBS reduced from 46% in 2020-2021 to 29% for 2021-2022 Budget.

3. Gender gaps in the Justice sector

Budget allocated to GBS in Minijust reduced sharply from Frw 7Bn allocated in 2020-2021 to only frw 2Bn for 2021-2022 GBS as shown on the graph. This demonstrates lack of commitment and ambition given the high rate of GBVs as indicated below:

MINIJUST

2019/2020	2020/2021	2021/2022
346,763,000	7,414,189,833	2,014,289,399
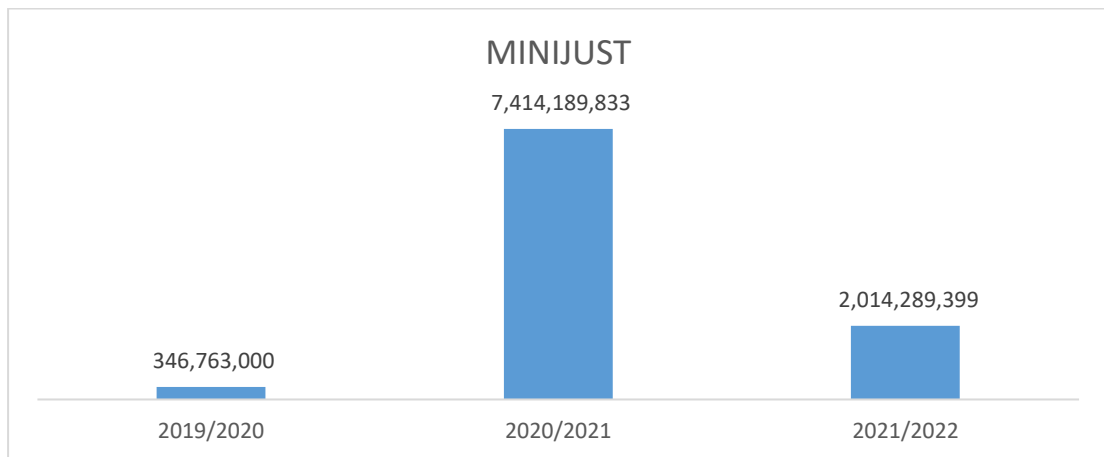
- **High rate of GBV and child abuse cases**. From 2018-2020, a total of 19,905 GBV cases were investigated. These cases were dominated by defilement (4054), harassment of spouse (2,502), assault (862) rape (803), and fraudulent use of the family property (653).

Cases of GBVs investigated

2018-2019	9,063
2019 -2020	10,842

8,000   8,500   9,000   9,500   10,000   10,500   11,000
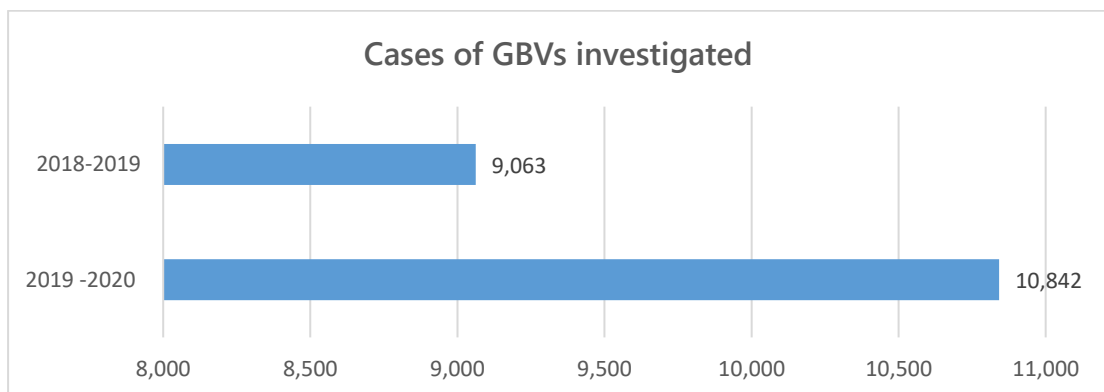
GBS 2021-2022 did not indicate any strategies to fight GBV cases which continue to increase,

4. **Gender gaps in Trade and Industry.**

Informal cross-border trade remains key for economic development. Women are the majority involved in this business. GBS 2021-2022 should have indicated the strategies to involve men to equally benefit the gains from cross border trade

Informal crossborder Trade

26%

74%

Women
Men
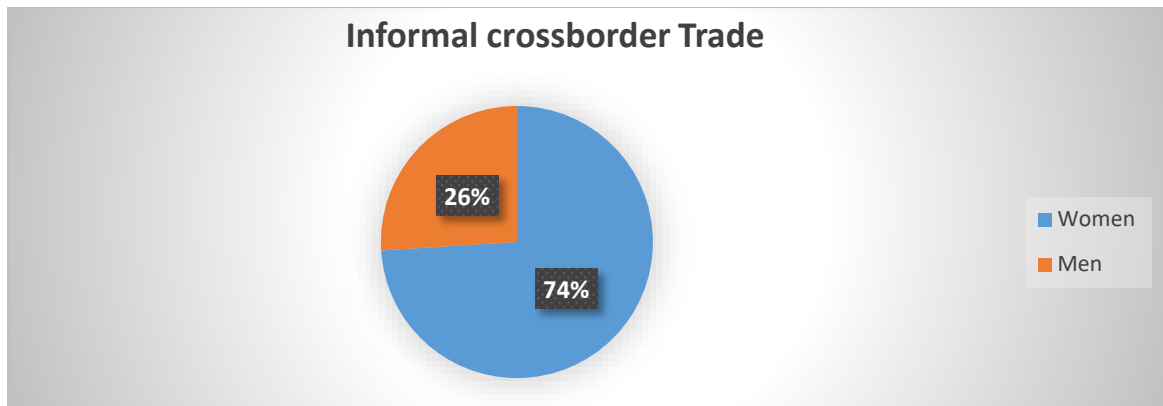
5. Gender gaps in the Education sector

Analysis of GBS indicated that number of female graduates from higher learning institutions and TVET is still lower compared to males.**The GBS 2021-2022 for mineduc did not provide key strategies to improve the gap. They only focussed on Mobilizeation through campaign, talk show on radios/TVs more students to join IPRCs/TVET after secondary schools**

- **Female enrolment in TVET schools is very low.** This sector is highly regarded in Rwanda's development agenda as the main source of entrepreneurship and job creation. Rwanda Polytechnic (RP) data indicate female enrolment as 21% compared to the male enrolment of 79% students. This is a huge gender gap that has to be given due attention.

Rwanda Polytechnic -Student enrollment

21%

79%

Men
women
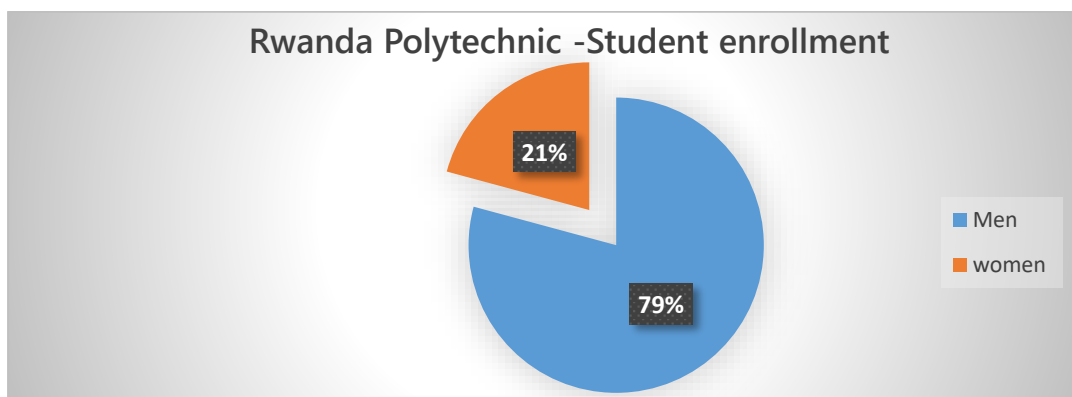
The most critical issue is that most the females don't prefer to enrolment in Engineering related trades (Welding, Mechanical Engineering)

- **Academic staff**

TVET Academic staff 2021


- 12% Female
- 88% Male
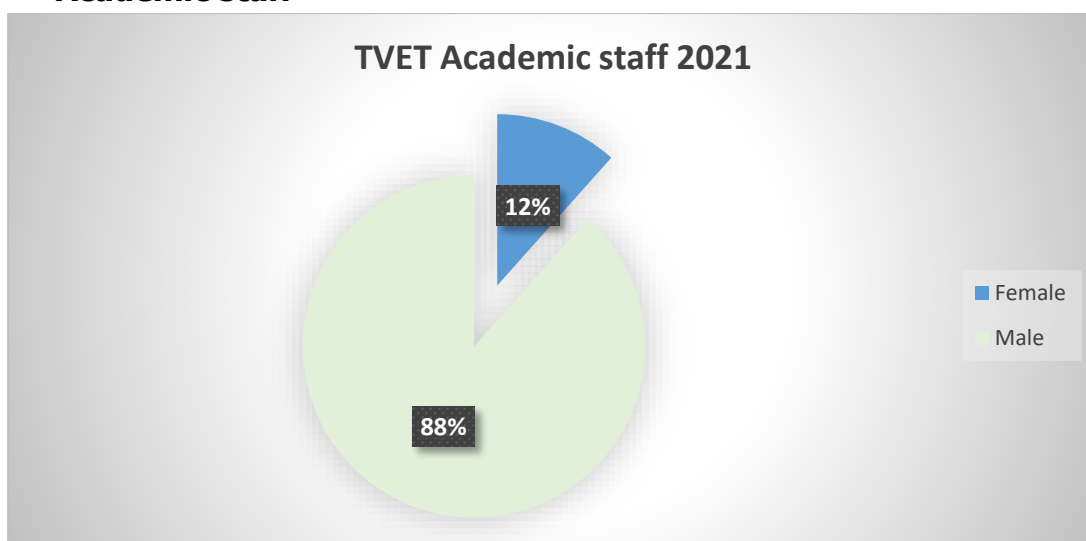
6. Gender gaps in the Infrastructure sector.

Analysis of GBS for Mininfra indicated that firewood and charcoal are the predominant source of cooking energy. The negative health and environmental consequences affect those who most use them (women). **GBS 2021-2022 for Mininfra and MoE did not provide tangible solutions, they just planned to supply 100,000 cooking stoves. This is not ambitious enough to deal with the issue.**

Main type of cooking fuel by Female household head

84.7	13	0.8	0.9
Firewood	Charcoal	Crop waste	Gas or biogas
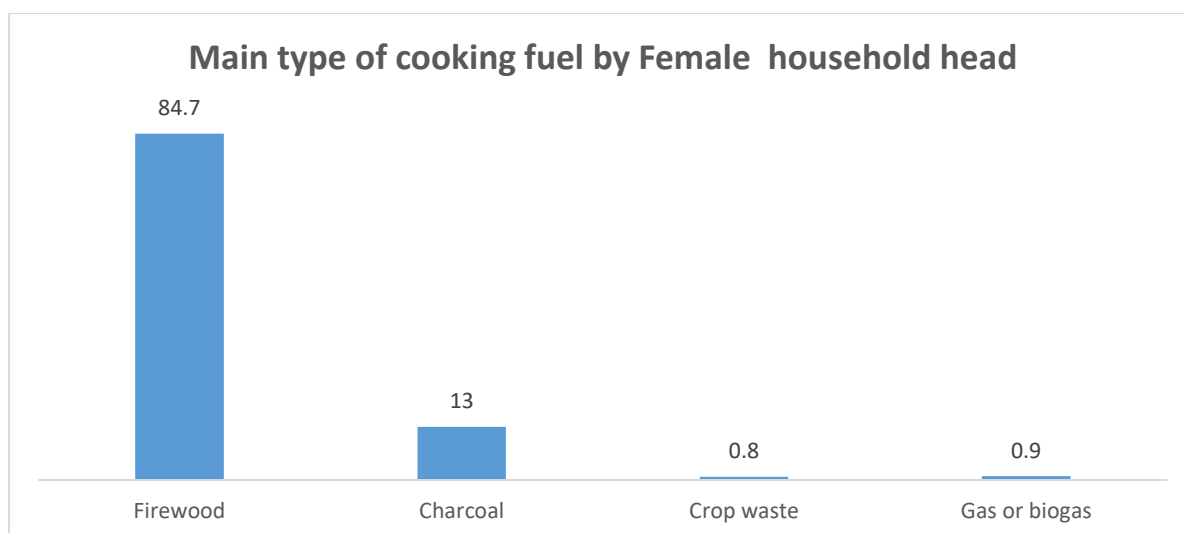
The budget for GBS for 2021-2022 for MININFRA reduced tremendously from Frw 135Bn allocated in 2020-2021 to only Frw 11Bn. **This demonstrates lack of focus and importance gived to GBS.**

MININFRA

| 2019/2020	2020/2021	2021/2022
157,205,707,749	135,997,111,262	11,647,534,400
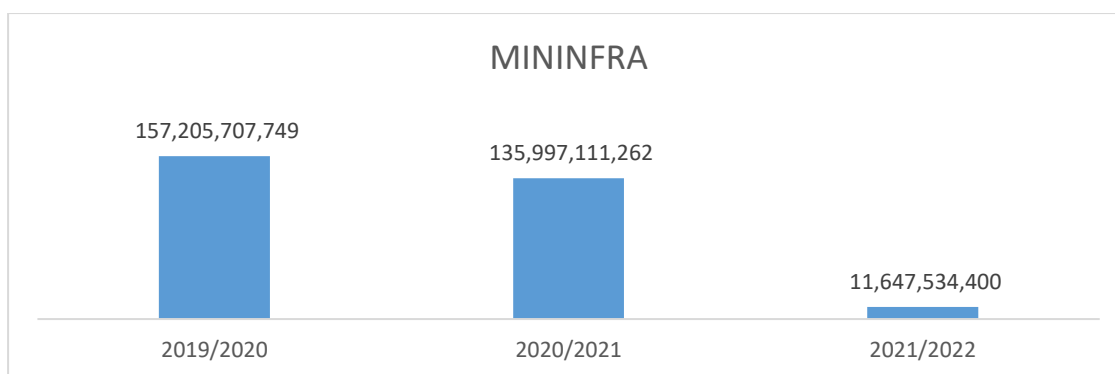
7. Gender gaps in public services and labor

Analysis of GBS indicated that Child labour cases are still exisitant in all districts. Boys are the most affected than girls. **GBS 2021-2022 for MIFOTRA did not indicate plans and targtes to eliminate child labour, they only planned for 180 child labour inspections every quarter. These might not improve the situation**.


Child labour

- Male 56%
- Female 44%
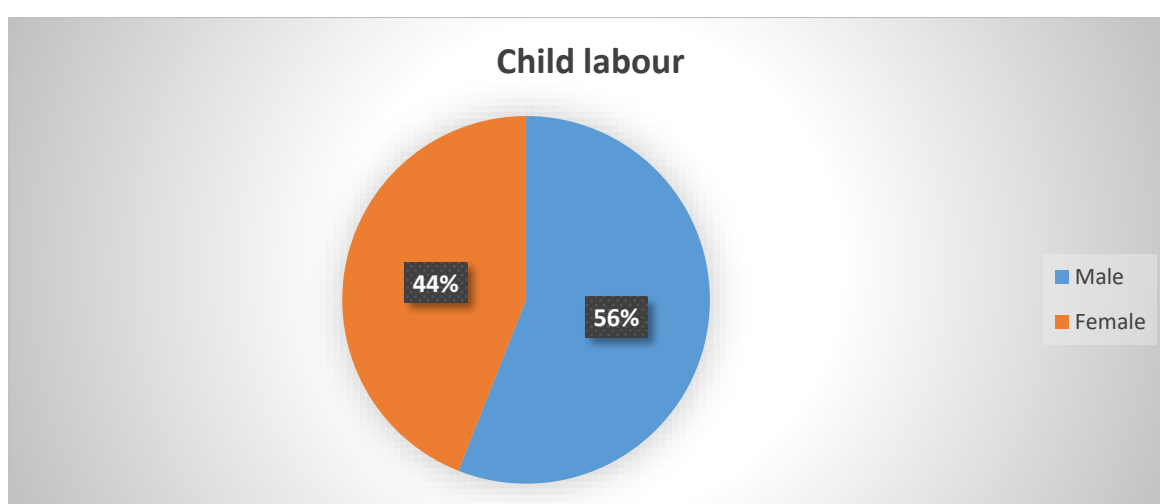
8. Gender gaps in social protection programs

Analysis of GBS indicated that Women have benefited from Girinka at 39% as compared to 61% of men. **GBS did not indicate the number of women to benefit from Girnka in 2021-2022, they just plan to Train Girinka beneficiaries Coordinate Girinka decentralization and other earmarked related activities (Pass on, Girinka week, Fundraising events, cow distribution and Database management). These alone don't guarantee that the gender gap will improve.**

**Girinka Program**

women 39%
Men 61%
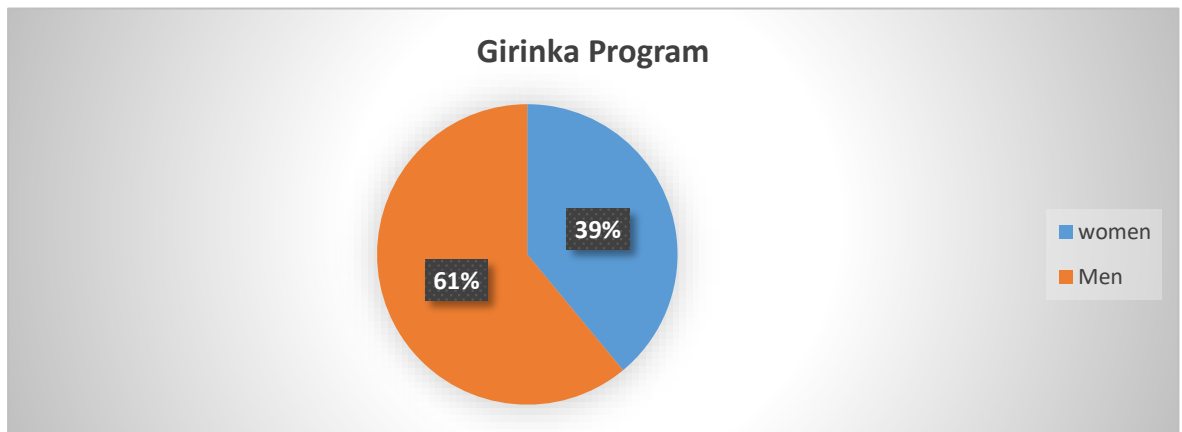
9. Gender gaps in Disaster management

Analysis of GBS indicated that Female-headed households are more affected by disasters than male-headed households. Interventions in disaster response and recovery should therefore prioritize female needs. **GBS for MINEMA Plans to Provide relief assistance to males and females affected by disasters but not strategies to avoid being affected by disaster like moving people from high risk zones.**

Disaster response -support with Iron sheets

Male 46%
Female 54%
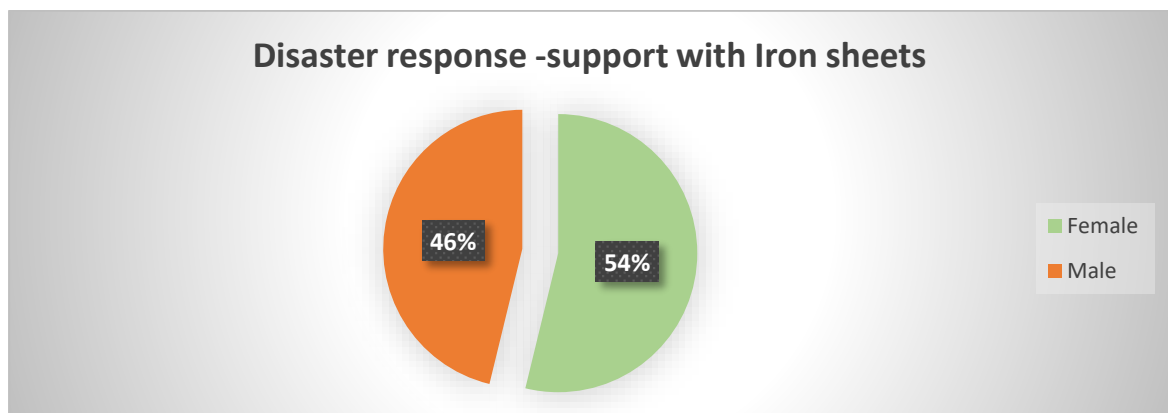
10. Gender gaps in ICT and Innovations

Analysis of GBS revealed that Digital literacy in Rwanda is still very low. The gender gap was observed in Tech companies' ownership. The female population owns fewer companies 113 (11%) than the male population who own 1030 companies (89%). **However GBS for MINICT plans to Implement Digital Ambassador Program by Training citizens, and citizen outreach but these are not targeting women only they are general and might not reduce the gap.**

Digital literacy in Techno companies

11%

89%

Female
Male
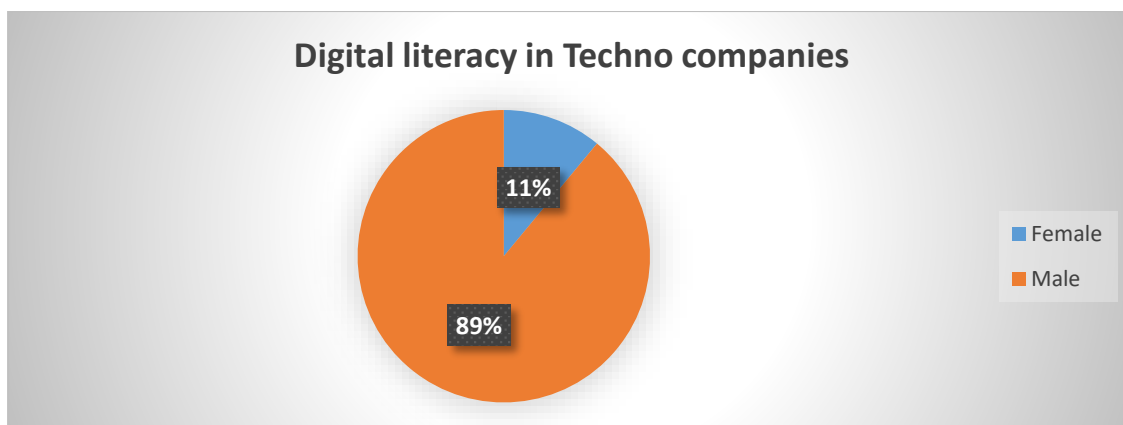
Source: Establishment census, 2017

## 11. Gender gaps in a few sampled districts

1. Bugesera district

Analysis of GBS revealed a big number of school dropout in Bugesera district. However, **GBS 2021-2022 for Bugesera district did not indicate tangible strategies to deal with the issue. They only plan to Construct classroom and latrines, as well as Rehabilitation of old classrooms**.

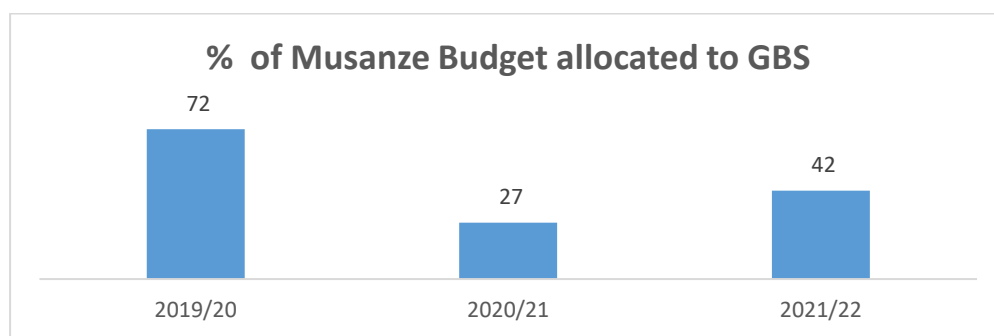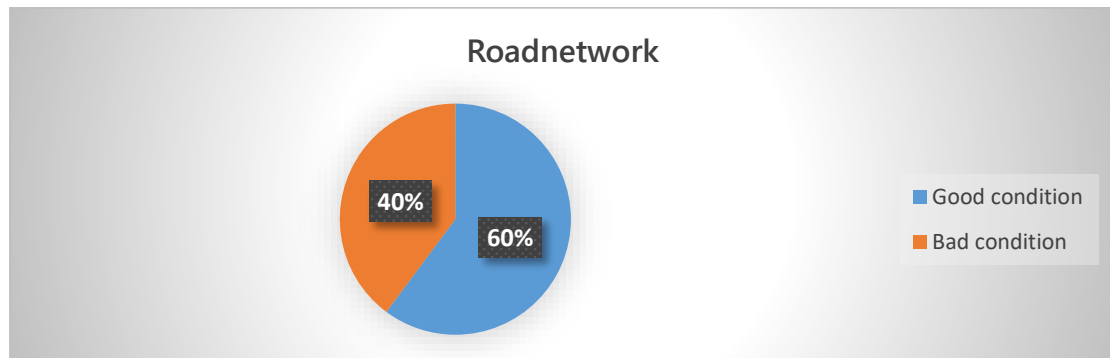**School Dropout**

538

657

BOYS

GIRLS
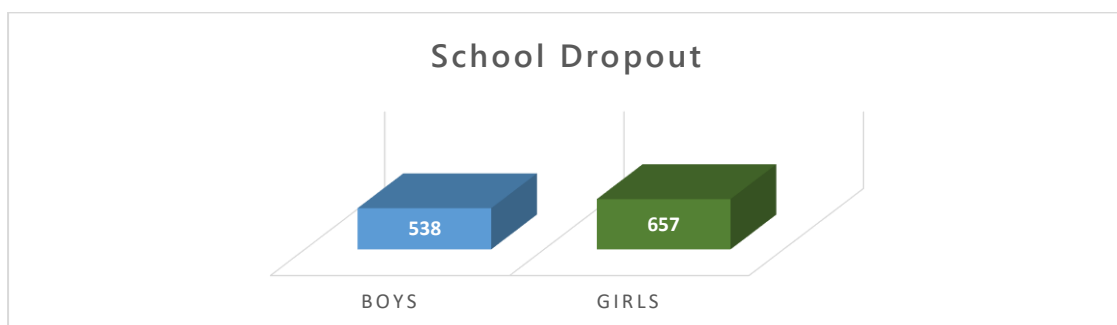
2. Gatsibo district

Gatsibo district is the one of the districts with high levels of teenage pregnancies. **GBS 2021-2022 for Gatsibo does not indicate any strategy to deal with the issue of teenage preganances**

Teenage Pregnancies in Gatsibo

1180

1274

1452

1702

2016

2017

2018

2019
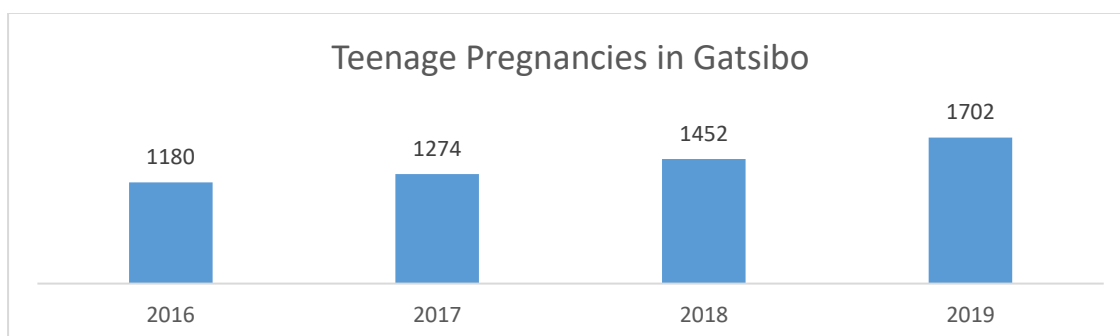
3. Nyabihu

The road network in Nyabihu is in bad conditions, does not facilitate movement of people and goods. **Nyabihu District report, out of 299.9Km road network, only 180.5 km are in good conditions**. This issue mainly affects women. GBS for Nyabihu does not indicate strategies to deal with the issue.

Roadnetwork

- Good condition 60%
- Bad condition 40%

% of Musanze Budget allocated to GBS

| 2019/20	2020/21	2021/22
72	27	42

4. Nyagatare

Nyagatare is faced with the issue of access to clean water. Citizen Report Card report 2018, the citizen satisfaction in Hygiene and sanitation sector was poor for Nyagatare district. **Water and sanitation affects women mostly than men. GBS for Nyagatare did not provide tangible strategies to deal with the issue.**

Citizen satisfaction on Acess to clean water

- Satisfied 66%
- Not satisfied 34%
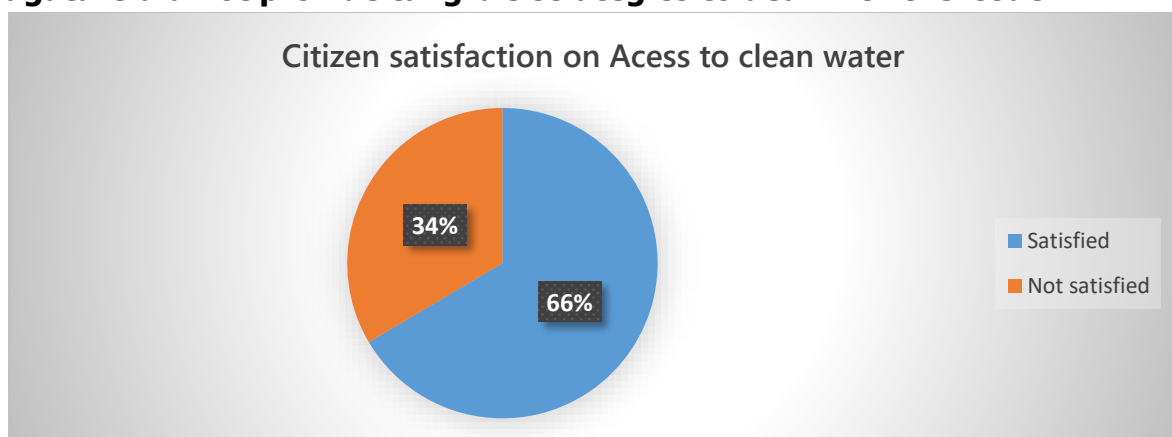
5. Karongi

Karongi farmers do not use improved seeds. **Currently only 40% of farmers used improved seeds in the season A 2020**. **This affects the level of production as well as productivity for both men and women. GBS for Karongi did not indicate any strategies for this issue.**

Use of improved seeds Karongi

|	
% of farmers did not use improved seeds	60.1
% of farmers used improved seeds	39.9
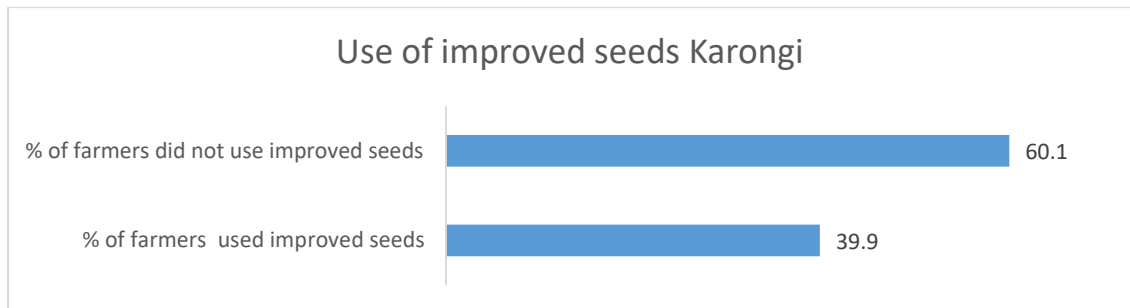
6. Ngororero

Ngororero district should focus on school dropout issues. Drop out is a major problem especially boys in **lower secondary (11.5%) than girls (8.3%)**. **GBS 2021-2022 for Ngororero didn't indicate strategies to deal with drop out rates**.

School drop out in Ngororero

|	Boys	Girls
lower secondary	11.5%	8.3%
Primary schools	8.0%	6.1%

■ Boys ■ Girls
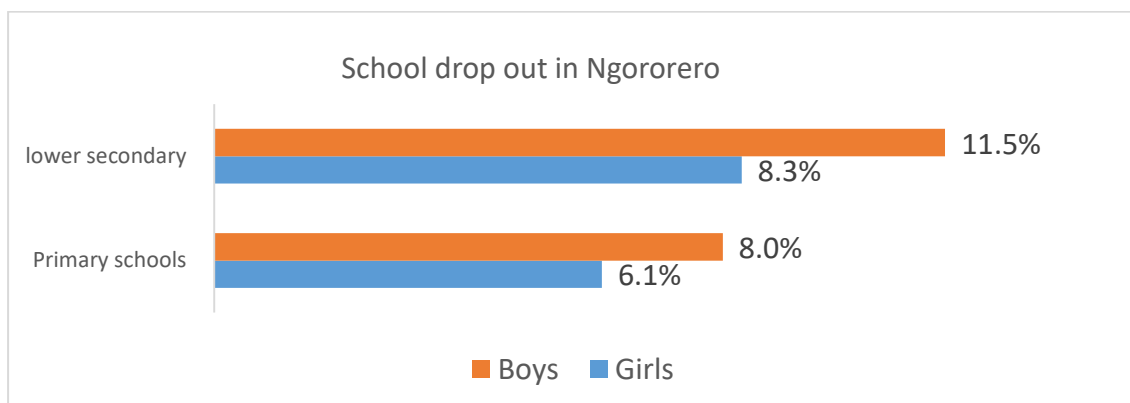
7. Nyamasheke

Nyamasheke district has an issue with student desks in schools. A total of 97486 (48,990 girls and 48,496 boys) students enrolled in primary schools seat on 19,404 desks; **one desk is occupied by 4 students**. As per Education standards, 1 desk should be occupied by 2 students.

students in Primary schools in Nyamasheke

Boys 48496

Girls 48990
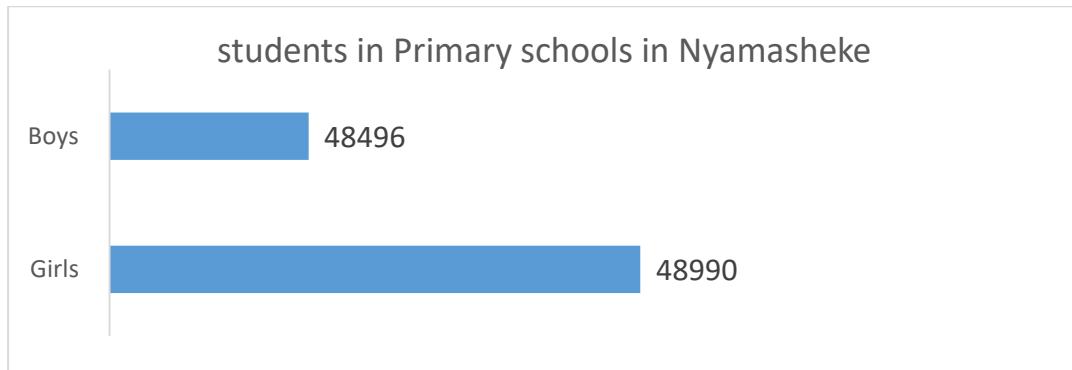
8. Ngoma District

In Ngoma 30% of schools are lacking girls room. GBS for Ngoma should address this problem.

Schools with Girls'room in Ngoma

30%
70%

■ No girls room
■ Have girls room
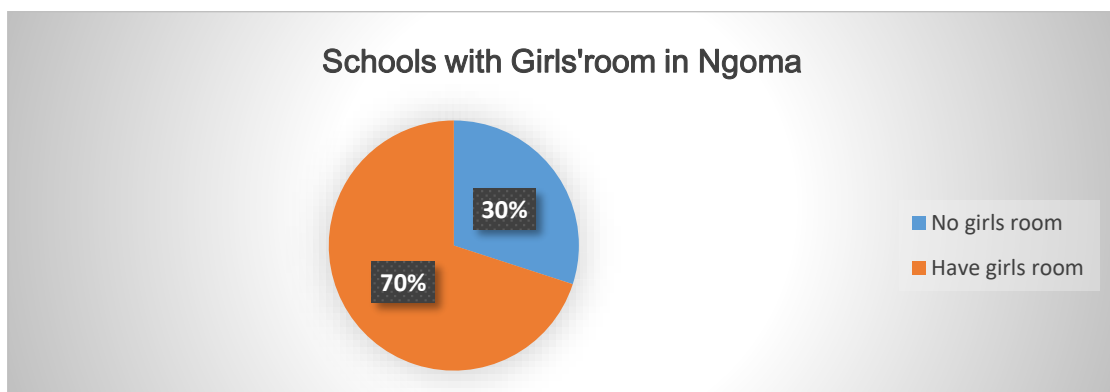
9. Gisagara

Gisagara should focus on the issues of Teenage pregnancies. GBS for Gisagara doesnot have any strategy to deal with teenage pregnancies.

Gisagara

420   429   434   590

2016   2017   2018   2019
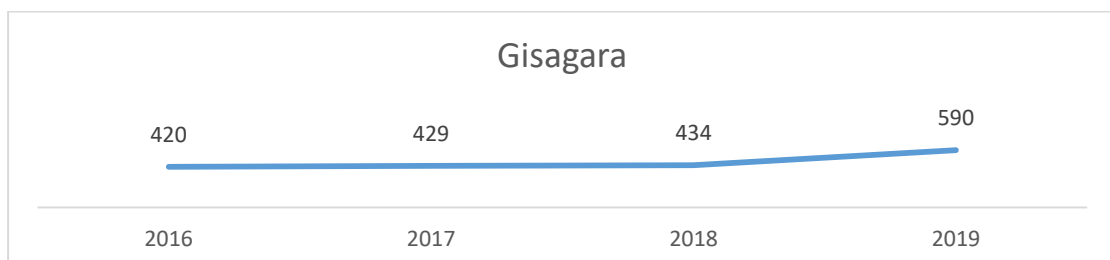
RECOMMENDATIONS TO IMPROVE GBS

1. Gender Machinery institutions shoul design a manual for GBS preparation and presentations. This will bring a common understanding between all budget agencies.

2. GBS should be raised at a higher level in which cluster ministries can discuss it and give comments before its submitted to Minecofin as an annex to the budget.

3. There is a need to introduce measures to ensure poorly designed GBSs attract accountability to the responsible heads of instituions.

4. It is important that skills continue to be given to all planning and budgeting officials to ensure they understand gender gap analysis, activities and targts to bridge the identified gaps.

5. Use of quantitative data is important in gender situational analysis and planning of GBS. EICEVs data, Administrative data, Gender Profiles and data from other sectors should be used.