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# Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 24-Mar-2024 | Report No: PIDIA00495



**BASIC INFORMATION**

**A. Basic Project Data**

Project Beneficiary(ies)	Region	Operation ID	Operation Name
Rwanda	EASTERN AND SOUTHERN AFRICA	P504023	Rwanda-Emergency Connectivity Restoration Project
Financing Instrument	Estimated Appraisal Date	Estimated Approval Date	Practice Area (Lead)
Investment Project Financing (IPF)	05-Mar-2024	25-Apr-2024	Transport
Borrower(s)	Implementing Agency		
Ministry of Infrastructures, Ministry of Finance and Economic Planning (MINECOFIN)	Rwanda Transport Development Agency		

**Proposed Development Objective(s)**

The Project Development Objective is to restore the connectivity in areas of Rwanda affected by floods and landslides in a climate-resilient manner.

**Components**

- Component 1: Rehabilitation of damaged transport infrastructure in a resilient and safe manner
- Component 2: Environment and social risk management, Community Engagement and awareness campaign
- Component 3: Implementation support, monitoring, capacity building
- Component 4: Contingency Emergency Response

**PROJECT FINANCING DATA (US\$, Millions)**

**Maximizing Finance for Development**

Is this an MFD-Enabling Project (MFD-EP)?	No
Is this project Private Capital Enabling (PCE)?	No

**SUMMARY**

<b>Total Operation Cost</b>	<b>93.68</b>
<b>Total Financing</b>	<b>93.68</b>



<b>of which IBRD/IDA</b>	<b>80.00</b>
<b>Financing Gap</b>	<b>0.00</b>

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	80.00
IDA Credit	80.00

**Non-World Bank Group Financing**

Counterpart Funding	13.68
National Government	13.68

Environmental And Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)



## B. Introduction and Context

### Country Context

1. **Rwanda's topography, lack of natural resources, limited domestic market, and rural-centric population are prevalent of the country's physical and economic landscape.** Bordered by four countries - Democratic Republic of the Congo (DRC) in the west, Uganda in the north, Tanzania in the east, and Burundi in the south, the geographic challenges of a landlocked country with numerous high-altitude mountains constrain the country's options for spatial development. Rwanda's high population density of 13.2 million inhabitants, with a median age of 19, occupy an area of 26,338 km<sup>2</sup> (503 inhabitants/km<sup>2</sup>).<sup>1</sup> Consequentially, job creation has favored services that embody higher-than-average education and skill requirements. Indeed, services account for 30 percent of total employment (triple the share in the early 2000s), half of Gross Domestic Product (GDP), and a rising share of foreign exchange earnings.<sup>2</sup>

2. **Despite the geographic challenges, population's youthful demographics, and modest internal market, Rwanda has achieved impressive socio-economic progress in recent decades.** Growth in GDP per capita averaged five percent per year since the early 2000s, second only to Ethiopia in Africa. High levels of public investment (averaging 15 percent of GDP in recent years) improved access to water, sanitation, electricity, and housing. Poverty fell from 77 to 55 percent and from 59 to 38 percent from 2001 to 2017, according to international and national poverty lines, respectively. After approaching 10 percent growth in 2019, restrictions associated with COVID-19 caused GDP to contract by 3.4 percent in 2020, causing the first recession since 1994. High vaccination rates of almost 70 percent (2<sup>nd</sup> highest in Sub-Saharan Africa [SSA]) and a resilient economy allowed growth to rebound by over 10 percent in 2021, after lifting mobility restrictions. Global conditions in 2022 caused GDP growth to slow to 6 percent, but an expansion of 6.7 percent and 7 percent is estimated for 2023 and 2024, respectively.<sup>3</sup>

3. **Rwanda's Vision 2050 provides the strategic foundation for high economic growth to reach upper middle-income status by 2035 and high-income status by 2050.** These ambitious goals imply growth rates exceeding 12 percent per year, requiring new avenues for growth through innovation, integration, agglomeration, and competition.<sup>4</sup> With its challenging geography, small market size, and central location, Rwandan future competitiveness is intrinsically linked to its connection with its neighbors and beyond. As the East African Community (EAC) becomes increasingly integrated, activities in trade, transport, and tourism are foreseen by the country's National Strategy for Transformation 2017-2024 as leading Rwanda's development framework. One of the Government of Rwanda's (GoR) core development objectives is to develop multimodal transport hubs that link Rwanda and its neighbors to regional and international markets based on efficiently integrating upgraded road, rail, and air transport networks.<sup>5</sup>

4. **Rwanda is highly vulnerable to the impacts of natural hazards and climate change and is already experiencing the impacts with the rising occurrence of floods, droughts, soil erosion, and landslides.** In 2021, Rwanda ranked 154 out of 185 countries in the Notre Dame Vulnerability Index indicating high exposure, sensitivity, and low ability to adapt to the negative impacts of climate change.<sup>6</sup> Rwanda faces high risks from river and urban floods, landslides, and wildfires; medium risk from water scarcity, volcano eruption, and earthquakes; and low risk from extreme heat.<sup>7</sup> Consequently, the frequency and severity of disastrous weather events have risen since the early 2000s and caused substantial losses. The rise in heavy rainfall events, particularly in the northern and western provinces, are leading to frequent riverine flooding,

<sup>1</sup> National Institute of Statistics for Rwanda, Government of Rwanda, *Fifth Population and Housing Census*, 2022

<sup>2</sup> The World Bank, *Fostering Rwanda's Competitiveness & Resilience in the Post COVID-19 era*, 2022.

<sup>3</sup> The World Bank, Rwanda Economic Update, Edition 19, September 2022.

<sup>4</sup> The World Bank, *Future Drivers of Growth in Rwanda*, 2019.

<sup>5</sup> The World Bank, *Fostering Rwanda's Competitiveness & Resilience in the Post COVID-19 era*, 2022.

<sup>6</sup> University of Notre Dame, Notre Dame Global Adaptation Initiative, 2021.

<sup>7</sup> ThinkHazard, consulted on 21st January 2024.



flash floods, and landslides, damaging infrastructure, harming the environment, and even causing loss of life.<sup>8</sup> In May 2023, Rwanda faced flooding and a series of landslides that cost more than 130 lives and damaged 16 national roads, 26 district roads, and 33 bridges, disconnecting districts, and impeding country supply through land transportation. The eastern and southern regions of the country have experienced frequent dry episodes, alternating with rainfall excesses.

5. **Climate change is likely to further increase the risks from extreme events.** Climate projections indicate continued regional variability in precipitation levels. Annual mean temperature is projected to increase and there is a strong likelihood of longer heatwaves with as much as 85 days per year<sup>9</sup>. Climate-related shocks, including the recent prolonged droughts, risk slowing progress in poverty reduction. About 40 percent of the population in the western, southern, and northern provinces are exposed to landslides and flooding risks, with the eastern province exposed mostly to drought hazards. The estimated annual economic costs of these climate risks will reach one percent of GDP by 2030.<sup>10</sup>

#### Sectoral and Institutional Context

6. **Road transport is the predominant form of transport in the country, catering for over 90 percent of freight traffic and passenger travel.**<sup>11</sup> As a result transport costs are high, estimated at 40 percent of the value of imports or exports, compared to 12 percent and 36 percent in Kenya and Uganda, respectively. The road network (Map 1) is well established, comprising nearly 38,000 km that include a high “classified” road density of 62 km per 100 km. Rwanda has also achieved notable success in maintaining the national paved road network. Around 72 percent of the 3,848 km of national roads is paved while 9,763 km of district roads are unpaved. The unclassified road network, currently estimated at about 22,500 km, consists predominantly of earth roads of low engineering standard with most of them needing improvement.

7. **Despite investments in road connectivity in the past decade, Rwanda still lacks a fully functional rural road network, providing a major constraint to the mobility of the rural population and slowing rural development.** The feeder roads policy which was approved in 2017 had the objective of making all feeder roads passable by 2027 using spot improvement, and improving roads where traffic is above a set threshold<sup>12</sup>. However, the vulnerability to seasonal rainfall and low engineering conditions in difficult topographic and geo-hazard conditions is posing significant financial constraints to the GoR for improving and maintaining the quality of feeder roads to a wide area of agricultural production and markets. In turn, low market access of agricultural producers and traders has led to post harvest crop losses, high input costs, low diversification of crops, and reduced competitiveness.

8. **The Ministry of Infrastructure (MININFRA) is responsible for overall transport policy and strategic planning, the creation of a transport enabling environment, and setting of transport rules, regulations, and standards.** Multiple policies and frameworks have identified strategic objectives that aim to reduce transport constraints and promote growth and economic development, including: (i) the new Vision 2050, (ii) a new Transport Sector Policy, (iii) the National Feeder Roads Master Plan (NFRMP) completed in 2023 under the Feeder Roads Development Project, (iv) a proposed update to the National Transport Master Plan, to be developed under the ongoing World Bank-financed Lake Victoria Transport Program, SOP1, Rwanda (P160488), (v) the National Feeder Roads Policy and Strategy (approved in 2017 and financed under the project), and (vi) the Kigali Urban Master Plan.

<sup>8</sup> The World Bank Group, Climate Change Knowledge Portal, 2021.

<sup>9</sup> Netherlands Commission for Environmental Sustainability, *Climate Change Profile: Rwanda*, 2015.

<sup>10</sup> Stockholm Environment Institute, *The Economics of Climate Change in Rwanda*, 2010.

<sup>11</sup> Rwanda has one international airport and six aerodromes spread across the country; limited water transport at Lake Kivu and does not have a local rail transportation system.

<sup>12</sup> The NST-1 expects 3,000 km of feeder roads rehabilitated between 2017 and 2024 with half to be financed by development partners including the World Bank. The GoR is preparing the NFRMP which will form the basis for planning and financing to meet the NST-1 targets.



Map 1: Rwanda National and Districts Road Network



9. **The Rwanda Transport Development Agency (RTDA) is an agency under MININFRA and assists with the management and administration of the transport sector, currently limited to roads and water transport.** The RTDA also supports the planning, prioritizing, approval, delivery, management, and maintenance of infrastructure, including support to districts as the managing and implementing agencies. The Road Maintenance Fund (RMF), under MININFRA, is funded from the public budget, and is responsible for roads maintenance including rehabilitation. District Roads Class I and Class II and unclassified roads are under the supervision and management of the districts. The Ministry in charge of Emergency Management (MINEMA) is the lead agency for implementation of emergency activities.

10. **Road traffic fatalities and injuries are an increasing burden on Rwanda’s health system and the overall economy despite ongoing efforts on road safety.** With an estimated 29.7 deaths per 100,000 people per annum, Rwanda is classified by the World Health Organization (WHO) among countries in the red zone. Moreover, WHO estimates that only



593 of the 3,535 deaths from road traffic accidents in 2018 were reported.<sup>13</sup> The leading causes of accidents include reckless driving, wrong maneuvers, driving over the prescribed speed limits, violation of the right of way, overtaking maneuvers, and drunk driving. The National Transport Policy and Strategy for Rwanda, approved in 2021, recommends the establishment of a lead road safety agency.<sup>14</sup> Key challenges include a limited budget for road safety interventions and a lack of comprehensive data to support informed decision-making.

11. **Negative impacts of climate change pose a significant threat to Rwanda's development goals.** For instance, the damages and losses from the 2018 floods in Rwanda alone were estimated at \$237 million, with the cost of recovery and reconstruction estimated at \$336 million. According to World Bank estimates, climate risks could lead to Rwanda's GDP levels dropping by 5–7 percent below baseline in multiple years by 2050 with negative impact on private consumption, exports, and government revenues.<sup>15</sup> Action on adaptation is needed to build resilience and protect against these risks.

12. **The vulnerability assessment conducted in 2022 by the RTDA, in collaboration with the Nordic Development Fund (NDF), highlighted the susceptibility of national and district roads in the North-West region to landslides, erosion, and flooding.** The active agenda in repairing and upgrading the country road network is deeply impacted by the climate effect on the transport infrastructure. Critical road sections<sup>16</sup> were identified among paved and unpaved roads alongside other vulnerable routes<sup>17</sup>. (Map 2). This assessment, part of the initiative "Developing Capacity for Climate Resilient Road Transport Infrastructure" funded by NDF, emphasizes the need for resilience-building measures. Reconstruction costs were estimated at 117,961,383 USD for immediate needs and 185,864,868 USD for medium-term reconstruction, primarily focused on roads and bridges.

13. **Following the heavy rainfalls on May 2 and 3, 2023, Rwanda experienced catastrophic flash floods and landslides that cost more than 130 lives and destroyed critical infrastructure, particularly roads and bridges.** Torrential rains ravaged the Northern, Western, and Southern Provinces, unleashing floods and triggering devastating landslides. Floods and landslides were reported to be more severe in the higher altitudes in the Western and Northern provinces than in the Southern province. Landslides affected different areas of Rwanda, leading to loss of lives, injuries, and making many homeless and without a means to livelihood. This catastrophe severely disrupted essential services and transportation networks vital for livelihoods and recovery efforts: floods damaged 16 national roads, 26 district roads, and 33 bridges, disconnecting districts, and impeding supply transportation. Reconstruction costs are estimated at about USD 118 million for immediate needs and USD 186 million for medium-term reconstruction, primarily focused on roads and bridges. As an immediate response, the World Bank activated two Contingent Emergency Response Components (CERCs) in two projects; in addition, given the large financial needs for reconstruction, it was decided to prepare the proposed project and raise additional funding through the Crisis Response Window (CRW) to facilitate repair and rehabilitation of damaged infrastructure, with a focus on 'building back better' in a more climate-resilient way.<sup>18</sup>

<sup>13</sup> *Global Status Report on Road Safety 2018*, WHO.

<sup>14</sup> MININFRA is responsible for policy and legislation related to road safety, the Rwanda Transport and Development Agency (RTDA), the Rwanda Utilities Regulatory Authority (RURA), and local governments are the implementing arms of MININFRA, and the Rwanda National Police (RNP) enforces road safety laws once enacted.

<sup>15</sup> World Bank, 2022.

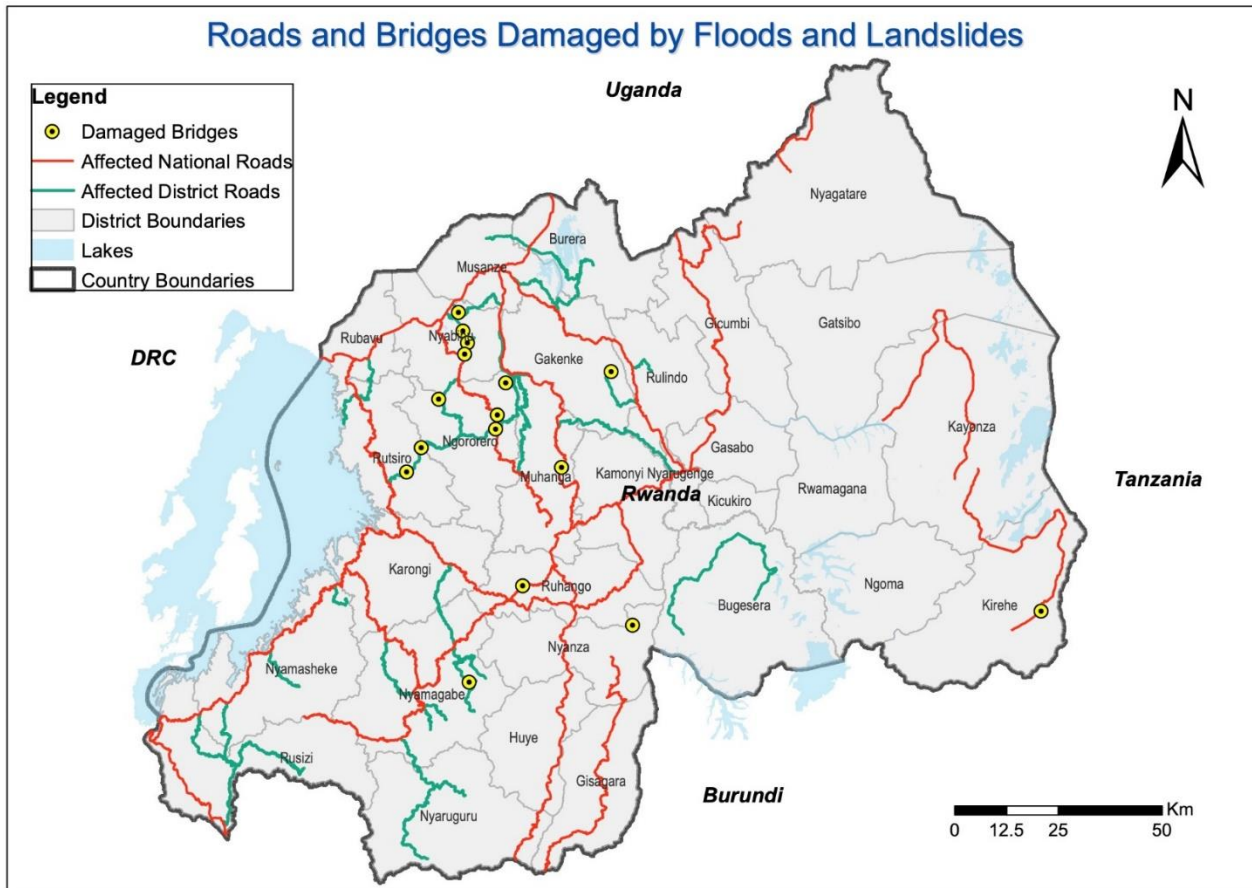
<sup>16</sup> It includes the Muhanga-Ngororero-Kabaya-Mukamira NR16 and Rwimpiri-Mukura-Muyira (DR21),

<sup>17</sup> Other vulnerable routes include Gihango-Murunda-Gishwati-Gatindore-Mahoko (DR23) and Rutsiro-Kavumu-Gashyushya-Kazabe (DR20).

<sup>18</sup> FRDP and LVT has already CERC components here.



Map 2: Spatial Distribution of Physically Confirmed Spots for Different Hazards



14. **Despite Rwanda’s remarkable achievements on gender equality, significant gender gaps persist in employment in the transport sector and in exercising voice and agency.** As of 2022 data by ILO Statistics, women represent 3.93 percent of the Transportation and Storage labor force in the country.<sup>19</sup> Their low participation in the sector workforce is due to lack of specific technical skills related to the core functions of the transport sector, poor working conditions such as lack of flexible working hours, absence of family friendly policies, and lack of career prospects for women. Regarding voice and agency, according to the latest data Rwanda is the first country in the world with female majority in parliament, with 61.3 percent in the Chamber of Deputies and 37.4 percent in the Senate<sup>20</sup>. However, this level of representativity is not reflected at local level within the provinces, districts, and villages, where women have less visibility and decision-making power<sup>21</sup>. Underlying causes of this low representativity at subnational level are time constraints coupled with

<sup>19</sup> ILO Statistics.Rwanda. [https://rshiny.ilo.org/dataexplorer53/?region=AFRICA&lang=en&segment=indicator&id=EAP\\_2WAP\\_SEX\\_AGE\\_RT\\_A](https://rshiny.ilo.org/dataexplorer53/?region=AFRICA&lang=en&segment=indicator&id=EAP_2WAP_SEX_AGE_RT_A)

<sup>20</sup> Rwanda Parliament. <https://www.parliament.gov.rw/women-representation>

<sup>21</sup> USAID, 2019. <https://banyanglobal.com/wp-content/uploads/2019/12/USAID-Rwanda-Gender-and-Social-Inclusion-Analysis-Report.pdf>





cultural barriers restricting their ability to attend meeting where policy adoption and implementation are discussed, and when they do attend those meetings, they are given little space to express their concerns and preferences<sup>22</sup>.

### C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The Project Development Objective is to restore the connectivity in areas of Rwanda affected by floods and landslides in a climate-resilient manner.

Key Results

#### PDO Level Indicators

15. The following indicators are selected to measure progress towards achieving the PDO:

#### Restored connectivity in areas of Rwanda affected by floods and landslides (see Map 1):

- a. Number of people that benefit from improved access to sustainable transport infrastructure and services (disaggregated by gender).
- b. Restored access to sectors<sup>23</sup> (number of sectors accessible due to roads and bridges rehabilitated).
- c. Restored access to socio-economic infrastructure (number of schools, health centers, markets accessible due to roads and bridges rehabilitated).

#### Improved resilience of damaged transport infrastructure:

- a. Number of critical embankments, bridges, culverts reinforced in the affected districts/sectors with climate resilient measures for adaptation and mitigation.

### D. Project Description

16. **The project will restore the connectivity in districts hit by the floods and landslides to re-establish the disrupted economic activities.** The key intervention under the project is to rehabilitate or reconstruct the damaged or washed-out road sections and bridges in a climate resilient manner. This will ensure that connectivity of and within the affected districts with the rest of the country and the region is restored to allow for cost-effective transport of goods, people, and services.

17. **Rehabilitating the damaged transport infrastructure in a resilient and safe manner will be key to building back the road network on a sustainable basis.** The project will complement other ongoing World Bank-funded road and connectivity projects, as well as the JICA project, all of them promoting climate-friendly activities (see paragraphs 54-56). The project has the following components:

18. **Component 1: Rehabilitation of damaged transport infrastructure in a resilient and safe manner to connect districts affected by floods** (US\$.89.68 million, comprising US\$76.00 million IDA funding and US\$13.68 million GoR funding). The component will finance three sub-components (Table 1) related to national road, districts roads and bridges, covering the design, supervision and monitoring of works and the rehabilitation works of the damaged infrastructures. Measures such as slope stabilization, afforestation, and early warning systems will be implemented to mitigate future landslide risks and fortify community resilience:

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<sup>22</sup> Ibidem

<sup>23</sup> Sector in this context is a cluster of villages that administratively belong to the same authority call sector.



19. **Sub-component 1.1: Rehabilitation of national roads** (US\$51.33 million, comprising US\$43.50 million IDA and US\$7.83 million GoR funding). The subcomponent will finance (i) consulting services for technical studies, supervision, and monitoring of works, and (ii) rehabilitation or reconstruction of about 254 km of national roads in a climate-resilient manner.

20. **Sub-component 1.2: Rehabilitation of district roads** (US\$26.26 million, comprising of US\$22.25 million IDA and US\$4.01 million GoR funding). The subcomponent will finance (i) consulting services for technical studies, supervision, and monitoring of works, and (ii) rehabilitation or reconstruction of about 130 km of the district roads in a climate-resilient manner.

21. **Sub-component 1.3: Rehabilitation of bridges** (US\$12.10 million, comprising of US\$10.25 million IDA and US\$1.85 million GoR funding). The subcomponent will finance (i) consulting services for technical studies, supervision, and monitoring of works, and (ii) rehabilitation or reconstruction of about 20 bridges in a climate-resilient manner.

22. **Component 2: Environment and social risk management, community engagement, and awareness campaigns** (IDA, US\$2.80 million). The component will finance the following activities:

- **Land acquisition and cash compensation costs for project-affected persons (PAPs)** (US\$1.70 million). IDA funds will be used to finance land acquisition for impacted persons along the road sections and bridges, and costs related to RAP implementation including compensation fees for PAPs.
- **Risk mitigation, community and stakeholder engagement** in planning and execution including grievance redress, awareness workshops, training on disaster risk management and mitigation (US\$0.40million). The activity will allow engagement with local communities living along the damaged infrastructures and discuss grievance redress through awareness workshops.
- **Creation of climate resilience committees led by women: (US\$0.30 million)**. These committees will give their view on the prioritization of interventions that will be financed by the project considering climate impact to gender regarding use of transport services and infrastructures. They will be trained on how to report any disaster occurrence using the already established channel. The project will collaborate with the Ministry in Charge of Emergency Management (MINEMA) that has established a framework involving the participation of local residents in reporting disasters & climate change starting from the community level up to the national level. RTDA plans to engage MINEMA to assess its effectiveness (gender sensitive as well) and implement any necessary interventions thereafter.
- **Road safety measures** (US\$0.40 million). Road safety activities will comprise training and awareness campaigns for school children, motorbike and truck drivers, local communities, and other road users in the project area. Safety measures will include enforcing speed limits and the use of personal protection equipment by construction workers to reduce fatalities during the works and along the roads to be repaired and rehabilitated.

23. **Component 3: Implementation support, monitoring, capacity building** (IDA, US\$0.50million).

- **Project management and incremental operating costs** (US\$0.20million). This will cover salaries of competitively recruited experts fully dedicated to the project, as well as travel expenses and other incremental operating costs of the Single Project Implementation Unit (SPIU) at RTDA and MINEMA.
- **Technical Assistance and institutional support** (US\$0.20 million). This activity will support capacity building of the staff of the SPIU of RTDA, MININFRA, and MINEMA involved in the project implementation, to enhance and broaden their skills in climate change mitigation and adaptation and gender.



- **Monitoring and evaluation** (US\$0.10 million). This activity will enable reporting of the project implementation progress and its impacts.

**Component 4: Contingent Emergency Response** (US\$0 million). This zero-dollar component will allow for swift reallocation of credit proceeds from the other components to provide immediate emergency recovery support following an eligible crisis or emergency.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Area OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

**Environment**

24. **The environmental risk rating of the project is substantial.** Cognizant of the nature, type, and scale of the proposed project, which involves spot rehabilitation of flood-damaged 254 km national roads and 130 km district roads sections and repairing or maintenance of partially damaged 20 bridges, the environmental risk rating is Substantial. The anticipated environmental risks and impacts are expected to be few, site-specific, temporary, reversible, and predictable, which will be managed and mitigated through the application of international best practice methods. Currently, the institutional capacity of the implementing institution (RTDA) in managing environmental and social safeguards and health and safety risks associated with the proposed project during the implementation period is relatively improved and expected to be further enhanced through recruitment and assignment of a dedicated ESHS staff (environmentalist, social development specialist, health, and safety officer, etc.) to the proposed project under SPIU-RTDA, as required.

25. **The proposed project areas are located outside existing protected areas.** Considering the scale and type of proposed project activities, the main environmental risks identified at this stage are related to spot rehabilitation of the flood-damaged road sections and partially damaged bridges in a climate-resilient manner financed under subcomponents 1.1, 1.2, and 1.3 of the proposed projects. The environmental risks and impacts of these investments emanating from the implementation of these interventions will vary in scope and nature depending upon the type, location and scale of spot rehabilitation and maintenance works involved with the level of recorded flood damages. The rehabilitation and repairing interventions are anticipated to have limited scale and site-specific environmental risks and impacts associated with the civil works at each location, such as clearance of vegetation, dust and noise nuisance, visual degradation of landscapes, pollution (debris, and other solid waste generation), ground/surface water contamination, soil erosion and sedimentation of surface water bodies, worker occupational health and safety risks and road traffic accidents, community nuisance and safety concerns due to traffic increase, soil and water pollution due to spills and leaks of oils, fuels, chemicals, temporary air quality nuisance due to air emission of CO<sub>2</sub> and NO<sub>x</sub> from combustion of diesel from vehicles, hot and batch mix plant, diesel generator sets, noise pollution from vehicles, machinery, concrete mixing, and other construction activities; risk of inappropriate solid and liquid construction and domestic wastes transport, disposal and management; etc.

26. **Given these anticipated potential environmental risks and impacts associated with the proposed project, ESS1, ESS2, ESS3, ESS4, ESS5, ESS6, ESS8, and ESS10 are applied.** The remaining ESS7 and ESS9 are not considered to be applicable to the proposed RECOR project. Nevertheless, during implementation, if any unforeseen risks are identified



related to these ESSs, the project will consider the respective ESS and prepare and implement the ESF instruments associated with such newly identified risks and considered ESSs. Though the proposed project obtained full deferral of safeguards and procurement requirements as well as condensed procedures under paragraph 12 of Section III of the IPF Policy (Projects in Situations of Urgent Need of Assistance or Capacity Constraints), the draft Stakeholders Engagement Plan (SEP) and Environmental and Social Commitment Plan (ESCP) were prepared by the IA (RTDA) and made available during appraisal. Conversely, as per the ESF requirements, to manage the anticipated environmental risks and impacts, the Borrower will develop ESF instruments in line with the applicable ESSs, such as Environment and Social Management Framework (ESMF), Resettlement Framework (RF), Gender Based Violence Preparedness and Response Action Plan (GBV-PRAP), Labor Management Procedure (LMP), Environment and Social Impact Assessment (ESIA), and Resettlement Plan (RP), as required during implementation. The final versions of project ESF instruments, including ESCP, SEP, ESIA, RP, RF, ESMF, GBV-PRAP, and LMP, once reviewed and cleared by the World Bank, will be disclosed both in-country (RTDA website) and on the World Bank's external website during implementation before commencement of civil works.

## Social

27. **The social risk rating of the proposed project is substantial.** Overall, the project is expected to promote positive social benefits for the wider population within the project, implementing districts and transformation of transport through road construction and rehabilitation. The anticipated key potential social risks and impacts are related to the loss of assets and livelihoods, restriction access to resources, physical and economic displacement, risks of vulnerable/disadvantaged populations or social categories which, by virtue of gender, age, physical or mental disability, economic disadvantage or social status may be vulnerable to the changes brought by the project activities, or who may be excluded from their associated benefits; health and safety risks to communities and workers due to the proposed spot rehabilitation of national and district roads and bridge activities; risks associated with labor management and local demand for employment; spread of infectious diseases, Sexual Exploitation and Abuse (SEA ), including HIV/AIDs and other STDs, etc.

28. **Labor and Working Conditions (ESS2).** Given the scale of the proposed project, which involves on-spot rehabilitation activities along the national and district roads and repairing and reconstruction of partially flood-damaged bridges, many workers (direct, contractor, primary supplier) will be engaged in such activities, which is likely to result in occupational health and safety risks to them. Labor-related risks, such as non-compliance to labor requirements by contractors and other employees, including adherence to working hours, pay and legally mandated benefits, equal and fair recruitment, and employment, are also probable. Special attention will be given to Occupational Health and Safety (OHS) risks, which are expected in all components due to health and physical hazards associated with civil works and low awareness/experience amongst employers/workers to identify and manage risks. Obligations under the LMP will also apply to all contractors involved in the project. For Community Workers, a supplement manual will be prepared under the LMP, which will cover all ESS2 requirements and describe a step wise approach towards its implementation. Moreover, management of labor issues with regards to Gender Based Violence/Sexual Exploitation and Abuse/Sexual Harassment (GBV/SEA/SH). The Labor Management Plan (LMP), which outlines the framework that the project will apply to manage labor-related risks associated with the project, will be developed by the project in line with the ESS2 and ESS4 and ensure its implementation throughout the project implementation period. Following the deferral of safeguards requirements, during implementation, RTDA will prepare the LMP and, once reviewed and cleared by the World Bank, will disclose both in-country (RTDA website) and on the World Bank's external website.

29. **Community Health and Safety (ESS4).** The project will improve community health and safety through spot maintenance and rehabilitation of the flood-damaged district and national roads, as well as partially damaged bridges. Such spot rehabilitation works/activities may nevertheless pose health and safety concerns for the local communities. However, the anticipated health and safety impacts and risks on the community residing within and around the project construction area would be readily managed and mitigated through the application of best practices and implementation



of ESF instruments, including ESMF, ESMP, LMP, and safety management plan (SMP), etc., as required during the implementation period.

30. **Land Acquisition, Restrictions on Land Use, and Involuntary Resettlement (ESS5).** Considering the nature of the project, the activities associated with spot rehabilitation of national and district roads and repairing, and maintenance of partially flood-damaged bridges financed under component 1 of the project are expected to result in economic displacement and restriction of access to natural resources, which will trigger the application of ESS5. Considering the proposed spot rehabilitation and maintenance works are conducted in the existing roads and bridges within the respective already established RoW, the anticipated impact on loss of properties and land acquisition is expected to be minimal. Based on the preliminary assessment conducted by the implementing agency (RTDA), so far, the identified total number of PAPs due to the spot rehabilitation activities of the damaged national and district roads and bridges traversing through 6 projects implementing districts are estimated to be 342 PAPs (national roads-121 PAPs, District roads-91 PAPs, and bridges 130 PAPs). Thus, to avoid and/or minimize such risks associated with ESS5 and for the implementation of appropriate compensation payment, the project will carry out due diligence on environmental and social risk assessment. Based on the findings of the due diligence, RTDA will prepare a Resettlement Framework (RF) and Resettlement Plan (RP) in line with ESS5 and national policy during implementation. The purpose of developing these RF and RPs is to respond to the anticipated risks associated with the specific subproject activities, which will be mainly on the changes in land use or access, temporary economic and/or physical displacement, guidance on corrective actions for any Anti Encroachment Drives/forced evictions (consistent with WB approach on the issue in the country) along with relevant corrective, management, and mitigation measures. Once reviewed and cleared by the World Bank, these instruments (RF and RP) will be disclosed both in-country (RTDA website) and on the World Bank's external website prior to the commencement of civil works.

31. **Stakeholder Engagement and Information Disclosure (ESS10).** The IA (RTDA) has developed the draft Stakeholder Engagement Plan (SEP), which contains a Grievance Redress Mechanism (GRM) and is made available during appraisal. This plan will address specific risks identified by stakeholders, including the risks to vulnerable persons, and will be updated as and when necessary. The objective is to establish a systematic approach and program for stakeholder engagement, including public information disclosure and consultation, throughout the preparation, construction, and operation of the proposed RECOR project, maintain a constructive relationship with relevant stakeholders, including MINIFERA, MINEMA, MINICOM, RDB, RSB, REMA, contractors/subcontractors, consider stakeholders' views, promote and provide means for effective and inclusive engagement with project-affected parties throughout the project life cycle, and ensure that appropriate project information is disclosed to stakeholders in a timely, understandable, accessible, and appropriate manner. The project will set up a project-specific grievance redress and feedback mechanism for the community and workers to report concerns or complaints if they feel unfairly treated or affected by sub-projects. The GRM will be transparent and accountable in grievance handling as well as responding both effectively and efficiently to the grievances reported by the affected parties. During implementation, the draft SEP will be updated and finalized, and once reviewed and cleared by the World Bank, the final SEP will be disclosed both in-country (RTDA website) and on the World Bank's external website prior to the commencement of civil works. The final SEP will confirm the identification and classification of all Project stakeholders (including vulnerable groups), appropriate modes of communication/disclosure for all identified categories of stakeholders, guidance on disclosure, including modes and timeframes, and records of all stakeholder engagements carried out. It will be prepared as a living document, which will be periodically updated and implemented throughout the Project implementation period.



## E. Implementation

### Institutional and Implementation Arrangements

#### A. Institutional and Implementation Arrangements

32. **The proposed project's institutional arrangements consist of RTDA as the implementing agency under the Ministry of Infrastructure (MININFRA).** The Ministry of Finance and Economic Planning (MINECOFIN) is the representative of the government on the issues related to the Financing Agreement and will offer guidance and leadership on the utilization of the project's counterpart funds. Other entities involved are, the Road Maintenance Fund (RMF), the Rwanda Environment Management Authority (REMA), the Rwanda Water resources Board (RWB) and the district authorities. The Ministry in charge of Emergency Management (MINEMA) will participate in the project implementation given their national mandate to lead disaster management related interventions. The institutional role of each stakeholder is described in *Annex 1: Implementation Arrangements and Support Plan*.

33. **Implementation arrangements.** RTDA, through the Single Project Implementation Unit (SPIU), is the implementing agency of the project. Thus, one special account will be provided. The SPIU will handle technical matters, procurement, financial and safeguards issues for all the activities. For successful implementation of the project, it was agreed to designate a team inside RTDA SPIU for the project preparation and implementation. The project implementation team should be kept in place during the project implementation to ensure consistency, continuity, and efficiency in the project management.

#### Proposed project design principles and approach for executing the road works

34. **The project will be implemented in 4 years using the spots improvement approach on the damaged roads (national and districts) sections.** The roads and bridges to be rehabilitated and repaired are selected among those damaged by the floods of May 2023. Though the selection criteria will follow a top-down approach by RTDA experts in consultation with MININFRA, prioritization will consider the severity of the damages and its economic impact. As RTDA has already contractors operating on the national roads for their maintenance, the works will be undertaken by these same contractors based on a technical specification of the works to be executed. For roads where there is no contractor in place, RTDA will use a fast-track procurement process to select contractors on an emergency basis. These methods are explained in detail in the Project Procurement Strategy for Development (PPSD).

35. **Spot improvement involves targeted enhancements or repairs of specific damaged areas along a specific road section.** The focus is on addressing localized issues such as embankments and slope failures, roads and bridges damaged by floods requiring raising, rehabilitating, or reconstructing, repairing or improvement of drainage systems, and critical potholes or surface irregularities that compromise road safety and functionality. Key activities will include backfills, retaining walls and gabions, re-gravelling, construction or repair of layers of the road, masonry drainage, signposts, crash barriers, planting trees and grass, pipe culverts, rockfill, landslide removal and back slope trimming, among others. This approach allows for an efficient allocation of resources by targeting priority areas with the greatest need for improvement while minimizing disruption to traffic flow and reducing costs associated with full road rehabilitation. Spot improvement serves as a strategic maintenance strategy to address immediate concerns and extend the lifespan of road infrastructure until more extensive rehabilitation works can be undertaken in the future. These interventions will be organized in three cohorts:

- **The first cohort of roads comprises around 253 km of national roads and damaged bridges which will be rehabilitated using existing contractors.** This cohort concerns damaged sections on national paved roads under component 1. The implementation will be managed by existing contractors competitively recruited by RTDA for periodic maintenance. Recruitment of other contractors for the same roads would create



collaboration issues among the contractors as the boundary of their tasks would be difficult to define. Those existing/ongoing contracts are subject to unit prices, as they are being executed based on service orders issued by RTDA resulting from joint site visit between RTDA, the contractor, and the supervision consultant to identify spots to be maintained. During preparation of technical specifications and preparation of tender documents, RTDA has ensured that all possible activities (items) which can occur for road maintenance are covered in the bill of quantities. This cohort concerns the most urgent and critical damaged roads and bridges and is in districts most affected by flooding and for which there are existing contractors conducting periodic maintenance for the roads.

- **The second cohort comprises damaged sections located on national unpaved roads, district roads, and bridges and will be rehabilitated using the category A1 contractors as established by the Rwanda Public Procurement Authority (RPPA).** These sections are currently not covered by any type of contract for works or consultancy services. Given the emergency, it is proposed to use limited competitive bidding to respond expeditiously. Selection will be made among roads and bridges contractors under category A1 (allowed to bid for tenders of FRW 2,000,000,000 (USD 1,562,500 equivalent<sup>24</sup>) and above.
- **The third cohort comprises damaged bridges located either on national or on district roads, but not included in the first and second cohort, and will use force account approach.** This approach uses the competency of the Engineering Command of the Ministry of Defense to execute the works. Such methods have been used in the country with positive results in remote areas where normal competitive procurement methods can lead to extremely high bids or lack of responsiveness. In addition, these bridges are a key component for connectivity restoration and keeping them out of service for long can exacerbate the lack of access to vital infrastructures such as hospitals, markets, and schools. Force account method can be used to reconstruct the damaged bridges and restore the accessibility in a short time, compared to normal processes. To ascertain that executed works are cost effective and restoration is done at a competitive cost, a market survey is conducted by RTDA prior awarding the contract to the contractor and surveyed cost serves as the basis for new contract. Furthermore, to ensure the quality and adherence to standards, a private consultant will be recruited through selective competitive bidding to supervise the works in tandem with RTDA. This collaboration aims to ensure that only approved works are compensated, with both entities working closely to guarantee compliance to the specifications. The approach is detailed in the Memorandum of Understanding signed between the Ministry of Defense ,MININFRA, MINECONFIN and Ministry of Local Government on 11<sup>th</sup> April 2017, for the use of force account method by using the Engineer Brigade and Reserve Force. This has provided positive results in the country as it has allowed quick actions to restore cut off roads, landslides removal in proximity of existing roads, road subsidence and accidental damage of road surface and drainage structures. In Addition, to address environmental and social considerations, a dedicated safeguards team will manage safeguard aspects of the project at RTDA. RTDA has gained extensive experience in managing safeguards activities through past and ongoing World Bank projects and regularly deploy safeguard team to oversee project compliance on safeguard aspects. The supervising consultant will also have its own safeguard team in place. This comprehensive approach will ensure that all safeguard aspects of the project are effectively addressed throughout the project duration.

36. Although achievements in the construction activities have been recorded by the Engineering Brigade of the Ministry of Defense to execute the works on time, however no adequate information regarding the capacity and culture in managing environmental, social, health, and safety risks and impacts associated with the respective project construction activities under the Engineering Brigade of the Ministry of Defense is available. Thus, to avoid any ESHS risks and gaps and

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<sup>24</sup> Exchange rate: USD 1 = FRW 1280.5



ensure the adequate capacity of the Engineering Brigade in managing ESHS risks associated with the spot rehabilitation and maintenance of bridges and national and district roads, the implementing institution (RTDA) will carry out a detailed assessment on the existing capacity of the Brigade related to the development and implementation of ESF instruments, availability of relevant ESHS staff, and other resources, including budget and monitoring facility, etc. and prepare an assessment finding report and submit to the Bank for review and clearance, prior to the commencement of civil works. This finding report will comprise of existing capacity and previous history on managing ESHS risks under the Engineering Brigade of the Ministry of Defense, nonconformity and gaps identified, a corrective action plan with an agreed timeline and cost to rectify the nonconformity and fulfill the identified gaps, Monitoring and reporting mechanism, signed agreement letter between the IA (RTDA) and Engineering Brigade of the Ministry of Defense that demonstrate the commitment and readiness of the Brigade in managing the ESHS risks during implementation and sound implementation and comply with the requirements of the national and World Bank ESHS policies, including the ESF instruments prepared for the proposed RECOR project.

37. **The project will use adaptative and accelerated procurement processes to expedite the procurement processes and respond to the emergency nature of the project.** The project will use a set of pre-identified civil works contractors who have a proven track record of rehabilitating transport infrastructure and with valid contracts in the works areas while also using the force account approach for some works on bridges. The SPIU will use the list by inviting sets of firms to bid on contract lots grouped by districts and type of infrastructure (national roads, districts roads, and bridges). Winning firms will be evaluated for their financial and technical capacity. The SPIU will use framework contracts to strengthen initial scrutiny, to increase the competition while reducing the number of procurements processes which are potential risk for delays, and to reduce the time from identification of an investment to the beginning of the works. Framework contracts will also be applied, to the extent possible, to procurements of goods and services.

38. **Supervision of works.** Given the emergency, RTDA will maintain existing supervision consultants on national paved roads and use limited competitive bidding process where these consultants are not in place (cohort 2 and 3). In the second case, Request for Proposals (RFP) will be issued to the consulting firms under category A for roads and bridges as established by RPPA. The technical team will collaborate with the project engineer during the contractors' setup phase and maintain continuous supervision throughout the project's execution.

## B. Results Monitoring and Evaluation Arrangements

39. **Achievement of project objectives, as measured by the corresponding key performance indicators, will be monitored, and reported upon regularly.** The monitoring and evaluation (M&E) system will capture information to assess project results against the targets set as part of the Results Framework. The baseline information has been drawn from the preliminary study undertaken after the floodings and will be followed up with beneficiary surveys and other assessments at the midterm review (MTR) and at closing to evaluate qualitative and quantitative aspects of project results. Progress of the key performance indicators will be measured through the implementation support missions and some specific surveys. Specific details for project management and reporting will be laid out in the Project Implementation Manual (PIM) that will serve as the overall guiding document for the SPIUs. The PIM will be prepared and adopted by the recipient by effectiveness. The recipient will carry out an MTR two years into implementation. The target indicators will be provided before the start of the activity impacting them.

## C. Sustainability

40. **The project investment sustainability will be ensured through the Road Maintenance Fund (RMF) that will take over the maintenance of the repaired and rehabilitated roads after the end of works and closing of the project.** The road rehabilitation or reconstruction, and the subsequent routine maintenance will be contracted out in two stages: The first stage is to repair, under emergency procedures, the roads and bridges damaged by floods, while the second stage is to appoint contractors for the maintenance of the rehabilitated infrastructure. In Rwanda, the existing RMF is ensuring





sustainability of the road sector investments and benefits through long-term maintenance and enforcement of axle load control to preserve the road and bridge assets.

41. **Rationale for Triggering Emergency Procedures under Paragraph 12, Section III of IPF Bank Policy, and Processing the Project using condensed procedures.** Repetitive floodings and landslides have caused severe damages and have had a debilitating effect on Rwanda road system in the northern, western, and southern parts, affecting the road connectivity of about 26 districts with about 9 million people. Such infrastructure plays a critical role in providing the connectivity with regional roads required for the supply of goods and services in the country, and connections to health centers, schools and any socio-economic opportunities that are of vital importance for the poor and most vulnerable population in isolated areas of the country, and zones affected by the floods. Large communities have been struggling to connect after the damage and the next coming rainy season may worsen the situation. To restore the connectivity between the capital city with the districts and between the districts, the country requested in August 2023 a support from the Bank to restore the connectivity in the affected zones. A Crisis Response Window has been activated and the approval of the Bank management for an amount of US\$80.00 million obtained on February 1, 2024. The project has been prepared in parallel to the request to fast track its preparation. The proposed project activities, especially the rehabilitation of national and districts roads and bridges, if not done urgently, will break access and continuity of the integrated movement of people and goods in the affected area (agriculture and livestock’s products, trade activities, basic services accessibility) with the resulting negative economic and social implications. Furthermore, the damages could be worsened if not action is taken to rehabilitate before a forthcoming heavy raining season in Rwanda (expected in June 2024).

42. To respond to the GoR’s request as a situation of emergency, the project is prepared using condense IPF procedures for its preparation and implementation to respond to the damages caused by the flooding. The condensed procedures will allow the use of alternatives approaches for procurement, disbursement and meeting Environment and Social requirements that usually take longer to prepare. The IPF condensed procedures allows the Bank team to fast track the preparation to make funds available for damages repairs and to mitigate the risks before the next heavy rains that are expected in June 2024. A normal preparation timeline would not allow the Bank to provide its support on time.

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