

GOVERNANCE AND DECENTRALISATION SECTOR STRATEGIC PLAN 2024 - 2029

14 November 2024

ABBREVIATIONS AND ACCRONYMS

ARFEM	Association Rwandaise des Femmes des Medias
AU	African Union
CF	Cooperation Framework
CoK	City of Kigali
DP	Development Partners
EAC	East African Community
GEWE	Gender Equality and Women's Empowerment
KPI	Key Performance Indicators
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and Evaluation
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINEMA	Ministry of Emergency Management
MINICOM	Ministry of Trade and Industry
MINICT	Ministry of ICT & Innovation
MININFRA	Ministry of Infrastructure
MINIYOUTH	Ministry of Youth & Culture
MINIJUST	Ministry of Justice
MINUBUMWE	Ministry of National Unity and Civic Engagement
MoE	Ministry of Environment
MoH	Ministry of Health
NGO	Non-Government Organisation
NISR	National Institute of Statistics of Rwanda
NST 1	National Strategy for Transformation 2017 – 2024
NST 2	National Strategy for Transformation 2024 – 2029

EXECUTIVE SUMMARY

Introduction

The Governance and Decentralisation Sector Strategic Plan (G&D SSP) has been prepared as part of the Second National Strategy for Transformation (NST 2). The G&D SSP, like the NST 2 will be implemented over a period of five years (2024/25-2028/29).

In line with Vision 2050, the G&D SSP is anchored in the ambition of fast-tracking citizen-centred development that is technology-driven, values-based and inclusive, where citizens are active participants in governance and a knowledge-based economy to which all citizens contribute productively. The G&D sector is designed to accelerate Rwanda's progress towards upper middle-income status by 2035.

In strengthening the foundations for transformational governance and contributing to inclusive economic transformation, the G&D SSP (2024/25-2028/29) will build on the achievements made in the last 7 years and lessons learnt. Specific focus will be on strengthening Local Government structures, systems and cultures for enhanced efficiency and effectiveness in delivering high-quality and sustainable services; and building stronger, inclusive and resilient local economies to promote equitable growth and improve quality of life for all, with embedded strong cultural values.

Status, achievements and lessons for the next medium term

Implementation of the G&D SSP will prioritise scaling up achievements made in previous years and addressing persistent challenges. The main achievements realised during implementation of the previous SSP include increased platforms for citizens' participation; closing the gender gap in local government leadership and decision-making levels; stronger and more vibrant local governments. Intergovernmental fiscal transfers increased, and this contributed to enhanced service delivery. Local Governments own source revenues (OSR) also increased, albeit modestly, from Rwf 60.6 billion in 2018/19 to 86.5 billion in 2022/23. Local Government (LG) capacity for prudent management of public finances increased tremendously, as evidenced by clean audit reports issued to 89.3% of LGs in 2023. A combination of factors including increased human resource capacities, expanded digitisation and automation of LG systems and service delivery processes, among others, boosted capacity for prudent public financial management (PFM) and tremendously improved the efficiency of public service delivery. Commendable progress in local economic development (LED) has been registered. Important to note are the large-scale infrastructure investments established in at least six secondary cities of Musanze, Muhanga, Huye, Rusizi, Rubavu and Nyagatare and two satellite cities of Rwamagana and Bugesera.

There remain various challenges and others have emerged in several areas including empowering citizens to make effective use of participation spaces for their voices to be fully reflected in public policy decisions. Unconditional transfers and own source revenues remain too little to address locally-identified priorities and meet citizens' expectations. Meanwhile, the private sector is not yet well developed to effectively leverage local economic opportunities that can widen the revenue base for Local Governments. Inadequate financing and gaps in human, organisational and

institutional capacities, continue to constrain efforts at achieving the G&D sector's targets.

Strategic priorities and results of the Governance and decentralisation sector strategic plan (2024 - 2029)

In the next medium-term, the G&D sector aims to promote the development of a local government system that is citizen-centred, transparent and accountable to ensure equitable service delivery, and sustainable and transformational local economic development. To achieve this goal the SSP will focus on eight sector priorities to contribute to the realisation of three outcomes through delivery of 16 outputs. The sector priorities and strategic results are summarised below:

1. Strengthen the institutional framework, collaboration, and coordination for inclusive, climate-resilient, and gender-transformative Local Economic Development (LED).
2. Strengthen multi-sectoral program design, implementation and monitoring focused on human capital development and socio-economic inclusion.
3. Strengthen local government institutional, organisational, and human resource capacities for effective coordination and collaboration.
4. Leverage digitalisation to broaden access to services, foster inclusivity and strengthen Local Government M&E systems.
5. Strengthen mechanisms for reliable Local Government financing and efficient financial management, including Own Source Revenue (OSR) diversification.
6. Enhance effectiveness of existing citizen participation spaces and mechanisms to strengthen transparency and accountability.
7. Strengthen collaboration and coordination between government and civil society to strengthen accountability and enhance delivery of high-quality services for socio-economic transformation.
8. Develop and sustain an enabling environment for a vibrant media to effectively contribute to transparency and accountability for national transformation.

In keeping with the core mandate of the G&D sector, five out of eight priorities are aligned to outcome two on strengthening local government systems, processes and practices. The GoR will also leverage international cooperation to accelerate socio-economic transformation, enhance its citizens participation, particularly the Rwandan community abroad (RCA) and strategically position its diplomatic institutions to attract private capital inflows to support LED. Results will be measured through tracking progress towards targets for a total of 53 indicators (9 at outcome level and 43 at output level). The results hierarchy is summarised in Table E1.

Table E1: Hierarchy of results for monitoring G&D sector performance

Hierarchy of Results (Outcomes & Outputs)	Indicators
Outcome 1: Resilient, inclusive local economies are developed and sustained	2
Output 1.1: Districts and CoK publish and utilise local economic potentiality maps and investment profiles to accelerate resilient and inclusive LED.	2
Output 1.2: Districts and CoK allocate resources to priority and flagship green and gender-inclusive LED projects and activities.	3

Output 1.3: Bilateral and Multilateral (including regional) cooperation strengthened to enhance Rwanda's socio-economic transformation	2
Output 1.4: Mobilisation and engagement of the Rwandan Community Abroad (RCA) scaled up to enable them to participate in national development efforts.	2
Outcome 2: Inclusive and quality local government services are delivered and sustained contributing to citizen well-being, and Rwanda's vision as a service hub	4
Output 2.1: Enhanced effectiveness and alignment of human capital development projects and programs with local priorities	2
Output 2.2: Enhanced local government capacity, systems, processes, and infrastructure.	5
Output 2.3: Enhanced reliability, usage and expansion of inclusive digital service delivery	3
Output 2.4: Enhanced evidence-based decision-making in local government planning and resource allocation.	2
Output 2.5: Enhanced local government capacity for Own Source Revenue (OSR) generation	2
Output 2.6: Enhanced reliability and flexibility of intergovernmental transfers for effective financing of locally identified priorities	2
Output 2.7: Increased local government capacity in Public Financial Management	2
Outcome 3: Citizens empowered to participate effectively in governance and socio-economic development processes.	3
Output 3.1: Citizen-led accountability mechanisms developed and institutionalised	5
Output 3.2: Improved effectiveness of local government structures in facilitating citizen representation and engagement	2
Output 3.3: Mechanisms for promoting cultural values and National Unity strengthened	3
Output 3.4: Effective participation by civil society organisations in local governance, transparency and accountability developed and sustained	2
Output 3.5: Professional, independent, and profitable media developed and sustained	4
Total Indicators	52

Implementation of the G&D SSP will be coordinated by the Ministry of Local Government (MINALOC), which also hosts the Sector Working Group (SWG) Secretariat and is the lead Ministry responsible for decentralisation in Rwanda. To assure transparent and accountable implementation, monthly, quarterly and annual reports generated from the monitoring and evaluation system, will be discussed by the SWG and its various internal structures. The G&D SSP implementation will prioritise evidence-based decision making in priority setting and reprioritisation, budgeting and expenditure management, hence considerable investment will be put into establishing a robust monitoring and evaluation system, supported by appropriate mechanisms for collecting and updating data, disaggregated to cover all issues of interest for the sector and cross-sectoral stakeholders.

An estimated Rwf 1,166.6 billion will be required to finance the strategic interventions, translating into an average annual expenditure of Rwf 233.32 billion. This constitutes 4.1% of the national annual expenditure for the FY 2024/25.

1. INTRODUCTION

The Government of Rwanda (GoR) remains focused on an ambitious pursuit of rapid socioeconomic transformation. The ambition is driven by the desire to transform the country from a low-income, predominantly agrarian subsistence economy to a high-income, technology-driven, and values-based economy by 2050. Meanwhile, the target for achieving upper-middle-income status is 2035. Rwanda also seeks to build a just, equitable and inclusive society in which citizens live in peaceful communities where they enjoy a high quality of life, are economically productive, and play active roles in the governance arena. The country also recognises the importance of regional and international cooperation in development and envisages playing an active and influential role in decision making in regional and global fora. In this, Rwanda aspires to foster and sustain partnerships at bilateral and multilateral levels around the World.

Towards this end, the GoR has embarked on the second phase of the National Strategy for Transformation 2024 - 2027 (NST2) in a series of medium-term strategies designed to galvanise all efforts and fast-track progress towards the 2050 aspirations. In designing this agenda for transformation, the GoR built on the achievements, experiences and lessons learnt from the two decades of successful governance and socio-economic reforms, including the rolling out of the decentralisation policy in 2001.

The reforms established a solid foundation for unity and reconciliation, peace and stability, robust governance institutions, sound economic structures, efficient public spending, and a socially cohesive citizenry that believes in the possibility of a brighter future. This Governance and Decentralisation Sector Strategic Plan 2024 - 2029 (G&D SSP) builds on this foundation by seeking to expand the achievements while integrating lessons from the last seven years. However, specific focus will be on strengthening local government (LG) structures, systems and cultures for enhanced efficiency, quality and sustainability of good service delivery; and building stronger, inclusive and resilient local economies across the country to promote equitable and inclusive growth that improves the quality of life for all Rwandans, with embedded strong cultural values.

This Five-year sector strategic Plan (SSP) for the Governance and Decentralization (G&D) sector presents high-level results, priority strategic interventions, the inputs, resources and partnerships required to achieve the outcomes, as well as the roadmap for realising set milestones. The G&D SSP aligns with and aims to contribute to outcomes elaborated in the NST-2, particularly the Transformational Governance Pillar. Unlike its predecessor G&D SSP (2017-2024), this one has a comparatively shorter time span of 5 years. The prioritised strategic interventions and the mechanisms for its delivery are informed by the National Decentralisation Policy (2021); National Local Economic Development (LED) Policy (2020); the fourth Fiscal and Financial Decentralisation Policy (2022-2027), other policies on civil society and media, as well as sectoral and cross-sectoral policies.

1.1 FUNCTIONAL AND COORDINATION STRUCTURE OF THE G&D SECTOR

The delineation of the G&D sector is fluid owing to its multi-sectoral scope and foundational influence over governance and development issues. However, it spans

policies, institutions and activities that directly promote local governance and the decentralisation process. These relate to citizens' participation, decentralised service delivery and local accountability, and support or enabling services such as access to information, local economic development, and capacity building at local government level.

The sector is led by the Ministry of Local Government (MINALOC) whose Permanent Secretary (PS) Chairs the Sector Working Group (SWG). It is currently co-chaired by the Swiss Agency for Development and Cooperation (SDC). The sector's membership comprises several ministries including MINALOC (Lead Ministry), the Ministry of National Unity and Civic Engagement (MINUBUMWE), the Ministry of Gender and Family Promotion (MIGEPROFE) and Ministry of Foreign Affairs (MINAFFET); national semi-autonomous bodies, bilateral development partners, international and local NGOs, and the Rwanda Civil Society Platform (RCSP).

The SWG has a secretariat which coordinates its activities, and a Taskforce (TF) that reviews all reports and outputs, providing quality assurance on strategic issues before they are put to the wider SWG membership for discussion. The sector is segmented into four Technical Working Groups (TWGs) that identify and monitor implementation of key priorities under each thematic area, as outlined in Table 1 below.

Table 1: Coordination Structures for the Governance and Decentralisation Sector

	Technical Working Groups	Leadership	Core areas of focus
1	Citizens' participation, Engagement and Accountability	Chair: MINALOC Co-chair: FCDO, NAR	Citizens' participation and accountability
2	LG Capacity Development, Service Delivery and Sector Decentralisation	Chair: RMI and co- Co-chair: RALGA, GIZ	Strengthening LG capacity to deliver services effectively and efficiently to citizens.
3	Media Development	Chair: RGB Co-chair: SIDA, ARFEM	Citizens' access to information, role of the media in citizens' mobilisation and promotion of local accountability
4	Local Economic Development	Chair: LODA Co-chair: USAID	Empowering LGs to mobilise stakeholders to explore economic potentialities in their districts. Making investments that contribute to job creation and livelihood enhancement, thereby improving LG capacity to generate +revenue locally.

The TWGs provide the space outside of the GoR and its partners to innovate, share thoughts, plan jointly, monitor, review and mobilise resources and other efforts to ensure delivery of the sector's mandate. These structures have worked to ensure effective coordination of planning and resource allocation to sector priorities from all potential stakeholders and provide mechanisms for stakeholders to hold each other accountable. The leadership of the TWGs (Chairs and co-Chairs of the SWG and TWGs) constitute the Taskforce that oversaw this SSP elaboration process.

1.2 THE SECTOR STRATEGIC PLAN ELABORATION PROCESS

The formulation of this SSP followed a highly analytical, participatory and iterative stakeholder engagement process, broadly following the guidelines provided by the Ministry of Finance and Economic Planning (MINECOFIN). The elaboration process was coordinated by the Sector Working Group Secretariat under the direct supervision of the Permanent Secretary, MINALOC. The process involved a comprehensive review of documents, interviews, interactive discussions, and participatory workshops with stakeholders at national and local level, through physical and online engagement.

The process was logical and iterative, starting with a situation analysis, identification and refinement of priorities, identification and selection of priority interventions, and the results at outcome and output level, with indicators and targets. A full draft of the SSP was reviewed by stakeholder and inputs made. The process and products were quality-assured by UK-funded, Rwanda Technical Assistance Facility (RTAF) team and MINALOC's technical advisory team before validation and endorsement by the SWG Secretariat. A series of workshops and formal meetings were organised at SWG and TF level to review, provide inputs and approve the SSP and its key components. The Draft SSP was further reviewed jointly by MINALOC/SWG Secretariat and external consultants to ensure consistency and conformity with the GoR's planning framework.

Technical working sessions were also organised with key institutions responsible for monitoring national gender commitments, Gender Monitoring Office (GMO) and governance the Rwanda Governance Board (RGB) as well as the National Institute of Statistics of Rwanda (NISR) for refinement and definition of indicators.

2. SECTOR SITUATION ANALYSIS

2.1 GOVERNANCE AND DECENTRALISATION SECTOR OVERVIEW

The G&D SSP (2024-2029) is inspired by the mandate of the transformational governance pillar of NST2. It aspires to develop human capabilities, enabling citizens to participate and exercise voice in determining their governance and development priorities and processes, providing effective services through modern, efficient, transparent and accountable decentralised service delivery systems. It is positioned to strengthen the foundation and supportive framework for accelerated and inclusive transition to a higher medium income country, characterised by a stable, socially cohesive and values-driven society.

The sector has expanded remarkably. Its large membership includes several line ministries, agencies, media, development partners and civil society groups that are active in the governance arena and which seek to champion citizens' empowerment, gender equality and women's empowerment.

2.2 KEY ACHIEVEMENTS OF THE PREVIOUS SSP

Over the last 7 years, the G&D sector priorities revolved around 8 key areas: 1) Citizens' participation, empowerment and inclusiveness; 2) strengthening accountability and transparency; 3) service delivery; 4) fiscal and financial decentralisation; 5) Local Economic Development; 6) Sectoral decentralisation; 7) capacity development for transformational governance; and 8) mainstreaming values and Home-Grown Solutions for transformational governance.

These priorities were consistent with the national vision of putting citizens at the centre of the country's governance and development programming; accelerating progress towards a nation of productive, peaceful secure citizens living dignified lives characterised by strong cultural values; consolidating national unity and social cohesion; and positioning the country as a respectable partner, making a valuable contribution to the advancement of humanity and international development cooperation.

Remarkable achievements have been made in each of these areas:

- 1. Platforms for citizens' participation have been expanded and are more inclusive, contributing to citizens' empowerment.** The G&D sector facilitated mobilisation and effective participation by citizens in these spaces, enabling them to contribute to thinking and decision making about development activities and enhancing the spirit of patriotism, self-reliance and social accountability. As a result, participation rates exceed 90% in citizens' forums, problem-solving-focused interactions, volunteering and others (RGB, 2023) from an average of 65.63% in 2018 (RGB, 2018). LG entities were instrumental in mobilising communities for agricultural production, increased basic education and led the campaign to improve human security including provision of shelter for most vulnerable households and those most affected by climate-related disasters, as well as combating malnutrition and child stunting. More infrastructure such as classrooms, cell and village offices, health posts, etc. at local level have been

constructed with substantial input from *Umuganda* (*communal work*), while primary health care provision is significantly supported by high subscription rates in *community-based health insurance (CBHI)*, among others.

2. Considerable progress has been made in realising gender parity in decision making pertaining to local governance, but there remain gaps in critical leadership areas. Presently, women occupy 30% of mayoral positions, constitute 14.8% of Vice Mayors (Economic Affairs) and hold 46% of seats in District Councils. But they occupy more than 3 in 4 female vice mayorships in-charge of social affairs. Structures for citizens' participation manifest gaps and could have worked better than they do, to genuinely represent the thinking of their constituents. The voices of women, youth and persons with disabilities (PWD), could be reflected more in decision making by such platforms articulating and ensuring the concerns of these groups are considered, such as in employment, and participation in economic activities. Local Government councils are insufficiently equipped to enable councillors to mobilise, engage and provide feedback to their constituents about the activities of councils, the decisions they make, and their achievements. There is also an argument for citizens to mobilise themselves and seek out their representatives if they have issues of public concern.

3. Local Governments remain central to Rwandans achieving their long-term aspirations. The Central Government and non-state partners have depended heavily on LGs to make public investments in health care, education, agriculture and infrastructure, which have contributed to the remarkable economic growth and progress in human development, under NST-1. Their performance and sustained progress, are, however, undermined by gaps in the policy and institutional environments, particularly in the coordination and collaboration framework with line ministries and other central government agencies.

4. Intergovernmental fiscal transfers have increased, and local government's own source revenues expanded significantly over the last seven years despite economic challenges at the local, national and international levels, worsened by the Covid-19 pandemic and the intensification of climate-related disasters. Local Government Own Source Revenue (OSR) collections increased from Rwf 60.6 billion in 2018/19 to 86.5 billion in 2022/23 (RRA, 2023). Several reforms and innovations brought this about, including cooperation arrangements with the Rwanda Revenue Authority (RRA), which led to improved revenue forecasting and assessments, taxpayer mobilisation and education, and efficient recovery powered by ICTs. Local Government actors have, however, pointed at gaps, underscoring the need to review and adapt the collaboration framework to ensure that LGs retain responsibility for OSR collection and use, as part of strengthening fiscal decentralisation.

Local Government operations that are not covered by earmarked funds continue to be hampered by meagre block transfers, which have remained below the 5% threshold of the previous year's revenue as set out by the law over two decades ago. In the medium-term expenditure framework (MTEF) for 2019/20-2022/23, block grant transfers were increased marginally from Rwf 59,215,473,965 in 2019/20 to Rwf 70,939,802,042 in

2022/23 (MINECOFIN & GIZ/GOPA, 2023). This level of funding is not enough to meet the administrative needs of the LGs, even staff salaries to which most LGs allocate the entire block grant transfers. In 2019, for instance, salaries in LGs accounted for 103% of the transfers¹, and yet LGs are supposed to meet other operational expenditure priorities using these grants. MINECOFIN, MINALOC and partners (GIZ) have embarked on reviewing the formula for allocation of block grants. The new formula takes into consideration administrative burdens (e.g. number of lower-level administrative units) and is expected to be operational in FY 2024/25.

5. **Local Governments have significantly improved capacity in public financial management (PFM)**, as reflected in increased accountability and compliance with prudent financial management procedures. The number of decentralised budget entities (districts and City of Kigali) receiving unqualified audit reports increased from zero in FY 2018/19 to 25 (89.3%) in FY 2022/23. This is attributed to improved financial reporting because of the roll-out of IFMIS down to sector level. Sectors along with other expenditure centres such as hospitals, health centres, schools, are classified as non-budget agencies (NBAs). The rolling out of IFMIS to NBAs, which now cover hospitals, health centres and sector offices, enable Chief Budget Managers (CBM) to supervise effectively and monitor planning, expenditure and reporting of these entities as all financial and related transactions are undertaken within the system that they control, while financial reports are automatically generated. However, some NBA such as secondary and primary schools that use the school data management system (SDMS) to plan, budget and spend, often lack staff with required accounting skills, nor use any system to support expenditure and reporting. CBMs face challenges managing such expenditure centres and the Office of the Auditor General (OAG) faces even more limitations in auditing them. The increased PFM capacity at LG level has removed the disincentive created by capacity constraints to fiscal and financial decentralisation and instilled greater confidence in devolving more resources to sub-national entities.
6. **The Local Administrative Entities Development Agency (LODA)** has contributed immensely in mobilising and coordinating local development financing and facilitating investments in local development priorities across all districts. From starting off as the Common Development Fund (CDF) in 2003 with only GoR financing commitments amounting to 1.5% of the previous year's revenue, LODA has gone on to coordinate significant resource mobilisation and provide diversified financing support for infrastructure and other development domains across LG entities.
7. **The Decentralisation framework created has sustained Local Governments as robust governance and service delivery institutions.** It has progressed significantly, with a new Decentralisation Policy adopted in 2021, although plans to implement wide-ranging reforms in sectoral decentralisation were not actualized. The comprehensive Local Government legislation has enabled diversification and strengthening of citizens' participation platforms. The District Councils have become more robust and competent and able to hold focused discussions and take meaningful actions to ensure accountability. Lower-level councils at sector, cell and

¹ MINECOFIN & GIZ/GOPA (2023). Analysis of the Block Grants to Districts, March 2023

village level are now more legitimate, structured and recognized by law. Despite this remarkable leap, some developments and stakeholder observations have suggested that the process has slowed down. Indeed, some plans relating to sectoral decentralisation and the comprehensive legal instruments² prepared to address some of the key challenges inherent in the process did not come to fruition. The need to strengthen mechanisms for implementing decentralisation with clear milestones, resources and responsibility to ensure accountability, has been emphasised by stakeholders as critical to deepening the decentralisation process. The decentralisation process has slowed down but has since been revived by the Prime Minister's Order on sectoral decentralisation gazetted in May 2024 which constitutes part of the instruments to revive and further strengthen the Decentralisation Process.

- 8. Rwanda has leveraged Information and Communication Technologies (ICT) to deliver essential services to citizens.** This has enabled the country to reap dividends in the form of consistently high satisfaction levels with public services. It has enabled efficient execution of some public sector transactions and contributed to improved decision-making. The infrastructure capacity gaps, notably unreliable electricity, internet affordability, inadequate coverage of basic infrastructure for ICT services in some areas, and more importantly low levels of digital literacy, with only 31.5% of the population aged 15 years and above being considered digitally literate, could slow down the vision of ensuring universal access to services. Local Government capacity to deliver full-scale digital services remains limited, especially at cell level.

Digital expansion has significantly expanded access to services by the Rwanda community abroad (RCA). In 2023, Rwanda developed the Rwanda Community Abroad Management Information System (RCA-MIS) to provide Rwandans living abroad with access to information and opportunities while improving service delivery. This platform aims to enhance communication and support for the diaspora community, ensuring their needs are met efficiently. A portal developed for self-registration and consular card requests by RCA members through embassies and the Diaspora Unit has helped streamline member registration.

- 9. Local Governments have improved data collection and storage infrastructure following the introduction of multiple automation systems.** They include management information systems ranging from the integrated financial management information system (IFMIS), land management information system (LMIS), to social data and education management information systems, among others. These digital tools are strengthening the evidence base which could be further enhanced when further integration of these information systems is realised.

- 10. Local Economic Development (LED) continues to be a flagship priority area of the G&D Sector.** LED is a core component of Rwanda's decentralisation process. The biggest contribution of the G&D sector in the context of national economic transformation is ensuring equitable economic growth across the country, creating jobs for the youth, women and rural communities, and expanding the local revenue base for districts. Investments in LED-related activities over the NST-1 period

² The Prime Minister's Order was approved by Cabinet in November 2023 and is expected to be gazetted.

contributed to equitable growth across the country, helping to create 942,324 jobs during the period 2017-2021. This represents 87.95% of the targeted (1,071,425) jobs during the first 5 years of NST-1. Corporate income tax (CIT) payers, an indicator of formal enterprises actively engaged in business, more than doubled from 64,856 in 2018/19 to 135,031 in 2022/23. Equally important was the increased spread to provinces outside Kigali (from 51% to 60%). In the last seven years, critical economic infrastructure was expanded and modernised across all districts in the sectors of transport (road networks), agriculture and rural development (establishment and maintenance of radical terraces and irrigation systems), trade and youth employment (integrated crafts production centres) and other strategic infrastructure in districts. Considerable infrastructure and other economic investments have been made in modernising the six secondary cities and positioning them as regional innovation and growth centres.

11. **Civil society is a critical partner and has significant potential to contribute to the advancement of good governance, citizens' mobilisation, awareness raising, and empowerment.** This would lead to meaningful participation by citizens in governance processes and in development efforts and promote transparency. The National Policy on civil society (MINALOC, 2018) recognizes the contribution of CSOs across the entire spectrum in the transformation journey of the last three decades from emergency humanitarian support, psycho-social and basic welfare support, to citizens' mobilisation, service delivery and empowerment processes. Many civil society organisations, including faith-based groups have been working to complement LGs in service delivery while some, albeit very few, are involved in policy advocacy and activism. impact of CSO-supported interventions on citizens' participation, rights-based programming and local accountability especially around policy implementation and decentralised budget monitoring to enhance efficiency and citizen-centred service delivery, needs to be documented and used to inform formulation of progressive governance and development policies.
12. **Vibrant independent media are an important actor and catalyst in promoting civic education, enabling and enhancing citizens' access to information, and compelling local governments to be transparent and accountable.** Over the last seven years, diverse media platforms have evolved with varying editorial orientations, ownership and geographical spread. Records from the Rwanda Media Council (RMC) and the Rwanda Utilities Regulatory Authority (RURA) indicate that, as of January 2023, there were at least 19 Television (TV) stations, 33 radios and 148 registered online publications, among others. There are, however, questions about the degree to which they contribute to creating awareness about LG issues among citizens and, as a result, to promoting or enhancing accountability.
13. **Rwanda has expanded its diplomatic reach, which has enhanced its visibility, strengthened its positioning, and boosted its contribution to international peace, security and global trade, in addition to enhancing service delivery to citizens abroad.** Rwanda championed the signing of the African Continental Free Trade Area (AfCFTA) Agreement in 2018 which entered into force on

30th May 2019. As of August 2024, a total of 54 out of 55 countries signed while 47 countries had ratified the agreement.

In addition, the GoR has, since 2019, established 14 new diplomatic missions in Accra, Amman, Bangui, Budapest, Conakry, Doha, Harare, Islamabad, Jakarta, Maputo, Rabat, Warsaw, Prague, and Riyadh. This raised the number of Rwandan diplomatic missions to 47, significantly enhancing the country's global presence, capacity for international engagement and provision of essential services to citizens and potential visitors in different geo-political landscapes. The Diplomatic missions are increasingly being positioned to enhance inclusive, accountable governance and catalyse accelerated socioeconomic transformation through mobilisation platforms for citizens abroad and potential visitors and investors; show-casing cultural, social and economic opportunities, facilitating institutional twinning and cooperation at different levels, among other services.

Rwanda pursued new bilateral partnerships and strengthened existing ones with various countries across different regions, focusing on areas such as trade, investment, security, and development cooperation, which has opened opportunities for business and employment, and enhanced access to knowledge and skills development for youth. Over 66 Joint Permanent Commissions were established with various countries including inaugural sessions with Mali, Zimbabwe, Botswana, Angola, Senegal, among others. These triggered enormous benefits reflected in the numerous MoUs and agreements signed, such as General Cooperation Agreements, Double Taxation Avoidance Agreements, Bilateral Air Services Agreements, etc.

Rwanda is host to at least 45 resident foreign diplomatic missions and 72 non-resident diplomatic missions. This has further expanded opportunities for international cooperation in various development domains. The various international meetings and conferences hosted in Kigali, as a result, are expected to positively support LED.

Rwanda has expanded and sustained its multilateral engagements through, inter alia, active membership in at least 201 international organizations, of which it hosts 35 regional and international organizations. It has also actively engaged in various multilateral forums with relevance to the sector. These include the East African Community (EAC), Economic Community of Central African States (ECCAS), African Union (AU), United Nations (UN), Commonwealth and Common Market for Eastern and Southern Africa (COMESA), among others.

2.3 KEY CONSTRAINTS AND CHALLENGES

An assessment conducted by LODA in 2020 highlighted the following as key challenges in local government that could stifle progress towards vision 2050: 1) insufficient funds to finance prioritised LG projects; 2) inadequate feedback channels especially for purposes of incorporating lessons learnt into development plans; 3) skills gaps in LG entities, particularly at sector and cell levels; and 4) cross-sectoral coordination challenges. Building on these constraints, the main challenges encountered by the G&D sector over the last seven years include the following:

Despite the remarkable progress in participation, there is still a strong need to enhance citizen participation to ensure that their voices are fully reflected in policy making and budgeting processes. Citizen participation in planning, adoption of *Imihigo* and, most importantly, budgeting, is relatively low (65.6%) compared to other areas of participation. Yet these are the most important decision-making arenas as they determine which priorities are ultimately funded and implemented. Initiatives such as use of information boards at public offices, citizens' assemblies (Inteko z'abaturage), Councillors' week, governance month, among others, have helped close the gap between citizens and local leadership but have yet to translate into effective participation. To be effective citizen participation requires civic education, communication and access to information, as well as adequacy and convenience of civic spaces (NAR, 2024). Often these are insufficient or do not take into consideration the interests and convenience of different citizens' groups such as youth, women, PWD and others. As a result, citizens tend to participate in the absence of these fundamentals, resulting in inadequate contribution to or influence over specific policies or programs. In some cases, interest groups raise their issues but are rarely taken into consideration for several reasons, including what is often regarded as inappropriateness or lack of adequate financial resources, which is not necessarily always the case.

Comprehensive civic education targeting all demographic and social groups has helped render mobilisation of citizens effective to enable them to become more productive, patriotic and active participants in governance, united and socially cohesive. *Ingando*, *Itorero* and other domesticated civic education programs have been implemented since 1996 with impressive outcomes. There are, however, gaps that need to be addressed, particularly in harmonising curriculum content and delivery approaches, standardising them and customising them to different groups. There is also a need to develop an adequate cohort of trainers and facilitators from national and community level, to sustain the momentum. To ensure that civic education is comprehensive and recognising the contribution of different actors in the civic space requires standardisation of content and delivery approaches to enhance impact on citizens' empowerment and cohesion, as well as prevent potential misalignments in the design, delivery and evaluation of civic education. A framework and tools for structured monitoring of civic education and activities and their effectiveness needs to be put in place.

Rwanda continues to grapple with the challenge of extreme poverty and low human capital development, which undermine performance in areas of human security, nutrition and early childhood development, youth employment, social stability and economic resilience. There are also physical and human behavioural challenges to some poor people to exit poverty to become productive and self-sustaining citizens. The national strategy for graduation approved by cabinet in 2022 aims to empower citizens to drive their own graduation journeys and reduce the dependency mindset which influences them to hang on to the idea that the government should be the source of everything.

The national strategy for graduation out of poverty aims to empower poor people to be creative, innovative, industrious and to leverage social and economic opportunities through individual graduation plans.

Common slogans such as *leta ni umubyeyi* (*the government is a parent*) could be replaced by those that emphasise personal dignity and patriotism such as *Leta ni jye* (*the government is me*). Current self-help initiatives such as *Gira Wigire*, are a positive step in this direction.

Small and underdeveloped private sector: Despite the public investments in LED (mostly through LODA), advances in LED continue to be slowed down by a small and undercapitalised private sector base. MSMEs dominate the private sector, representing over 90% of businesses and account for 41% of employment. Most firms are nascent, informal, and concentrated in the non-tradable sectors (RDB, 2022). The limited spread of formal businesses still reflects concentration of growth Investments around Kigali City and underscores the need to attract private sector activities to other districts and support them for equitable job creation and growth in local revenue generation capacity.

Local Governments are overwhelmed by heavy workloads amidst frequent demands from multiple stakeholders, particularly Central Government Institutions, and continue to be understaffed and logistically constrained. The high turnover of staff undermines performance in domains that demand experience, maturity and integrity. Moreover, Local Governments face significant financing constraints. The limited discretion in expenditure undermines their ability to align budgets with locally identified priorities. This constrains their capacity to work towards achieving local autonomy.

The Local Government structure has remained unchanged over the last 10 years despite remarkable changes in functions, rendering it not fit for purpose. Meanwhile, Central Government structures have undergone multiple reviews over this period. As a result, Local Government organisational structures are top-heavy with district-level personnel, with an average of 85 staff at district level coordinating 13 staff at sector level, who also supervise 2 staff at cell level to where service delivery responsibilities have been transferred. In the six secondary cities, recently increased to nine with the addition of Kayonza, Kirehe and Karongi, and two satellite cities of Rwamagana, Bugesera, the unchanged organisational structures imply these districts have not been facilitated to adapt their structures and functions to the needs of the envisioned urban hubs of business and varying economic demands. The current structure maintains these fast-growing urban areas within the physical and administrative boundaries of districts, where leaders are mostly preoccupied with typical rural development issues such as addressing conflicts and poverty reduction among others. Hence, they can neither attract the requisite skills nor handle urban-development-related issues effectively.

Budget constraints: LGs are required to identify priorities for annual action plans via citizens in a participatory bottom-up approach. However, many of the priorities which are identified via participatory processes are usually not acted on due to budget constraints. The priorities that are usually acted on are those that are identified by the

Central Government and endorsed by district councils. These are usually funded through earmarked transfers from line ministries. This undermines the enthusiasm with which citizens participate in the local planning process. This mismatch in implementation is the mostly a consequence of central government authorities having most control over financial resources. Lack of control over resources constrains the ability of LGs to fund locally identified priorities. The imbalance in discretion over planning and budgeting needs to be addressed as it undermines local initiative and constrains the ability of local governments to respond to the needs and aspirations of their local communities. The allocation of 5% of the national budget (for block grants) provided for by law has yet to be realised, with actual transfers falling within the range of 2-2.5% of national revenues. Economic assets such as land, forests and buildings that districts depended on were transferred to the Central Government. As a result, they go through lengthy procedures if they need land for development. Consequently, districts (and the City of Kigali) find it difficult to mobilise investors and support them with such critical inputs as land. Additionally, this has reduced their capacity for local (own source) revenue mobilisation.

Disaster Preparedness: Local Governments, including the City of Kigali (CoK), face unprecedented challenges with disasters that they are not adequately equipped to predict and plan for. As the effects of climate change intensify, many citizens and communities have suffered from extreme weather events which have destroyed lives and livelihoods, reversed the progress made, and tested the institutional tenacity and resilience of Government systems at both central and local level. Harsh prolonged droughts affected disproportionately parts of the Eastern and Southern Provinces. Deadly floods in recent times, together with landslides in Northern and Western Rwanda, resulted in death of citizens and destruction of homes, farms and infrastructure. In 2023 alone, disasters related to climate effects were reported to have caused 243 human deaths, destroyed or severely damaged 2,166 houses and destroyed or significantly damaged at least 2,166 Ha of crops across the country (MINEMA, 2023). These events have reversed some of the gains made, including in areas of social housing, road connectivity infrastructure, food security, poverty reduction and control of malnutrition, . Climate change predictions suggest that such events are likely to intensify. Local governments must be strengthened to proactively plan for and effectively integrate disaster prediction and response mechanisms into their planning systems. Given their closeness to citizens, they are the first port of call whenever disaster strikes. The GoR has recognised these challenges and set up institutional coordination mechanisms at local level. They include District Disaster Management Committees (DIDIMACs) and Sector Disaster Management Committees (SEDIMACs). It has further recognised the financing and technical capacity challenges in operationalising these structures. An action plan to strengthen capacity for local disaster risk reduction and financing for risk management has been developed (MINEMA, May; 2024) to, *inter, alia*, support local capacity building in disaster early warning systems and response planning at local level. If this plan is implemented effectively, this will be a positive step towards strengthening community resilience against climate-induced disasters.

Low capacity of Local Government authorities and other local actors, especially within the joint action development forum (JADF), to monitor and follow-up on social development programs and other interventions is a serious challenge. LGs have limited capacity to formulate and elaborate feasible innovative investment projects and oversee their implementation. They are unable to retain core expertise in areas such as engineering and project cycle management. The exception is, perhaps in One-Stop Centres.

Insufficient capacity for citizen mobilisation due to inadequate personnel in the LG establishment. Although LG structures have approved establishments, most of them are unable to recruit the staff they need due to inadequate funding. They depend on the block grants to fill personnel gaps, yet these funds are limited. This is why a cell with only 2 staff has inadequate capacity to mobilise communities and address their needs.

Challenges of coordination between Central and Local Government entities: While the space for integrated development planning ought to take the form of exchanging ideas and jointly reviewing priorities, Central Government ministries influence LG priority setting, which relegates local priorities to secondary status when it comes to implementation. This undermines local ownership and explains ineffective implementation of some projects in most LGs. This situation ought to be rectified given that CG and LG entities are supposed to complement each other in the service delivery chain as they operate at different levels and have clearly separate but complementary roles.

Low digital literacy, inadequate support infrastructure coverage and limited digital capabilities of Local Governments constitute key bottlenecks to the scaling up of digitalised service delivery. For instance, while the high mobile phone penetration rate (at 95.3%)³ is a key enabler of efforts to fast-track access to digital services, low digital literacy (31.5%) and very low use of smart phones (estimated at 15%) are potential hindrance⁴. This could be addressed through scaling up smart phone access interventions, such as Connect Rwanda Initiative, which distributed at least 26,539 smart phones to different categories of the population, mostly women, health workers, cross boarder traders, people with disabilities and older people, among other socio-demographics (MINICT, 2022). Poor internet connectivity and unreliable support services (energy, phone and internet networks) make it difficult to provide digital services. Many Local Governments do not have adequate technical, infrastructure and human capacity to provide full digital services to citizens. This status is reflected in the unsatisfactory rating of internet services by citizens.

While the space for civil society has progressively widened and while its role has become clearer, civil society in Rwanda still faces challenges that need to be addressed. Despite their numerical strength⁵, CSOs do not make the expected

³ RURA (2024). Mobile Phone Subscription Report, January 2024. Please note that this rate reflects the number of active sim cards. Many people have more than one sim card.

⁴ GSM Report, 2022

⁵ More than 2000 CSOs were registered between 2012 and 2018, a remarkable increase from less than 400 CSOs that were operating prior to 2012 (MINALOC, 2018). Increased recognition of the role of CSOs and progressive legislation that improved the operating environment contributed to this status.

contribution especially at the local level where there are gaps, they could fill. Local CSOs struggle with internal governance challenges that include human resources and financial constraints. Some do not have clear corporate missions or strategies or initiatives or agendas around which to engage with public policies. Despite the commendable progress made in efforts to create a conducive environment for them to operate in, they still encounter obstacles in their operations. These capacity gaps have attracted the interest of the G&D sector and could be addressed to enable CSOs to engage with policy initiatives at CG and LG level and influence their outcomes.

Despite diversification, media continues to face limitations, which affect their ability to effectively contribute to policy dialogue and citizens' participation: Vision 2050 envisages a significant role for media in promoting citizen participation, innovation, and public accountability. Nonetheless, they remain too weak to shape policy debates or make meaningful contribution to citizens' awareness creation, public policy education and accountability promotion. A new National media policy has been developed (about to be adopted) placing considerable emphasis on, inter alia, access to information, and safeguards against subversive effects of new media (including social media, blogs, vlogs and other online publications) that use digital platforms with virtual operations.

Capacity gaps among media institutions and media practitioners remain serious bottlenecks that constrain the media's capacity to take advantage of emerging opportunities both to develop commercial ventures and to contribute to the country's transformational governance ambitions. Radical developments in the media landscape mean that more information is now provided online, yet most of the population have yet to access the internet⁶. This implies that many citizens face barriers in accessing media content provided via internet-enabled media channels. Strengthening traditional and new media to enable them to play their rightful role would help to solve this problem.

Despite the recent developments, Rwanda's economic diplomacy and international cooperation continue to be constrained by limited diplomatic representation in strategic global regions (such as the Middle East, Far East, Eastern Europe and S. America). This hampers its ability to effectively serve its citizens abroad and open more global windows for cross-cultural exchanges and mobilization of foreign direct investment, that are critical for Local Economic Development (LED) and effective service delivery to all citizens. Ensuring that the country's foreign policy initiatives are fully aligned with domestic development goals, such as economic growth, poverty reduction, and sustainable development, requires greater institutional collaboration and strong coordination among state and non-state institutions to align the thinking and build operational synergies. This will need to be established.

2.4 KEY LESSONS AND STRATEGIC IMPETUS FOR THE FUTURE

Some of the key lessons and emerging issues for the next medium-term include:

⁶ Internet penetration tripled, over the last decade from a mere 9% in 2013 to 31.4% in 2022 (MINALOC, 2023a).

1. *A clear roadmap for continued decentralisation* will help keep both the process and actors active. Absence of a clearly assigned role for coordination of the decentralisation process was blamed for the observed slow progress, yet coordination remains key to good citizen-centred governance and effective service delivery. The Prime Minister's Order gazetted in May 2024 establishes structures for coordination of the Decentralisation Process and provides considerable guidance on inter-governmental relations under decentralisation.
2. A review of the institutional framework for local own source revenue (OSR) needs to be undertaken to put LGs at the centre and improve efficiency in revenue administration.
3. *The Joint Action Development Forum (JADF)*, an initiative intended to enhance development partners' coordination around local development priorities and plans, continues to function but it is not working as expected. It needs to be revamped and strengthened as the space for coordination and collaboration between civil society, Local Government and other local development actors. JADF performance has generally been affected by the institutional environment in which it operates. Slow sectoral decentralisation implies that significant public resources continue to be allocated at central level, and non-state actors (including civil society and private sector projects that work through the JADF have limited resources. Secondly, JADF performance revolves around the capacity, creativity and leadership of Local Government actors. This explains the relative difference in vibrancy and performance of these Forums across different districts. A comprehensive review of JADF's operations will need to be undertaken to shed light on why it works well in some areas and not as expected in others, after which, appropriate support will be provided.
4. *Local Government organisational structure review to align structure with function* and ensure that the cells which are the service delivery entities closest to where citizens live are more capacitated to deliver effectively.
5. Although it was envisaged that the *Provincial administration* was to be phased out much earlier, it remains in place, performing relatively less strategic functions, yet it has the potential to do more. With about 17 personnel positions, including a title of District development, the PA could facilitate joint district development planning (especially focused on flagship projects with region-wide impact). It could also support inter-governmental coordination and collaboration but none of these is being done. This may mean unpacking and extending Article 21 of the Prime Minister's Order No. 023/03 of 20th May 2024, that requires the province to ensure legal compliance of districts.
6. *A greater role for civil society in citizens' empowerment and policy monitoring*: In addition to complementing Government in direct service provision, civil society is best placed to analyse Government policies and disseminate information to citizens, undertake nation-wide civic education and take a lead in monitoring and feedback to citizens on policy implementation. This multi-pronged role will require increased technical capacity and strategic communication skills among CSOs, their on-the-ground presence and environment that fosters collaborative work with Local Government and other stakeholders.

3. THE STRATEGIC FRAMEWORK

This section outlines the Governance and Decentralization Sector's goal, strategic objectives, and strategic interventions for 2024 - 2029. The Strategic Framework for the G&D SSP outlines a comprehensive blueprint for empowering local communities, strengthening local governments, and fostering inclusivity in Rwanda. This framework aligns with the NST2 pillars supporting economic, social and governance transformation, and provides a framework for aligning the efforts of sector actors around the identified priorities to generate expected results. This section identifies lead strategic delivery institutions while providing a mechanism for measuring progress through key performance indicators (KPIs). This strategic framework will guide sector actors and stakeholders to ensure that all stakeholders of the Governance and Decentralization sector are working towards common long-term objectives, enabling effective decision-making, results-based management and continuous improvement.

3.1 OVERALL GOAL, IMPACT AND OUTCOMES

3.1.1 Goal and Objectives

The overall goal of the Governance and Decentralisation sector in the next medium-term (2024-2029) is to promote the development of a local government system that is citizen-centred, transparent and accountable to ensure equitable service delivery, and sustainable and transformational local economic development.

To realise this goal, the following strategic objectives will be pursued and achieved in the next five years:

- 1) To enhance citizens' voice and accountability by expanding and restructuring citizens' participation spaces and enabling citizens to effectively participate in public policy decision processes.
- 2) To deepen and sustain decentralisation and accountable governance by restructuring existing public institutions and redefining inter-governmental relations in line with core decentralisation principles;
- 3) To enhance effectiveness and efficiency of decentralised public service delivery by strengthening Local Government systems, structures and processes, through system-wide public sector reforms and comprehensive results-focussed capacity development;
- 4) To accelerate equitable socioeconomic transformation by scaling up catalytic investments in Local Economic Development and developing strategic partnerships to empower local communities to benefit from and sustain the investments.

3.1.2 Impact and Outcomes

This 5-year sector strategic plan will contribute to this goal through the following three outcomes.

Outcome 1: Resilient, inclusive local economies are developed and sustained.

This outcome is about unlocking the local economic potential at LG level,

empowering local communities to exploit them, by fostering self-reliance and shared prosperity.

Outcome 2: Inclusive and quality local government services are delivered and sustained contributing to citizen well-being, and Rwanda's vision as a service hub. This outcome is about strengthening local governments to ensure effective, efficient and equitable service delivery for all citizens.

Outcome 3: Citizens empowered to effectively participate in governance and socio-economic development processes. This outcome is about ensuring active citizen engagement and fostering an enabling environment for CSOs and the media to play their rightful role.

To contribute to these transformative outcomes, the strategic framework outlines a set of measurable outputs that will serve as deliverables of the G&D sector, enabling sector stakeholders to collaborate and coordinate inputs in a coherent manner while tracking progress to ensure successful operationalisation of the strategic plan. This **results-oriented approach** will guide Rwanda towards the wider goal of the SSP.

Outcome 1: Resilient, inclusive local economies are developed and sustained

Output 1.1: Districts and CoK publish and utilise local economic potentiality maps and investment profiles to accelerate resilient and inclusive LED.

Output 1.2: Districts and the City of Kigali allocate resources to priority and flagship green and gender-inclusive led projects and activities.

Output 1.3: Bilateral, Regional and Multilateral Cooperation strengthened to enhance Rwanda's socio-economic transformation.

Output 1.4: Mobilisation and engagement of Rwandan Community Abroad (RCA) scaled up to participate in National development efforts.

Outcome Indicators:

- Labour force participation rate (LFPR) disaggregated by district.
- Percentage of profitable micro, small and medium enterprises (MSMEs) disaggregated by district.

Outcome 2: Inclusive and quality local government services are delivered and sustained contributing to citizen well-being, and Rwanda's vision as a service hub.

Output 2.1: Enhanced effectiveness and alignment of human capital development projects and programs with local priorities.

Output 2.2: Enhanced local government capacity, systems, processes, and infrastructure.

Output 2.3: Enhanced reliability, usage and expansion of inclusive digital service delivery.

Output 2.4: Enhanced evidence-based decision-making in local government planning and resource allocation.

Output 2.5: Enhanced LG capacity for increased Own Source Revenue generation.

Output 2.6: Enhanced reliability and flexibility of intergovernmental transfers for effective financing of locally identified priorities.

Output 2.7: Enhanced LG capacity for public financial management.

Outcome Indicators:

- Percentage of quality-of-service delivery
- Percentage of citizens satisfied with local government services
- Total tax as a percentage of GDP
- Percentage share of district's locally generated resources allocated to locally prioritised development needs

Outcome 3: Citizens empowered to effectively participate in governance and socio-economic development processes.

Output 3.1: Citizen-led accountability mechanisms developed and institutionalised.

Output 3.2: Improved effectiveness of local government structures in facilitating citizen representation and engagement.

Output 3.3 Mechanisms for promoting cultural values and National Unity strengthened

Output 3.4: Effective participation of CSOs in local governance, transparency and accountability developed and sustained.

Output 3.5: Professional, independent, and profitable media developed and sustained.

Outcome Indicators:

- Percentage of citizen participation and inclusiveness
- Level of impact and effectiveness of CSOs and FBOs in mobilising citizens for participation
- Level of Media participation in governance

3.2 STRATEGIC PRIORITIES

The G&D SSP strategic priorities will shape the strategic areas of focus of governance and decentralisation for the next five years as a mechanism to both operationalise the decentralisation sector policy as well as deliver the strategic ambitions enshrined in NST2. The eight strategic priorities of the G&D SSP for 2024 - 2029 include:

1. Strengthen institutional framework, collaboration, and coordination for inclusive, climate-resilient, and gender-transformative Local Economic Development (LED).
2. Strengthen multi-sectoral mechanisms to enhance the design, implementation, and monitoring of decentralized service delivery
3. Strengthen local government institutional, organisational, and human resource capacities for effective, collaboration, and coordination and collaboration.
4. Leverage digitalisation to broaden access to services, foster inclusivity and strengthen Local Government M&E systems.
5. Strengthen mechanisms for reliable Local Government financing and efficient financial management, including Own Source Revenue (OSR) diversification.
6. Enhance the effectiveness of existing citizen participation spaces and mechanisms to strengthen transparency and accountability.

7. Strengthen collaboration and coordination between government and civil society to strengthen accountability and enhance delivery of quality services for socio-economic transformation.
8. Develop and sustain an enabling environment for a vibrant media to effectively contribute to transparency and accountability for national transformation.



Figure 1: Governance and decentralisation sector strategic framework

STRATEGIC PRIORITY 1: STRENGTHEN LOCAL GOVERNMENT SYSTEMS FOR EFFECTIVE LED

Lead Institutions: MINALOC, MINECOFIN, LODA, MINAFET

Challenges being addressed.

Strategies for leveraging Local Economic Development have yet to be developed to ensure effective harnessing of the economic potentialities in LG entities. So far, efforts to highlight the available resources, optimise the use of economic infrastructure that is already established, and exploit growing business opportunities within LG entities have been insufficient. Notably, there are considerable shortcomings in the capacity of LGs to conceptualise, design, implement and manage public investments.

Despite the extensive incentives provided by the GoR, *private sector investment in districts remains low, especially in rural districts. Additionally, many LGs do not proactively try to attract investors, and more could be done to foster and strengthen collaboration between LGs, Rwanda Private Sector Federation (PSF) and the Rwanda Development Board (RDB), the national agency responsible for investment promotion and facilitation.*

Defining success

Formulation and implementation of robust LED strategies tailored to the specific context of each district. These strategies should aim to identify and leverage the unique economic opportunities and resources available within the LG entities.

Enhanced visibility of available opportunities through pro-active publicity efforts that raise awareness about the available resources, economic infrastructure, and business

prospects within each LG entity. This would include initiatives such as comprehensive resource mapping, marketing campaigns, and networking events to showcase local investment opportunities.

Significant improvements in the capacity of local governments to conceptualise, design, implement, and manage public investments effectively. This should involve focused and well-targeted training programs, knowledge sharing initiatives, and partnerships with relevant institutions, especially in economic sectors to enhance the skills and expertise of LG officials.

Notable increase in private sector investment within districts. This requires implementation of targeted incentive schemes, streamlining of regulatory processes, and proactive efforts by LGs to attract and retain investors. Additionally, new partnerships should be created and existing ones between LG entities and the private sector strengthened to leverage local potentialities. This will go a long way in accelerating delivery of LG entities' economic transformation targets.

Fostering closer collaboration among LG entities, Ministry of trade and industry (MINICOM), and RDB and other public institutions, to attract investment and facilitate business development at the local level. This requires establishment of formal mechanisms for communication and coordination, sharing data and information, and jointly implementing investment promotion initiatives.

Output 1.1: Districts and CoK publish and regularly update interactive local economic potentiality maps and investment profiles and utilise them to accelerate resilient and inclusive LED

Lead Institutions: MINALOC, LODA, MINECOFIN, RDB, RALGA

Key Indicators:

- Number of Districts and CoK that update, publish, and maintain investor-accessible local economic potentiality maps and profiles
- Percentage of LED projects developed and implemented based on opportunities identified in updated District and CoK potentiality maps

Strategic Interventions:

- Update existing local economic potentiality maps, investment profiles and LED strategies for all 27 districts and the City of Kigali (CoK).
- Provide necessary support to all 27 districts and CoK to operationalise the new updated comprehensive LED strategies based on local potentialities.
- Review and restructure the Integrated Development Program (IDP) to effectively contribute to the welfare of citizens

Output 1.2: Districts and the City of Kigali allocate resources to priority and flagship green and gender-responsive LED projects and activities

Lead Institutions: MINALOC, LODA, MINECOFIN

Key Indicators:

- Percentage of green, innovative and gender-transformative projects implemented by districts and CoK
- Number of green and gender-transformative flagship projects implemented by districts through partnerships with private sector and other entities.
- Number of jobs created by green, gender-transformative LED projects implemented in districts disaggregated by sex, youth, people with disabilities, type of jobs and sector

Strategic Interventions:

- Enable districts to mobilise and facilitate the private sector to drive green and gender-transformative LED initiatives within districts.
- Support implementation of innovative green investments in LED to accelerate graduation of poor and economically vulnerable populations.
- Build and strengthen the capacity of local economic actors (cooperatives, SACCOs etc) to add value to local economic output.

Output 1.3: Bilateral and Multilateral Cooperation strengthened to enhance Rwanda's socio-economic transformation.

Lead Institutions: MINALOC, MINAFET

Key Indicators:

Indicator 1: Number of Cooperation agreements including twinning arrangements signed to support local economic development.

Indicator 2: Number of development cooperation projects/programs focused on green and gender-inclusive local economic development operationalized at District level.

Strategic Interventions:

- Strengthen Bilateral and Multilateral (including regional) cooperation to enhance Rwanda's socio-economic transformation.

Output 1.4: Mobilisation of the Rwandan Community Abroad (RCA) enhanced to actively contribute to and engage in district development efforts through investments, skills transfer, and participation in priority green and gender-inclusive initiatives

Lead Institutions: MINALOC, MINAFETT

Key Indicators:

Indicator 1: Number of local development initiatives , focusing on green and gender-inclusive projects, implemented through collaboration with the Rwandan Community Abroad (RCA)

Indicator 2: Total Value of resources contributed by the Rwandan Community Abroad (RCA) to support local development initiatives

Indicator 3: Number of skills transfer programs implemented in collaboration with Rwandan Community Abroad members

Strategic Interventions:

- Scale up mobilisation and engagement of the Rwandan Community Abroad (RCA) to participate in national development efforts.
- Design and implement targeted skills transfer programs in collaboration with RCA members and local institutions, prioritizing sectors with skills gaps and potential for high socio-economic impact.
- Strengthen Bilateral and Multilateral (including regional) Cooperation to enhance Rwanda's socio-economic transformation;
- Scale up mobilisation and engagement of the Rwandan Community Abroad (RCA) to participate in National development efforts.
-

SSP PRIORITY 2: STRENGTHEN MULTI-SECTORAL MECHANISMS TO ENHANCE THE DESIGN, IMPLEMENTATION, AND MONITORING OF DECENTRALIZED SERVICE DELIVERY

Lead Institutions: MINALOC, MINECOFIN, LODA

Challenges being addressed.

Inadequate synergy between local government and public institutions implementing social transformation initiatives which are intended to uplift people from poverty. Often, various programs and interventions are implemented in silos, contributing to incoherence, inefficiencies and duplication of efforts.

Defining Success

Developing and operationalizing a multi-sectoral coordination framework will help streamline efforts, ensure resources are utilised effectively, and reduce overlaps. By leveraging the Provincial Administration and Regional Bureaus of Central Government entities, local governments can tap into additional resources, expertise, and support.

Strengthened collaboration between central and local authorities will enhance the overall effectiveness of delivering services closer to citizens ensuring that interventions are well-coordinated, responsive, and impactful

Output 2.1 Decentralized service delivery enhanced to provide services closer to citizens through strengthened multi-sectoral coordination

Lead Institutions: MINALOC, LODA, MINECOFIN

Key Indicators:

- Percentage of Sector Ministries with multi-sectoral coordination mechanisms for decentralized service delivery
- Number of services delivered through decentralized structures

Strategic Interventions:

- Establish a comprehensive multi-sectoral coordination framework that engages sector ministries, local governments, development partners, civil society, private sector, and community representatives to improve decentralized service delivery.
- Implement operational guidelines and protocols that streamline coordination, communication, and resource allocation between central and decentralized levels.
- Design and operationalize monitoring and feedback mechanisms to ensure alignment of centrally-led programs with local priorities and poverty reduction goals.
- Strengthen institutional and human resource capacity through targeted training and technical support to enhance the effectiveness of sector ministries and decentralized entities in service planning and delivery.
- Support the integration and expansion of service delivery through decentralized structures, ensuring that key public services are accessible and responsive to local needs.
- Review and restructure Umuganda to maximise its contribution to the national development.
- Promote joint planning and performance review platforms between central and decentralized actors to institutionalize collaboration and accountability for results.

STRATEGIC PRIORITY 3: STRENGTHEN LOCAL GOVERNMENT CAPACITIES FOR EFFECTIVE SERVICE DELIVERY

Lead Institutions: MINALOC, MIFOTRA, MINECOFIN, RMI, RALGA

Challenges being addressed.

There is limited capacity to conceptualise, design and effectively monitor social and economic development programs and interventions. LGs struggle to create viable investment projects and oversee their execution because of limited skilled personnel with the necessary technical expertise. This is largely due to their inability to retain staff.

Insufficient capacity for effective citizen engagement largely stemming from under staffing within LG establishments and inadequate financing to ensure the required service delivery, monitoring and feedback. Despite approved personnel quotas, many LGs struggle to recruit enough staff due to several challenges, including funding shortages. This hampers their ability to engage and serve communities effectively.

Coordination between central and local government entities can be strengthened further. There is need to strengthen alignment between LG priorities and Central Government programs in order to enhance local ownership and effectiveness of public investment outcomes.

Defining Success

Local Government structure and staffing need to be adequately aligned to the functions and increasing service delivery demands of citizen. LG functional reviews will inform structural reforms which ensure alignment of human resources deployment to public service requirements and expectations.

Local governments adopt a sustainable solution for effective human capacity development and retention. Specifically, district, sector and cell staff will benefit from coherent, systemic, and structured national induction programs for both elected leaders and technical staff, and capacity development in areas such as leadership and governance, ICT, strategic thinking/planning, project management, results-based management (RBM) and strategic communications, partnership establishment and management, change management, and other sector-specific and soft skills.

Long-term investments made to institutionalise continuous capacity enhancement deployment, effective utilisation and retention: This will be realised through various actions including curriculum development, training of trainers and improving capacity development systems, content and incentives for retention with other actors.

Local Governments are provided with essential infrastructure and materials such as office workspace, furniture, ICT equipment, logistical support, and reliable connectivity. These measures are complemented by other targeted initiatives contributing to enhanced local government staff recruitment and retention.

Output 2.2: Local Government Systems, Processes and Infrastructure Capacity Enhanced

Lead Institutions: MINALOC, MIFOTRA, MINECOFIN, RMI, LODA, RALGA, UR

Key Indicators:

- Number of local government staff who completed training through capacity development interventions
- Percentage of Local Government Capacity Development Strategy interventions implemented, disaggregated by district and COK
- Local government staff turnover rate (District, Sector, Cell)
- Percentage of vacant local government positions filled within one year across district, Sector, and Cell levels disaggregated by sex, youth employment, persons with disabilities
- Number of cells equipped with required staffing, equipment and infrastructure to serve as a specialised centre of service delivery.
- Percentage of cells with operational Irondo patrol structures

Strategic Interventions:

- Review of local government organisational structure and human resource development framework to gauge their functionality, and identify gaps and align terms of service, working conditions and incentives.
- Reinforce community policing, DASSO operations and *Irondo* (community neighbourhood) patrol.

- Review and develop a new LG capacity building strategic framework for LG capacity building and establish a reliable LG Capacity Development Fund to ensure availability and efficient utilisation of LG capacity building resources.
- Review the policy, legal and institutional environment in which LG entities operate to address critical gaps in decentralised governance and service delivery.
- Strengthen the capacity of local government to improve talent attraction, management, utilisation, and retention.
- Support the establishment and operationalisation of the Local Governance Institute in a Tripartite Collaborative Framework for Continuous Professional Development (CPD).
- Support local government entities with the minimum enabling environment and infrastructure such as office space, furniture, ICT equipment and internet connectivity.

STRATEGIC PRIORITY 4: LEVERAGE DIGITALISATION TO BROADEN ACCESS TO SERVICES, FOSTER INCLUSIVITY AND STRENGTHEN LG M&E SYSTEMS

Lead Institutions: MINALOC, MINECOFIN, MINICT, RISA, NISR

Challenges being addressed.

Inefficient manual processes and limited access to points of service contribute to significant delays in service provision and subsequent citizen dissatisfaction with service delivery – especially at the cell level. Additionally, the inadequacy of financial and human resources required for efficient planning, monitoring and evaluation of services and results at village and cell level is contributing to the limited availability and use of quality data for evidence-based decision-making during planning, budgeting and evaluation.

Defining success

By digitalizing additional services LGs will *streamline operations and improve efficiency, contributing to enhanced citizen satisfaction*. Establishing LG service delivery coordination and real-time monitoring dashboards with hybrid architectures addresses challenges related to timely response to citizen complaints, transparency, and accountability in service delivery. This allows for timely resolution of issues and ensures citizen feedback is effectively incorporated into service improvement processes.

Operationalizing a robust digital LG integrated monitoring, evaluation, and reporting system will *provide timely and reliable access to up-to-date data on key LG performance indicators and activities, thus facilitating evidence-based decision-making, leading to more informed local and national planning, and resource allocation decisions*.

Output 2.3: Reliability, Usage and Expansion of Inclusive Digital Service Delivery Enhanced

Lead Institutions: MINALOC, MINICT, RISA, Irembo

Key Indicators:

- Proportion of decentralised services fully digitised.

- Percentage of self-application of services delivered via Irembo
- Number of citizens trained in digital skills to access and utilize local government services disaggregated by sex, youth, and persons with disabilities
- Number of service access points established and operationalized to provide inclusive digital services disaggregated by district
- Percentage of citizens satisfied with digitised public services disaggregated by age, gender, location and disability.
- Percentage of citizen complaints resolved through the centralized complaints management system

Strategic Interventions:

- Identify and assess additional decentralised services to be digitalised.
- Develop and implement a roadmap for Local Government services to be fully digitised
- Deploy and integrate Information and Communication Technologies to improve efficiency and effectiveness of Local Government service delivery.
- Boost investment in ICT infrastructure to ensure that all local government entities have access to reliable and modern technology.
- Establish and Implement mechanisms to create and accelerate availability of service access points.
- Equip citizens with digital skills and tools to bridge digital devices and enhance inclusive access to local government services.
- Support development and operationalisation of an automated LG results-based, outcome-focused monitoring and evaluation system
- Develop and strengthen systems and mechanisms that promote production and use of data to drive evidence-based decision-making in planning, budgeting, implementation, monitoring and evaluation.
- Develop and operationalize a centralized complaints management system in collaboration with RISA to strengthen accountability, responsiveness, and timely resolution of citizen complaints across all levels of government.

Output 2.4: Evidence-based Decision-making in Local Government Planning and Resource Allocation Enhanced

Lead Institutions: MINALOC, MINECOFIN, LODA, NISR

Key Indicators:

- Number of districts with an operational LG M&E information system.
- Percentage of key performance indicators updated by Districts

Strategic Interventions:

- Support development, integration and operationalisation of an automated LG results-based, outcome-focused monitoring and evaluation systems.

- Develop and strengthen systems and mechanisms that promote production and use of data to drive evidence-based decision-making in planning, budgeting, implementation, monitoring and evaluation and resource allocation

STRATEGIC PRIORITY 5: STRENGTHEN MECHANISMS FOR RELIABLE LOCAL GOVERNMENT FINANCING AND EFFICIENT PUBLIC FINANCIAL MANAGEMENT

Lead Institutions: MINALOC, MINECOFIN, LODA

Challenges being addressed.

Local governments rely heavily on central government financial allocations, which may not always be sufficient or timely, subsequently affecting efficiency and the effectiveness of service delivery in decentralised entities. Moreover, with minimal fiscal and sectoral decentralisation there are persistent challenges associated with low local own source revenue and persistent weak public finance management,

Defining Success.

Strengthening fiscal decentralisation empowers local governments to finance locally identified development priorities and operations independently, thereby promoting fiscal autonomy and sustainability. By reviewing and revising the framework for sectoral decentralisation, including policies, legislative instruments, and institutional structures, the goal is to enhance coordination and collaboration between central government entities and LGs in planning, budgeting, and public expenditure management. This addresses the challenge related to public finance management, low own source revenue, towards self-reliance.

Evaluating and reviewing the roadmap and institutional coordination mechanisms for fiscal and financial decentralisation implementation will identify gaps as well as systemic and structural barriers. This will facilitate clarification of the decentralisation vision, alignment of government structures, and stakeholder mobilisation and engagement. It will also inform capacity building and mainstreaming decentralisation processes across all levels of governance, contributing to a more citizen-centred approach to governance as envisioned in Vision 2050.

Output 2.5: Enhanced LG Capacity for Increased Own Source Revenue Generation

Lead Institutions: MINALOC, MINECOFIN, RRA

Key Indicators:

- Percentage of Local Government Capacity Development Strategy interventions implemented, disaggregated by district and COK
- Percentage Annual increase Local Governments' Own Source Revenues
- Percentage of total district investment projects financed through Public-Private Partnerships (PPPs)

Strategic Interventions:

- Support all districts to develop and operationalise OSR strategies.

- Roll out Computer Assessment Mass Appraisal model for property tax valuation to all secondary and satellite cities
- Develop framework and capacity for local government PPPs and borrowing mechanisms.
- Strengthen the enabling environment and institutional capacity at district level to identify, package, and promote viable investment projects for financing through Public-Private Partnerships (PPPs).

Output 2.6: Reliability and Flexibility of Intergovernmental Transfers for Effective Financing of Locally Identified Priorities Enhanced

Lead Institutions: MINALOC, MINECOFIN, LODA

Key Indicators:

- Percentage of Allocated Intergovernmental Transfers utilized to Improve Local Service delivery

Strategic Interventions:

- Support implementation of initiatives that enhance intergovernmental fiscal transfer mechanisms to increase districts' discretionary spending.
- Strengthen the PFM capacity of sub-national non-budget entities to prudently manage public resources.
- Support development and operationalisation of a framework for gradually upgrading potential non-budget entities to budget entities

Output 2.7: Enhanced Local Government Capacities for Public Financial Management

Lead Institutions: MINALOC, MINECOFIN, LODA

Key Indicators:

- Number of Local Government personnel trained in strategic public financial management disaggregate by District & CoK, sex, age group, people with disabilities, position, Training Type
- Number of Local Government entities (districts and CoK) obtaining unqualified opinion with breakdown for audit compliance, value for money and financial statements.
- Percentage of previous audit recommendations implemented by Local Governments (Districts and CoK).

Strategic Interventions:

- Upgrade and scale-up knowledge and skills of local government personnel in strategic public financial management functions, public investments and resources mobilisation.
- Strengthen Public Financial Management systems and capacities at Districts and non-budget entities.
- Organize stakeholders' engagement to jointly resolve PFM issues

STRATEGIC PRIORITY 6: ENHANCE EFFECTIVENESS OF EXISTING CITIZEN PARTICIPATION SPACES AND MECHANISMS

Lead Institutions: MINALOC, RGB, RCSP

Challenges being addressed.

Assessment of citizen participation initiatives has highlighted the need to critically evaluate their effectiveness. This is particularly relevant to the Imihigo process, a cornerstone of local governance in Rwanda. The Imihigo, designed to facilitate citizen engagement in planning, implementation, and evaluation of service delivery and development, needs to integrate robust feedback mechanisms. The shortcoming of the various citizen engagement mechanisms and platforms may risk undermining citizen motivation and incentive to participate and may potentially lead to disengagement or even opting out of the process altogether.

Digitalization presents an opportunity to improve service provision and enhance citizen participation. Yet, the opportunities presented by digitalisation are yet to be tapped into for purposes of enhancing citizen participation. Existing platforms for citizen participation may be insufficient to address the evolving needs of communities, particularly in technical areas such as local government planning and budgeting processes. Existing tools should therefore be assessed for both effectiveness and suitability and continuously assess the extent to which they are considered fit for purpose.

Defining Success

Mapping and reviewing existing citizen participation spaces, platforms, and mechanisms will enable them to be appropriately restructured to enhance their effectiveness. Their effectiveness over time should be judged based on the outcomes of how citizens' voices contribute to increasing transparency and accountability of governance structures. Elaboration and implementation of a national framework for civic education will empower citizens with knowledge about public policies, their rights and obligations, and how they can engage in decision-making processes effectively.

Output 3.1: Citizen-led accountability mechanisms developed and institutionalised

Lead Institutions: MINALOC, MINUBUMWE, RGB, RCSP

Key Indicators:

- Percentage of citizen led accountability mechanisms fully operational for Local Government (City of Kigali, & District)
- Level of citizen satisfied with the Performance of decentralized entities
- Number of Districts with published climate responsive annual budget performance reports.
- Citizens satisfaction with the contribution of the existing Home-Grown Solutions in Governance

- Number of districts with climate-related capital investment plans that are developed via citizen participation and are incorporated into LODA project pipelines and national budgets.

Strategic Interventions:

- Map, review and evaluate existing citizens' participation spaces, platforms and mechanisms, and restructure them to become more effective and address citizen complaints.
- Review, update and adapt existing home-grown solutions and citizen participation tools (including Citizen Report Cards and Community Score Cards) to enhance their effectiveness,
- Develop and disseminate the concept of civic engagement and guidelines for citizen participation as well as a shared definition of citizen participation.
- Enhance the existing feedback mechanisms for effective citizen participation.

Output 3.2: Improved effectiveness of local government structures in facilitating citizen representation and engagement

Lead Institutions: MINALOC, MINUBUMWE RGB, RCSP

Key Indicators:

- Number of districts with gender-responsive district action plans and annual performance contracts (Imihigo)
- Percentage of citizens satisfied with participation in decision-making processes.
- Percentage of women elected in local government councils (district, sector, cell, village level)

Strategic Interventions:

- Establish appropriate frameworks for decentralized bottom up and inclusive planning.
- Review, restructure and strengthen the existing women empowerment initiatives
- Assess the performance of Local Government Councils (at City of Kigali, district, and lower levels) as structures for citizens' representation.
- Design and implement a comprehensive, systematic, and sustainable, citizen-centred civic education and awareness raising program that takes contextual dynamics into account.
- Facilitate LG institutions to integrate the principles of the decentralization policy into their interventions and engagement with citizens.
- Put in place mechanisms to enhance collaboration and partnership with non-state institutions in areas of civic education focusing on issues of accountability, citizens' participation, and local development.
- Enhance LG efficacy in promoting citizen consultation and feedback by investing in capacity building initiatives and securing resources for utilization of appropriate CP tools and mechanisms.

- Enhance LG capacity to integrate adapted and certified home-grown solutions in addressing governance and socio-economic development challenges.

Output 3.3 Mechanisms for promoting cultural values and National Unity strengthened

Lead Institutions: MINALOC, MINUBUMWE, RGB, RCSP

Key Indicators:

- Percentage rate of Itorero operationalisation at primary, secondary schools and villages
- Proportion of youth enrolled in Voluntary National Service (*Urugerero*)
- Level of national Unity

Strategic Interventions:

- Strengthen Unity and Resilience forums to promote Rwandan Identity (*Ndi Umunyarwanda*) and National Unity
- Develop and implement a comprehensive national civic education Program integrating national values, unity & social cohesion, personal leadership & community development.

STRATEGIC PRIORITY 7: STRENGTHEN COLLABORATION AND COORDINATION BETWEEN GOVERNMENT AND CIVIL SOCIETY TO ENHANCE ACCOUNTABILITY AND DELIVERY OF QUALITY SERVICES FOR SOCIO-ECONOMIC TRANSFORMATION

Lead Institutions: MINALOC, MINUBUMWE, RGB, RALGA, RWANDA CIVIL SOCIETY PLATFORM.

Challenges being addressed.

Civil Society Organizations (CSOs) play a critical role in local governance by advocating for community needs, enhancing capacity, delivering services, promoting accountability, and fostering participation. However, there still exist issues related to alignment with local and central government plans and limited *capacity to effectively contribute to the national development agenda*.

Defining success

CSOs would have *access to adequate financial and technical resources, enabling them to expand and sustain their operations, thereby increasing their impact on local planning and development*.

Improved collaboration and trust between CSOs and local governments would result in *more cohesive and integrated governance efforts, ensuring that community needs and priorities are effectively addressed*. Enhanced capacity within CSOs would enable them to *more effectively partner with government, provide constructive feedback, and engage in evidence-based policy advocacy*. This, in turn, would lead to greater transparency and accountability in local governance.

Output 3.4: Effective participation of CSOs in local governance, transparency and accountability developed and sustained

Key Indicators:

- Level of enabling environment for CSOs
- Percentage of CSO Participation and Inclusiveness

Strategic Interventions

- Map and review CSOs comparative advantages and facilitate alignment of their resources and capacities to foster more strategic and sustained collaborations aligned with local government priorities.
- Institutionalise regular multi-stakeholder and cross-sectoral dialogue convening government, civil society, private sector, and development partners to strengthen coherence, coordination and build trust for enhance participatory governance practices.
- Strengthen JADF to enhance stakeholder coordination and active participation of Public, CSOs, FBOs and private sector in local development planning, budgeting and implementation processes
- Facilitate non-state institutions to integrate the principles of the decentralisation policy into their interventions and engagement with citizens.

STRATEGIC PRIORITY 8: DEVELOP AND SUSTAIN AN ENABLING ENVIRONMENT FOR A VIBRANT MEDIA TO EFFECTIVELY CONTRIBUTE TO TRANSPARENCY AND ACCOUNTABILITY FOR NATIONAL TRANSFORMATION

Lead Institutions: MINALOC, RGB, RCSP, RMC

Challenge being addressed.

There are gaps between Rwanda's fast-paced development and the capacity and effectiveness of its domestic media. While Rwanda desires a strong media sector to help drive its socio-economic programs, most privately owned media outlets are perceived to be financially weak and lacking the infrastructure and management capacity to be effective. To support its political and economic transformation, the country needs a professional, independent, and financially sustainable media.

Defining success

As a first step, support the implementation of the national media policy with a focus on establishing an enabling environment for a vibrant media to evolve and play an active role in educating citizens about public policies and promoting transparency and accountability in governance. Whilst it is not the responsibility of the government to develop a profitable media, GoR and partners should provide strategic capacity building support where needed, such as in the areas of investigative journalism and provision of necessary basic infrastructure for media houses, practitioners, students and researchers to enable them become more professional and internationally competitive. There is also the issue of reach. Private media capacity will have to be enhanced to increase their ability to reach and serve citizens across the whole country. In this respect, there is a need to think outside the box and assess how the government's media infrastructure and resources (including those used by the RBA) could be harnessed for the purposes of widening the reach of private media, among others. Moreover, incentive

packages would enhance the financial viability and profitability of media houses. For media owners, there is the obligation to exercise greater prudence and responsibility in running media houses for national benefit.

Output 3.5: Professional, independent, and profitable media developed and sustained

Lead Institutions: MINALOC, MINIJUST, MINICT, RGB, RBA, RMC

Key Indicators:

- Percentage of people who perceive there is Media freedom
- Level of effectiveness of Media self-regulation practices.
- Percentage of media practitioners who accessed professional training
- Percentage of media coverage

Strategic Interventions:

- Amend media-related laws and regulatory guidelines considering advances in digital technology, and emerging media, in line with the new media policy,
- Establish emerging media monitoring frameworks.
- Consolidate, enhance and place oversight by the government under a coherent mechanism (i.e. bring various oversight functions under one roof or well-coordinated mechanism).
- Develop and operationalise a professional development mechanism for media practitioners and strengthen the accreditation system and streamline media self-regulation.
- Develop and Implement policies and incentives to enhance the financial viability of the media sector.
- Establish an African Media and Design Centre (Media Park), which would serve as a broad-ranging economic zone to produce media content while supporting apprenticeship, research and innovation around media and digital literacy. The media park would be accessible to both public and private sector.
- Capacity building support for media practitioners and media liaison officers in local government to enhance citizens' access to information.

3.3 MAINSTREAMING CLIMATE CHANGE, GENDER AND OTHER CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE IN GOVERNANCE AND DECENTRALISATION

Rwanda is proactively addressing the impacts of climate change through the 2022 Green Growth and Climate Resilience Strategy, which aims to transform the country into a developed, climate-resilient, and low-carbon economy by 2050. The strategy focuses on achieving energy security, sustainable land use, water resource management, social protection, improved health, and disaster risk reduction.

Mainstreaming climate into governance and decentralisation in Rwanda will involve integrating climate change considerations into all levels of decision-making processes, from national policies to local initiatives. Local governments will be

encouraged to integrate climate change considerations into their plans across all sectors. This will involve incorporating climate adaptation and mitigation measures into existing policies and developing new ones focused on sustainability. Decentralised governance structures will also be encouraged to implement local regulations tailored to national climate challenges. To align with capacity strengthening goals districts will invest in building the capacity of local authorities and communities to understand and address climate change. This will include providing training, resources, and technical assistance to support climate-resilient decision-making at the local level.

Establishing robust data collection and monitoring systems is essential for tracking progress on climate goals and identifying areas for improvement. Decentralised entities will leverage digitalization to aggregate local data and knowledge to inform decision-making and measure the effectiveness of climate policies within districts. The Governance and Decentralization SSP will also complement efforts to re-green PFM at local level through re-greening goals and objectives set out in the PFM SSP. By mainstreaming climate considerations into governance and decentralisation, districts will strengthen the country's ability to better address the urgent challenges posed by climate change and transition to a more sustainable and resilient future. As part of building community resilience, the G&D sector will work collaboratively with national environment authorities and Meteo Rwanda to ensure that timely weather data is appropriately packaged and disseminated to citizens through local government structures up to village levels. It will also ensure that citizens and local authorities and other stakeholders (business entities, schools, etc.) are sensitized and supported to integrate weather and climate information into all socioeconomic activities to enable them adapt to changing climate conditions.

The G&D sector will also work collaboratively with Rwanda Housing Authority (RHA), MoE, REMA and other relevant institutions, to develop guidelines and facilitate mobilization and sensitization of citizens on social and economic benefits of living on organized green model settlements, primarily targeting those in high climate-related hazard risk zones. All LED and other infrastructure projects will be subjected to environmental screening and, depending in the scale of potential impacts, full environmental and social impact assessments (ESIA) will be undertaken. Local Government capacity will be strengthened enable them effectively supervise, monitor and ensure such ESIA processes are followed and resettlement action plans (RAPs) are implemented.

MAINSTREAMING GENDER AND FAMILY PROMOTION

Rwanda is recognized as a leader in gender equality and women's empowerment. Women currently hold 61 percent of the seats in the lower house of Parliament, and 50 percent of the national executive (cabinet). While these efforts signify the tremendous progress made in women's empowerment and gender equality, challenges still remain, particularly in areas of socio-economic equality and cultural change at community level.

Mainstreaming Gender Equality and Social Inclusion (GESI) into governance and decentralization in Rwanda will entail a comprehensive approach aimed at integrating principles of equality and inclusivity across all levels of decision-making and policy implementation. This will involve the development of robust policy frameworks that explicitly address GESI concerns, including gender-responsive budgeting, sustaining efforts to prevent sexual and gender-based violence (SGBV) at all levels, and ensuring representation of socially disadvantaged groups. These include Persons with Disabilities (PWDs), historically marginalised populations, persons living with HIV/AIDS, and Orphans and Vulnerable Children (OVCs), among others. For instance, districts will need to effectively design and implement gender-based strategies (GBS), focusing on equitable resource allocation and tailored initiatives that address the unique needs of women.

Enhancing female participation in Local Economic Development (LED) will be pursued through targeted interventions such as providing access to finance, entrepreneurship training, and market opportunities specifically for women.

Efforts to promote GESI mainstreaming will also entail measures to increase women's participation in local governance platforms, enhance inclusive service delivery, and strengthen local governance structures. Empowering districts and civil society organizations (CSOs) to address GESI issues within their jurisdictions will be key, alongside establishing monitoring and evaluation mechanisms to track progress and ensure accountability.

Institutional structures comprising the national gender machinery (NGM) will be co-opted and fully engaged in the priority setting, resource allocation and implementation process. The Ministry of Gender and Family Promotion (MIGEPROF) and the Gender Monitoring Office (GMO) are already active members of the SWG, while the National Women's Council (NWC/CNF) structures are embedded in the Local Government councils at all levels from district, sector and cell levels. These structures will be capacitated to ensure that the sector considers and appropriately integrates accountability of the sector in implementation of relevant gender and family promotion targets.

The GoR is deliberately promoting family cohesion and stability as a key unit where responsible citizens are raised, nurtured and protected. As such, several home-grown solutions around family cohesion and stability e.g. *Umugoroba w'ababyeyi* (Parents' informal evening meetings) have been developed and implemented with the support of Local Government structures. *Imihigo* (Performance contracts) have also been extended to family level in recognition of a family unit as the lowest level of governance, where development and accountability must start from. These initiatives and their role in helping to resolve family and community conflicts, mobilising and ensuring economic productivity of all citizens, and creating productive spaces for childhood development and promotion of national identity and nurturing Rwandan values, will be prioritised under the G&D sector.

DISABILITY AND SOCIAL INCLUSION

The G&D sector will support Local Governments to develop tools, skills and other mechanisms to integrate national strategies for disability inclusion in design of projects and intervention programs.

Three key areas of opportunity for the G&D sector to enhance inclusion of persons with disabilities (PWDs) and other socially disadvantaged groups are i) participation/representation in governance structures – where PWDs have parallel structures which are also linked to local councils at respective levels; ii) LED where a special window for PWDs participation will be strengthened to ensure meaningful participation of PWDs; and iii) monitoring and evaluation frameworks where all key indicators, monitoring and reporting tools will be restructured to ensure data is disaggregated by disability or social groups. This will ensure that the impact of sector activities on PWDs and other socially marginalised groups is progressively monitored and timely decisions that are disability-sensitive made to correct any deviations. Ensuring that LED initiatives are inclusive will involve specific empowerment measures and accompaniment support for economic opportunities to translate into enhanced livelihoods for PWDs and other socially disadvantaged groups and their families. Addressing the inclusion of marginalized groups in LED also demands an emphasis on digital service delivery. Ensuring that digital platforms are accessible to all, including PWD, and providing digital literacy programs to bridge the digital divide and enhance participation in the digital economy.

Capacity-building initiatives will be implemented to equip local government officials, and community leaders with the necessary skills to implement inclusive policies effectively. Additionally, collecting and analyzing disaggregated data will be crucial for understanding the specific needs and challenges faced by different segments of the population, informing evidence-based policy formulation and resource allocation.

MAINSTREAMING HIV/AIDS, NON-COMMUNICABLE DISEASES AND NUTRITION

Rwanda's strategic investment in human capital as its most important resource and its citizens as the centre of focus for all development interventions will only be meaningful and bear effective and sustainable fruits if the population are able to live long, healthy, productive and happy lives. This requires that prevention and control measures for HIV/AIDS and the non-communicable diseases (NCDs) as well as nutrition, are effectively integrated into the G&D sector programs.

The G&D sector will collaboratively work with the relevant national institutions – particularly the Ministries responsible for Health (MoH), Education (MINEDUC), Agriculture (MINAGRI), children affairs, gender and family promotion (MINEGROF), among others, and their partners and stakeholders, to develop appropriate tools, equip implementing entities and ensure that structures, platforms and resources at the disposal of the sector are utilised to promote healthy living through HIV/AIDS prevention and control, prevention of NCDs through lifestyle changes, control of malnutrition and related consequences (such as child stunting which is presently high at 33%-DHS 2020). The latter may result in low human development outcomes if it is not effectively addressed.

MAINSTREAMING TECHNOLOGY, DIGITIZATION, AND INNOVATION

The GoR recognises the potential catalytic role of digital technologies in the country's transformation process. Over the last two decades, the Government has invested heavily in expanding and modernising infrastructure for digital technologies and their use in resolving governance and service delivery challenges in health care, education, agriculture and e-commerce, public financial management and governance, and strategic engagement with citizens and partners, among others. Technology, digitisation and innovation (TDI) has been identified as a key cross-cutting area (CCA) under NST 2. It will be mainstreamed across all G&D sector priorities, plans and budgets in order to fully adopt and effectively utilise them as a principal modus operandi to deliver services in a more efficient, effective and consistent way. For the G&D sector, digitalisation is already outlined among key sector priority intervention areas. Technological diffusion, digitisation and innovation will be integrated in the sector priorities and delivery processes in the following ways:

1. *Expanding E-Government Services:* Existing portals and platforms for e-gov services (Irembo, etc) will be expanded and the operational platforms upgraded to provide fast seamless integrated service delivery to citizens, and ensure simplicity to assure easy access by all citizens including PWDs. Service support centres at cell levels will facilitate citizens to easily interact with the digital platforms all the time, and, where they have issues, they can get supported at service centres close to them.
2. *Digital tools for cost-effective citizens mobilisation, information dissemination and feedback:* Platforms for engaging with citizens on service delivery, empowerment through awareness and information on policies and opportunities for participation will be rolled out and continuously improved to ensure effectiveness;
3. *Deploy digital tools, technologies and innovation to address citizens' issues* in efficient and transparent way, bypassing traditional ways that may not work as reliably as expected. Digital tools will be deployed to promote transparent and accountable governance practices in engaging citizens and stakeholders.
4. *Promoting Data-Driven Decision Making:* Digital tools and technological platforms will be deployed to assist in generating and analysing timely data on the basis of which to review or formulate new policies that are citizen-centred while fast-tracking cost-effective transformation towards the country's 2050 aspirations. The G&D sector will develop and use a web-based integrated monitoring, evaluation and reporting framework to timely access to reliable information. It will also build a comprehensive data base to enable it entrench a long-term data systems maintenance framework.

MAINSTREAMING CAPACITY DEVELOPMENT

The need for capacity to translate planned activities into desired development results is very critical for achieving the goals and objectives of the G&D SSP. Besides the specific interventions proposed in different areas of accountable governance and

efficient service delivery, sustainable capacity development initiatives will be designed and implemented across all stakeholder institutions (Central and Local Government Entities; CSOs, FBOs, PSOs and informal citizen groups) to enable them effectively engage with, actively participate in and deliver the targets and aspirations outlined in the SSP. Capacity gaps analysis will be regularly undertaken and appropriate interventions undertaken to create and sustain an enabling work environment for effective program implementation. This environment broadly entails effective organizational systems, processes and procedures, cultivating a culture of positive values, as well as an array of knowledge, skills and modern tools required to deliver effective results.

REGIONAL INTEGRATION

Decentralization and local governance can facilitate regional integration by empowering communities and local government authorities to formalize the economic and social integration activities that they already do through cross-border trade and social interactions. The G&D sector will build on recent efforts and previous achievements to invest in cross-border trade and economic infrastructure, such as cross-border markets, and foster social cohesion through cross-cultural exchanges and joint social development activities. Local Governments will be supported to mobilize and sensitize citizens to make cross-border mobility safe, secure, and beneficial by fostering peace and collaborative initiatives.

To further support these objectives, the following policy measures will be implemented:

1. **Sensitization of Informal Cross-Border Traders:** Targeting youth and women, efforts will be intensified to sensitize informal cross-border traders about the benefits of regional integration within the frameworks of the East African Community (EAC) and the Common Market for Eastern and Southern Africa (COMESA). This initiative aims to help them explore and maximize opportunities for employment and economic growth.
2. **Grassroots Participation and Engagement:** The participation and engagement by Rwandan citizens in regional economic communities will be encouraged at the grassroots level. This will be facilitated through the use of existing governance structures at the local level, ensuring that local voices are heard and incorporated into the broader regional integration agenda.

4. IMPLEMENTATION ARRANGEMENTS

4.1 GENERAL FRAMEWORK

The implementation framework for the G&D SSP is guided by 4 key questions: 1) what activities will be implemented to generate the expected outputs by who? 2) what resources will be required and how will they be mobilized, allocated, spent and accounted for? 3) how will the activities be coordinated, and outputs collated, integrated or aggregated to generate outcomes? and 4) how will results be measured, monitored, and reported?

Action planning: The SSP outlines broad and high-level strategic priorities and interventions that will need to be broken down into actionable and quantifiable areas within specific timeframes and assignment allocation. The SWG in consultations with MINALOC and other lead Agencies will review the strategic priorities and timelines, unpack them into more specific activities that are executable within short time frame, and identify those that need to be implemented in the first and subsequent years. These will further be broken down into which activities that need urgent attention and translate them into quarterly action plans to align with the budget release schedules. The process includes alignment of these activities with those of the LG.

Resource mobilization and alignment with expenditure framework: The G&D SSP will be financed through appropriations by the Central Government; special financing by Government and Development Partners, external and domestic project interventions, and civil society programs. The SWG and respective TWGs will facilitate alignment of sector stakeholders’ activities and resources to the SSP priorities, which will then inform quarterly and annual action planning.

Structural review: A rapid review of implementation structure within relevant Central and Local Government (relevant line ministries, agencies/ authorities and Local Governments) will be undertaken to assess the readiness of existing structure to implement planned activities, where gaps exist, how they can be addressed in the short, medium and long-term. On this basis, key gaps will be addressed in alignment with the planned activities.

Cross-sectoral engagement: The G&D sector exists to catalyse and support other sectors and hence it will be important to align its planned activities and resources with those of other key sectors in the economic, social and governance pillars. Existing linkages and platforms for cross-sectoral engagement will be review to ensure that appropriate engagement mechanisms are put in place to facilitate synergy and collaboration in planning, resource allocation, activity execution and monitoring. Cross-sectoral engagement mechanisms will be developed at TWG level and become core part of the TWGs activities. The main instruments to guide the cross-sectoral and local level engagement will be the other SSPs and district development strategies (DDS) and annual action plans.

Linkage of SWG with individual institutions' activities: In order to ensure that institutions participating in the SWG and TWGs do not just use them as talk-show platforms but as spaces for planning, supporting and reviewing action, respective institutions will have to share their action plans to ensure that as much as possible they are fully aligned with the SSP and that they are supported to integrate the G&D SSP priorities into their organizational plans and budgets. Regular meetings (quarterly and annual work plans) will be done to ensure coherence.

4.2 IMPLEMENTATION ROADMAP

The priority time frame interventions will be unpacked into specific activities and time frame (quarterly basis). A comprehensive roadmap is included in Annex 5.

4.3 COORDINATION

The overall responsibility for leadership, oversight and coordination of the G&D SSP implementation lies with MINALOC. The follow-up on assigned activities to any organization or entity and overall reporting and feedback to the sector will be the responsibility of the SWG leadership (Chair and Co-chair). They will be technically supported by the Secretariat.

The SWG Secretariat will also take responsibility for follow-up and support of the TWGs activities.

MINALOC will be supported to provide policy support to respective thematic areas. They will support the SWG Secretariat in mobilizing, engaging and providing support to respective institutions implementing activities within the work plan irrespective of the source of financing.

The District Annual and quarterly Action Plans (and budgets) will be used to assess progress at local level. Existing platforms (e.g. JADF) will be utilized (or restructured to function better) in regard to aligning stakeholders' priorities and resources with the G&D SSP.

4.4 RISK ANALYSIS

A number of risks are anticipated that could undermine the implementation of the G&D Strategy and adversely affect the realization of the expected results. Anticipated risks vary, and will likely include the following:

Financing risks: The G&D strategy will require substantial financial resources to implement all planned activities. Given that a lot of what was planned in previous SSP were not implemented, inability to raise the needed funds constitute a potential risk to strategy implementation.

Risks associated with Digitalisation: There are risks of potential exclusion of citizens that are digitally challenged, from accessing services when they fully go online. Only one-third of citizens aged 15 years and above are considered to be digitally literate (MINICT, 2023) and many poor people are unable to afford smart phones and other gadgets required to use the online services. Also, a number of cells have yet to be connected to

electricity grid, which further constrains access to internet and other basic infrastructure for effective online services.

To mitigate the exclusion risk, the G&D Sector leadership will engage relevant infrastructure delivery entities (at national and local level) and work with them to align their infrastructure expansion plans with the digital service delivery, so as to avoid disconnect in service delivery.

3. Fiduciary risks: Local Governments have significantly improved public financial management since the roll-out of the integrated financial management systems. In the last one year, the Auditor General has issued unqualified opinions on financial reports of at least 25 out of 28 local governments. While this reflects increased public financial management capacity, there remains concerns in the area of compliance and value for money of the implemented projects. Fiduciary risks are also anticipated in the area of public-private partnership activities, where the local governments have limited experience of successful execution and the private sector capacity to provide guarantees or close capacity gaps in the public sector is also limited.

In order to mitigate and manage the anticipated risks, a Comprehensive Fiduciary Assessment will be undertaken, initially to establish the state of readiness and gaps. On this basis, rapid institutional capacity building support will be provided to ensure readiness across all implementing entities, first, for all stakeholders to understand and appreciate the priority interventions planned, and support provided to focal points in implementing agencies to successfully execute the planned activities. On-going support within clusters will ensure improved quality of execution and monitoring. MINALOC and other implementing Agencies will be supported to own the process, while LGs will be accompanied with advisory services in design and implementation of sophisticated LED projects. In addition, annual fiduciary assessments will be conducted by the Auditor General to evaluate the implementing entities' compliance with Program Procurement, Financial Management, Governance and Anti-corruption regulations and systems. Where substantial risks are detected, red-flags will be raised immediately to identify the issues and address them within reasonable timeframe.

Environmental and Social risks: The main potential social risks anticipated in this Flagship implementation are likely to arise from the following: i) land and resource access conflicts as the communal unrestricted access to land, water and tree resources become more privatized and restricted with increasingly commercialised farmers registering and investing in efforts to secure their interests;

There is a social risk that most of the new job and economic opportunities could favour skilled workers or resource-owning farmers (landowners) which may not adequately benefit the local youth,^[1] economically disadvantaged households, persons with disabilities and vulnerable members of the community. A comprehensive environment and social management framework (ESMF) will be developed and used to identify the main potential adverse and positive social and environmental impacts, and develop a structured approach to mitigating the adverse ones, enhancing the positive impacts and providing in-built mechanisms to transparently measure and report on performance.

A comprehensive grievance handling framework will be established to identify and address any complaints and issues of concern raised by community members. The Local Governments will be capacitated to handle those grievances. All planned capital investments, irrespective of nature, size or scope, will be subjected to review based on national environmental and social management guidelines, prepared by Rwanda Environment Management Authority (REMA).

Climate related risks: Rwanda is highly exposed, by its topography and climatic conditions to the effects of extreme weather variability. In the recent past, parts of the Eastern province have been severely affected by prolonged drought, while more recently heavy landslides and floods have been destructive to lives and livelihoods, across the country. The northern and western parts have disproportionately borne the effects. Long-term weather predictions indicate that these events will intensify and the damage they cause could increase several times.

In order to reduce exposure to increased climate risks, the G&D SSP implementation strategy will integrate innovative climate resilience building interventions in the technologies and practices undertaken. Indeed, all proposed LED interventions integrate green approaches which will contribute to resilience building but also to reduced greenhouse gas (GHG) emissions, in conformity with Rwanda's green and low carbon growth strategy.

Administrative reforms risks: The government could make reforms that fundamentally alter the structure, operations and financing of the G&D sector or any of its key entities.

5. MONITORING AND EVALUATION

5.1 STRUCTURE OF THE G&D MONITORING AND EVALUATION FRAMEWORK

The Monitoring and Evaluation (M&E) Framework for the G&D Sector will be linked to the overall M&E Framework for the NST-2 coordinated by MINECOFIN. The structure, key components and tools will comprise of the following:

Monitoring and Evaluation Matrix: The main tool will be the Results Matrix (Annex 2) which provides guidance on the outputs, the indicators and annualised targets, as well as the source of information and the responsible entity to collect data and report.

Annual Action Plans will be structured in quarterly phases in line with the flow of inputs (budget releases). This will enable implementation of activities to generate results, and for the results reporting to be clearly linked to the adequacy and timely release of resources. Progress towards results will be monitored, measured and reported through the following:

Quarterly Performance Reports: Budget entities will prepare the quarterly progress reports based on the linkage between the workplan (planned activities and timeframe) and the annual performance targets/ expected results. The Quarterly reports will provide a narrative of what has been done and a good estimation or quantitative calculation of the progress towards the annual target for each indicator. The quarterly Sector report will consolidate the quarterly report of all sector implementing entities and presents a

synthesis of where the sector is in terms of expected results for the quarter, whether some planned activities were re-prioritised and therefore the expected output may not materialise and extent to which expected targets for the year will be realised:

Joint Sector Review: Two six monthly Joint sector reviews (JSR) are undertaken to review the progress made by the sector towards sector targets and well as sector contribution towards NST-2 targets and other key areas such as the SDGs. JSR reviews bottlenecks and lessons learned in the process, and plan a way forward including identifying priorities for the fiscal year: JSR are linked to the planning and budget processes to respond to actual performance and make timely decisions based on the circumstances.

JSRs will be informed by the quarterly administrative and progress reports and reports of other sector actors (including civil society and other Agencies). In addition, SWGs undertake some field visits and stakeholder interactions to get an update of the progress. This underscores the need for coherence in the implementation process as well as timely reporting.

Annual Imihigo Evaluation Reports: *Imihigo* (performance contracts) derive from the high impact priorities identified from citizens and leaders that could turn-around the community if fast-tracked and implemented with or outside the normal administrative and planning processes. The *Imihigo* indicators are aligned with and integrated into to the G&D Sector M&E frameworks. The evaluation is undertaken externally, by the National Institute of Statistics of Rwanda (NISR).

Mid-term Review Reports: The implementation and progress towards the SSP targets will be reviewed in the third year of implementation (at mid-term). The MTR results will be discussed in the JSR that follows for the SWG and stakeholders to appreciate what has been achieved, which targets the sector is likely to achieve and which targets its unlikely to achieve. On this basis, appropriate recommendations will be made for the sector be evaluation Sector. The Final MTR report will be approved by the SWG leadership and MINECOFIN before its shared with the wider public.

Endline Evaluation Report: The final sector performance evaluation report will be produced after full implementation of the SSP i.e. in the last quarter of the fifth year of the strategic planning cycle. The evaluation will be externally undertaken to benefit from independent analysis, and will assess both the achievements in the final year as well as the extent to which the set targets have been achieved at both output and outcome level. It will assess and report on the contribution to the impact and will be structured in a way that enables NST-2 evaluation to benefit from its findings.

Figure 2 summarised the schema of the G&D M&E Framework and critical stages and decision-making points.

5.2 DATA REQUIREMENTS, DATA SOURCES AND ANALYTICAL WORK

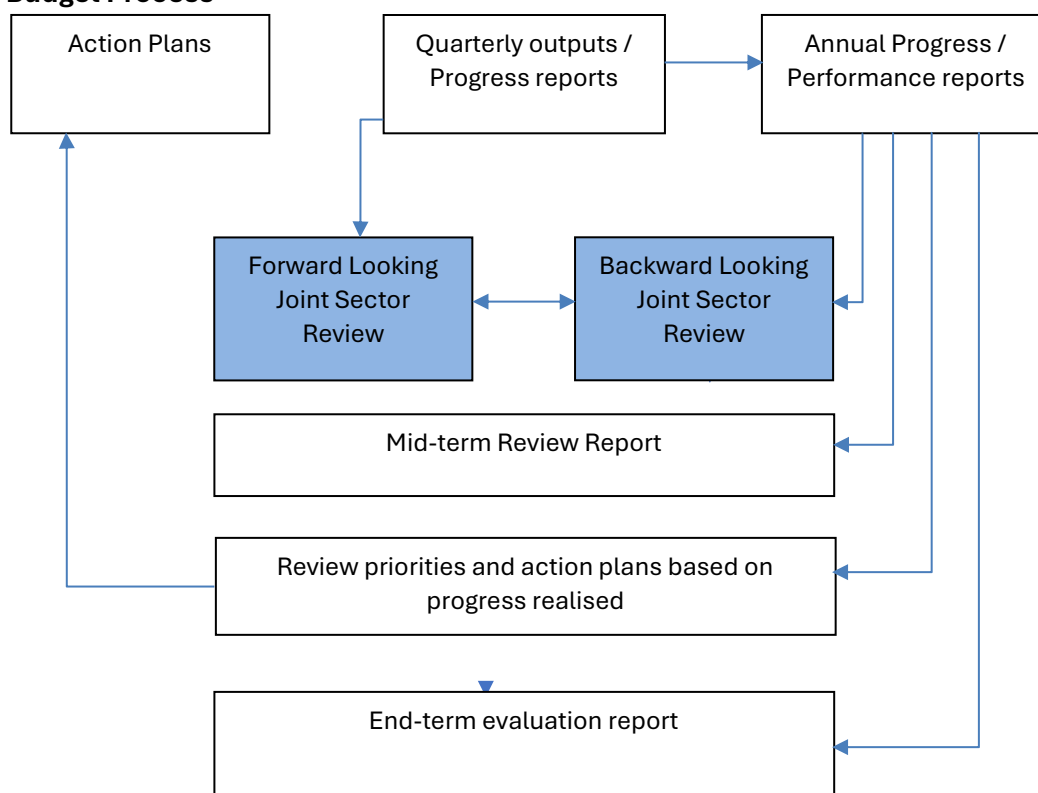
The NST-2 lays emphasis on data-driven planning and the evidence-based performance reporting of the results. In order to enable effective reporting, the Sector leadership will implement mechanisms to ensure that:

- a) All indicators have accurate baselines in order to set realistic targets, also taking into consideration the urgency of the country to achieve some results sooner in the NST-2 roadmap.
- b) Annual targets will be set and reviewed based on a multiplicity of factors (including budgets and implementation capacities) and the various platforms (including JSRs) used to review and re-set annual targets accordingly to energise the process;
- c) Prioritising statistical data infrastructure and reporting capacities: the SWG will ensure that adequate resources are allocated to all implementing entities to collect accurate timely data and share it in ways and platforms that make data access cost-effective.
- d) Standardisation of data collection and reporting format will be enforced to ensure that districts and other actors within the sector report fairly uniformly to enable integration and comparative analysis. M&E Focal points in all institutions within the SWG (including CSOs) will be identified, trained and oriented appropriately.

5.3 LEVERAGING DIGITAL INFRASTRUCTURE TO COLLECT AND SHARE DATA

The G&D sector will develop an integrated web-based M&E system that allows real time data update from multiple sources (including Local Governments) and wide access through a quality-assured system. Once the data has been verified, it will be uploaded on MINALOC and MINECOFIN websites and made available for internal reporting as well as use by other sectors and stakeholders. Linkages with relevant existing management information systems (MIS) will be conducted after comprehensive systems diagnostic analysis and needs assessment for data and reporting.

Figure 2: Schematic Structure of the M&E Framework Linked to Action Planning & Budget Process



6. COST AND FINANCING

The estimated cost of the Governance and Decentralisation SSP is Rwf **1,168,762,116,000** for the period 2024 - 2029. The distribution by priority area is summarised in Table 2:

Table 2: Strategy Investment Costs by Priority Area and Expected Results

Outcomes	Strategic Priorities	Cost (Rwf '000')
Outcome 1: Resilient, inclusive local economies are developed and sustained	SSP Priority 1: Strengthen institutional framework, collaboration, and coordination for inclusive, climate-resilient, and gender-transformative Local Economic Development (LED)	460,922,080
Outcome 2: Inclusive and quality local government services are delivered and sustained contributing to citizen well-being, and Rwanda's vision as a service hub	SSP Priority 2: Strengthen multi-sectoral program design, implementation and monitoring focused on human capital development and socio-economic inclusion.	122,680,000
	SSP Priority 3: Strengthen local government institutional, organisational, and human resource capacities for effective coordination and collaboration	93,459,000
	SSP Priority 4: leverage digitalisation to broaden access to services, foster inclusivity and strengthen Local Government M&E systems.	132,300,000
	SSP Priority 5: Strengthen mechanisms for reliable Local Government financing and efficient financial management, including Own Source Revenue (OSR) diversification.	67 140 000
Outcome 3: Citizens empowered to effectively participate in governance and socio-economic development processes.	SSP Priority 6: Enhance effectiveness of existing citizen participation spaces and mechanisms to strengthen transparency and accountability.	244 598 996
	SSP Priority 7: Strengthen collaboration and coordination between government and civil society to strengthen accountability and enhance delivery of quality services for socio-economic transformation.	21,500,040
	SSP Priority 8: Develop and sustain an enabling environment for a vibrant media to effectively contribute to transparency and accountability for national transformation	24,002,000
	Total Cost	1,166,602116

The financing for this strategy will be sourced from Government's own resources as well as development partnerships. This reflects an average annual investment estimate of Rwf. 233.32 billion over the next 5 years as summarised in Table 3.

Table 3: Annual Investment Estimates by Priority Area.

SSP Priority	No. of Key Interventions	COST ESTIMATES (RWF' 000)					
		Total	2024-25	2025-26	2026-27	2027-28	2028-29
Priority 1	8	460 922 080	48 257 216	49 057 216	113 936 016	113 836 016	135 835 616
Priority 2	7	122 680 000	24 536 000	24 536 000	24 536 000	24 536 000	24 536 000
Priority 3	7	93 459 000	7 944 550	24 357 550	25 607 550	19 357 550	16 191 800
Priority 4	6	132 300 000	26 460 000	26 460 000	26 460 000	26 460 000	26 460 000
Priority 5	8	67 140 000	13 428 000	13 428 000	13 428 000	13 428 000	13 428 000
Priority 6	16	244 598 996	48 894 543	48 930 299	48 912 799	48 930 677	48 930 677
Priority 7	4	21 500 040	4 300 008	4 300 008	4 300 008	4 300 008	4 300 008
Priority 8	7	24 002 000	4 800 400	4 800 400	4 800 400	4 800 400	4 800 400
Total	63	1 166 602 116	178 620 717	195 869 473	261 980 773	255 648 651	274 482 501

These estimates constitute about 4.1% of annual public spending, based on the budget estimates by the GoR for the FY 2024/25.

ANNEXES

ANNEX 1: STRATEGIC PRIORITIES IDENTIFICATION MATRIX

NST 2 Pillars	Area of intervention	Key Achievements realized during the 2017-2024 period	Gaps/ Challenges	Major cause of challenge	Evidence based analysis of the current situation	Emerging Opportunities	Proposed SSP Priorities (2024-2029)	Relevance to Vision 2050	Relevance to other commitments e.g. SDGs, Agenda 2063, etc
Economic Transformation	LOCAL ECONOMIC DEVELOPMENT	§ Increased efficiency in local economic investments. The proportion of Local infrastructure projects with feasibility studies increased from 10% in 2018/19 to 84% in 2022/23 (MINALOC, 2023).	§ Limited capacity to design, implement and monitor local economic development (LED) projects in local government (LG). LGs lack personnel skilled in critical areas like Engineering, statistics and econometrics and investment financial management that are critical in design & supervision of LED projects, particularly infrastructure.	§ Inadequate collaboration between central and LG entities in design & implementation of LED strategies.	Auditor General's Reports (FY 2021/2022 & FY 2022/23). highlight poor performance in value for money audits due in part, to lack of synergy within the planning processes e.g. Health posts constructed without Staffing or equipment, or school classroom blocks constructed and not used because of lack of desks; but also, line ministries budgeting without close consultations with LG Units yet LGs are entrusted with execution of such budgets.	§ Increased economic infrastructure and improved productive output from sectors such as agriculture, tourism and mining present immense opportunities for local investment	1. Establish and operationalise an effective institutional framework to strengthen LG capacity, collaboration, and coordination with economic sectors to facilitate efficient implementation of inclusive, climate-resilient LED strategies.	§ Contributes mostly to Pillar 2 (Competitiveness & integration) particularly Priorities 1 Diversified economy built on future industries) and 3 (Modern & diversified service sectors driving transformative growth).	§ SDG 8 (Promote sustained, inclusive & sustainable growth, full and productive employment, and decent work for all) particularly priority 2 (Achieve high levels of economic productivity through diversification, technological upgrading & innovation, including through a focus on high value added and labour-intensive sectors). It also directly contributes to Goal 9 (Build resilient economic infrastructure, promote inclusive and sustainable industrialisation and foster innovation)
				§ Limited capacities within LG to attract and retain technical expertise in project investment management.	Evidence from the G&D Backward Looking JSR for FY 2022/23 identify collaboration & coordination as major challenges and link them to gaps in sectoral decentralisation (MINALOC, 2023).				
		§ Expanded economic infrastructure and facilities in urban and rural areas. National road network expanded to 1,639 Km while the feeder road network covering 4,137.46 Km was maintained in 2022/23 (MININFRA, 2023).	§ Limited private sector engagement by LGs and capacity to establish, expand and sustain investments at local level	§ Limited access to investment capital. This is largely attributed to high interest rates, barriers related to guarantees and collateral, and lengthy delays, among others (AFR, 2020; Azimut, 2022). But also, the informal nature of especially small & micro-enterprises.	Access to finance remains a major challenge for most MSMEs in Rwanda. About 42% of MSME owners access credit from formal institutions (both bank & non-bank), while 45% rely on informal finance or family and friends (AFR, 2020). A range of factors including high collateral and documentation requirements; unsuitable financial products, risk aversion from financial institutions, and lengthy procedures (Azimut, 2022).	§ Expansion of urbanization to secondary and satellite cities is creating opportunities for investment and job creation.			
		§ More efficient land use & management		§ Low purchasing power of population.	The G&D sector JSR identifies lack of critical				

NST 2 Pillars	Area of intervention	Key Achievements realized during the 2017-2024 period	Gaps/ Challenges	Major cause of challenge	Evidence based analysis of the current situation	Emerging Opportunities	Proposed SSP Priorities (2024-2029)	Relevance to Vision 2050	Relevance to other commitments e.g. SDGs, Agenda 2063, etc
		through implementation of Land Use Master plans. In 2022/23, at least 5 District land use plans and one for Kigali City) were approved by cabinet (MoE, 2023).		§ Inadequate enabling environment for local private investors e.g. supportive infrastructure and high interest rates.	skills in LGs especially in areas of urban planning, development as key challenge, as gaps in partners' collaboration as key underlying factors.	§ Green funding provides opportunity for access to finance.			
Social Transformation	SECTORAL DECENTRALISATION	§ Reduced prevalence of multi-dimensional poverty and improved standards of living evidenced by the increase in citizens' life expectancy from 64.5 years to 69.6 years in 2022, with substantial contribution from effective mobilisation and implementation of local innovations.	§ Citizens' dependency mindset undermines their ability and motivation to proactively engage in social and economic transformation.	§ Persistent extreme poverty.	Analysis of the EICV 5 and EICV 6 data suggest that the proportion of multi dimensionally poor people in Rwanda is decreasing but still high (NISR, 2018; NISR, 2022).	§ Substantial investment by development actors in pro-poor social and economic programmes e.g. Social Protection, Local Savings Schemes such as <i>Ejo Heza</i> , Climate Insurance in Agriculture, etc.	2. Strengthen multi-sectoral program design, implementation and monitoring focused on human capital development, economic inclusion, accelerating resilient graduation from poverty, and sustainable social cohesion built on cultural values and home-grown innovations	This priority contributes mostly to Pillar 1 (Human development) particularly the priority of Universal access to quality health care.	§ The priority contributes mostly and directly to SDG 1(End poverty in all its forms everywhere) particularly priorities 1 (Eradicate extreme poverty for all people everywhere, i.e. people living on less than USD 1.25 a day) 3 (Implement nationally appropriate social protection systems and measures for all, and by 2030, ensure substantial coverage of the poor & vulnerable). The priority also directly contributes to Goal 2 (End Hunger, Achieve food security and improved nutrition, and sustainable agriculture) priority 1 (end hunger and ensure access by all people, particularly the poor & those in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round) and 2 (By 2030, end all forms of malnutrition, including by 2025, achieving internationally agreed targets on Stunting & wasting).
			§ Limitations in development programming.	§ Limited synergies and inefficiencies between central government and civil society-initiated interventions with local government priorities, plans, budgets and activities.		§ Multiple development programs promoting employment and entrepreneurship present opportunities to combat poverty.			The priority contributes to AU Pillar 6 (People-driven development centred on women, youth, and children).
			§ Limited capacity of LGs and other local actors to effectively coordinate, implement and monitor social development interventions such as social protection programs.	§ Incoherent division of labour and unclear roles separation between central and Local government entities.		§ Reforms to the social protection system delinking benefits from socio-economic categorisation (Ubudehe categories).			
Transformational	DECENTRALISED SERVICE	§ Improved quality and access to services attributed to mostly	§ Low levels of digital literacy still limit inclusive access to	§ Critical gaps in LG staff capacities and supporting	§ The JSR review for the G&D sector (MINALOC, 2023) suggests that	§ Continued expansion and upgrade of the Government online	3. Strengthen institutional, organisational, and	Interventions under this Priority will directly contribute to Pillar 5 (Accountable and	§ SDG10: Reduced inequalities.

NST 2 Pillars	Area of intervention	Key Achievements realized during the 2017-2024 period	Gaps/ Challenges	Major cause of challenge	Evidence based analysis of the current situation	Emerging Opportunities	Proposed SSP Priorities (2024-2029)	Relevance to Vision 2050	Relevance to other commitments e.g. SDGs, Agenda 2063, etc
FISCAL DECENTRALISATION & EFFECTIVE PFM		digitisation and improvements in public infrastructure. Citizens' satisfaction with service delivery increased from 70.9% in 2021 to 78.8% in 2022 (RGB, 2023). .	mostly digitised services. Only 35.1% of citizens aged 15 years and above, have basic digital literacy skills (MINICT, 2023).	infrastructure required for quality service delivery.	accelerated digitalisation of services resulted in increased access and lowered the cost of services.	services portal (Irembo). The Ministry of ICT & Innovation has partnered with Airtel Rwanda to provide 1.6 million affordable 4G LTE enabled smartphones to Rwandans across the country (MINICT, 2023).	human resource capacities of local government entities, including capacities to recruit, utilise, motivate and retain skilled human resources.	Capable State institutions), especially priorities 1 (efficient & accountable Institutions) and 2(Deepening decentralisation to bring services closer to citizens).	
			§ Deficiencies in connectivity and reliability of digitised services.	§ Limited resources and capacities required for efficient planning monitoring and evaluation in decentralised entities. The LG Capacity development strategy was developed but not implemented (MINALOC, 2023).		§ Political will and development partner interest to invest in enhancing local government, specifically the performance contracts M&E system, for more effective and efficient inclusive service delivery at LG levels.	4. Leverage digitalisation to increase inclusive access to services and enhancement of local government monitoring and evaluation systems for efficient and effective planning and implementation.		§ SDG16: Peace, justice, and strong institutions
			§ Inadequate M&E systems required to support evidence-based planning and implementation	§ No standardised LG M&E framework or system.					
		§ Improved public financial management as evidenced by fewer qualified audits in LG entities. Unqualified audit reports increased from Zero in 2017/18 to 12 (44.4% districts) in 2021/22 (MINALOC, 2023)	Persistently no improvement in value for money audit linked to persistent gaps between district annual plans and budgets and central budget allocations.	§ Limited clarity of roles and responsibilities for LG authorities.	§ OAG Annual Reports and Background looking Joint Sector Review 2023 reported no improvement in value for money audit reports (which remained zero throughout the SSP period) .	§ Expanded national budget and overall allocations to sub-national budget units.	5. Strengthen mechanisms for reliable Local Government financing and efficient financial management, including Own Source Revenue diversification, enhanced Central Government subventions and accountability.	Contributes to Pillar 5 (Accountable & Capable State institutions) particularly priority 2 (Deepening decentralisation to bring services closer to citizens).	§ SDG16: Peace, justice, and strong institutions
			§ Limited local government spending discretion.	§ Limited capacities of oversight by the local government councils.	§ Interviews with Senior MINALOC & LGs officials.	§ Platforms for integrated planning e.g. PFM Forum, Network of Planners.			§ AU1: Inclusive growth and sustainable development § AU6: People-driven development centred on women, youth, and children.
				§ Central government conditionalities on own revenue spending.					
		§ Increased efficiencies in local revenue collection and increased own revenues in districts. (OSR increased from Rwf60.6b in 2018/19 to Rwf 86.5b in 2022/23). Block grants transfers increased marginally from Rwf 59.2b in 2019/20 to Rwf70.9b in 2023.	§ Own revenues insufficient to finance locally identified priorities.	§ Limited diversification of districts' own revenue sources.	§ OAG Annual Reports.	§ Prime minister's order for sectoral decentralisation provides opportunities to enhance districts capacities for more discretionary spending on local priorities by decentralising more roles.			
			§ Limited role of districts in revenue collection.	§ LGs economic assets transferred to CG entities (Forests, Land & Buildings) that Districts previously owned and used to generate local revenues were transferred to	MINECOFIN & GIZ/GOPA (2023); RRA(2023)				

NST 2 Pillars	Area of intervention	Key Achievements realized during the 2017-2024 period	Gaps/ Challenges	Major cause of challenge	Evidence based analysis of the current situation	Emerging Opportunities	Proposed SSP Priorities (2024-2029)	Relevance to Vision 2050	Relevance to other commitments e.g. SDGs, Agenda 2063, etc
				respective line Ministries.					
			Persistent weak linkages between funded district plans (mostly by earmarked transfers for specific priorities) and citizens' identified priorities (for which districts could only finance with own revenues & block grants over which they have discretion).	§ Limited incentives for LG revenue mobilisation.					
	ACCOUNTABLE GOVERNANCE	§ Increased citizen participation in governance & service delivery activities. Citizens' participation with service delivery in decentralised Entities/local administration increased from 70.3% in 2018/19 to 78.8% in 2022/23, while the proportion of citizens who reported satisfaction with their participation in decision making increased from 63.9% in 2018/19 to 85.1% in 2022 (MINALOC, 2023; RGB, 2023).	§ Limited public awareness of public policies, strategies, and programmes.	§ Inadequate capacity and incentives for representatives to account/ provide feedback to citizens.	§ Citizens' level of satisfaction with services in decentralised entities marginally increased from 70.3% in 2019 to 78.8% in 2022 and declined to 77.3% in 2023 as evidenced by the citizen report cards for 2018,2019, 2022 & 2023 (MINALOC, 2023; RGB, 2023).	§ Diversification of media channels, Including digital platforms and public media-communication infrastructure.	6. Enhance effectiveness of citizen participation spaces and mechanisms, to increase and sustain inclusive citizen empowerment, transparent and accountable governance at local and national levels.	Contributes to Pillar 5 (Accountable & Capable State institutions) particularly priority 2 (Deepening decentralisation to bring services closer to citizens).	§ SDG16: Peace, justice, and strong institutions.
				§ Inadequate utilisation of mechanisms for LG representatives to provide satisfactory feedback to citizens.		§ Multitude of spaces for citizens' participation and representative democracy			
			§ Inadequacies in public accountability (feedback) and transparency around local government budgets and plans.	§ Limitations in collaboration and coordination between government and civil society in governance and development programming.		§ Increasing capacity and interest of local civil society in Governance issues.	7. Strengthen collaboration and coordination between government and civil society to strengthen accountability and enhance delivery of quality services for socio-economic transformation.	Contributes mostly to Pillar 5 (Accountable and capable state institutions) particularly priorities 1 (Efficient & accountable institutions for socioeconomic transformation) and 2 (Deepening Decentralisation to bring services closer to the citizens).	§ AU4: Good governance, democracy and respect for human rights, justice and rule of law
						§ Institutionalisation of the Joint Action for Development Forums (JADF).			
			§ Low media engagement in facilitating public accountability.	§ Low incentives for media to engage in political, governance and development policy issues.			8. Develop and sustain an enabling environment for a vibrant media to effectively contribute to transparency and accountability for national transformation.	Contributes to Pillar 5 (. Accountable and Capable State Institutions) and key consideration for success (Deepening regional integration)	

ANNEX 2: G&D SSP MONITORING AND EVALUATION FRAMEWORK

SSP RESULTS	INDICATOR	UNIT	BASELINE	ANNUAL TARGETS					RESPONSIBLE FOR REPORTING	MEANS OF VERIFICATION/ DATA SOURCES
				24/25	25/26	26/27	27/28	28/29		
Outcome 1: Resilient, inclusive local economies are developed and sustained	Outcome indicator 1.1 Unemployment rate by sex, age and persons with disabilities, district, Education level	%	14.9 (2024)	14.1	13.5	12.9	12.3	11.7	MIFOTRA MINALOC	Labour force survey (LFS)
	Outcome indicator 1.2 Percentage of Sustainable and Profitable MSMEs disaggregated by sector, district, gender-Led entities	%	TBD						MINICOM MINALOC	Business Census Reports/ Rwanda Integrated Business Enterprise Survey Report
Agenda 2063: ASPIRATION 1: A PROSPEROUS AFRICA BASED ON INCLUSIVE GROWTH AND SUSTAINABLE DEVELOPMENT										
SDG Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive	AU Goal 1 Indicator/ SDG Indicator 8.5.2. Unemployment rate by sex, age and persons with disabilities Education level, district level	%	14.9 (2024)	14.1	13.5	12.9	12.3	11.7	MIFOTRA MINALOC	Labour force survey (LFS)

employment and decent work for all										
SSP Priority 1: Strengthen institutional framework, collaboration, and coordination for inclusive, climate-resilient, and gender-transformative Local Economic Development (LED).										
Output 1.1 Districts & CoK publish and regularly update interactive local economic potentiality maps and investment profiles and utilize them to accelerate resilient and inclusive Local Economic Development (LED).	Output indicator 1.1.1 Number of Districts and CoK that update, publish, and maintain investor-accessible local economic potentiality maps and profiles	#	0	0	28	28	28	28	MINALOC LODA	District project reports, Real-time interactive economic potentiality maps and investment profiles dashboards
	Output indicator 1.1.2 Percentage of Local Economic Development projects developed and implemented based on opportunities identified in updated District and CoK potentiality maps	%	44	54	64	74	84	90	LODA MINALOC	LODA Annual Reports

	Output indicator 1.2.1 Number of green and gender-inclusive flagship projects implemented by districts through partnerships with private sector and other entities	#	2(2021 /2022)	2	4	6	8	10	LODA MINECOFIN	IFMIS, LODA Annual Reports, District Reports, FONERWA
	Output indicator 1.2.2 Number of jobs created by green, gender-inclusive Local Economic Development projects implemented in districts disaggregated by sex, youth, people with disabilities, type of jobs and sector	#	209,353 (2017 – 2024)	90,000	90,000	90,000	90,000	90,000	MINALOC MIFOTRA	Labour force survey (LFS) Districts Imihigo Reports
Output 1.3 Bilateral, Regional and Multilateral Cooperation strengthened, contributing to Rwanda's socio-economic transformation and sustainable development	Output indicator 1.3.1 Number of cooperation agreements, including twinning arrangements, signed to support local economic development	#	46 (total signed agreements)	1	1	1	1	1	MINAFFET MINALOC	Official agreement documents, partnership MoUs Local Administrative Entities Development Agency (LODA) Annual report

	Output indicator 1.3.2 Number of development cooperation projects/programs focused on green and gender-inclusive local economic development operationalized at district and CoK level	#	48	4	4	4	4	4	MINALOC MINECOFIN	IFMIS Local Administrative Entities Development Agency (LODA) Annual report
Output 1.4 Mobilisation of the Rwandan Community Abroad (RCA) enhanced to actively contribute to and engage in district development efforts through investments, skills transfer, and participation in priority green and gender-inclusive initiatives	Output indicator 1.4.1 Number of local development initiatives, focusing on green and gender-inclusive projects, implemented through collaboration with Rwandan Community Abroad	#	5 (2017 -2023)	2	2	2	2	2	LODA MINAFETT	Districts report, RCA records, partnership MoUs
	Output indicator 1.4.2 Total value of resources contributed by the Rwandan Community Abroad to support local development initiatives, disaggregated	Amount (Rwf)	1,142,258,033	1,642,258,038	2,142,258,038	2,642,258,038	3,142,258,038	3,642,258,033	MINAFETT MINALOC	Financial reports- Integrated Financial Management Information & System (IFMIS), RCA submissions, local government records

	by geographic location									
	Output indicator 1.4.3 Number of skills transfer programs implemented in collaboration with Rwandan Community Abroad members	#	TBD	0	2	2	4	4	MINALOC MINAFETT	Districts records, sectoral training reports, RCA activity reports
Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	SDG Indicator 16.6.2: Proportion of citizen satisfied with their last experience of public services									
Goal 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development	SDG Indicator 17.1.2: Proportion of domestic budget funded by domestic taxes (proxy)									

Outcome 2: Inclusive and Quality local government services are delivered and sustained contributing to citizen well-being, and Rwanda's vision as a service hub	Outcome Indicator 2.1 Percentage of quality-of-service delivery	%	75.79	78.5	81	83.75	86.5	90	MINALOC RGB	Rwanda Governance Scorecard
	Outcome indicator 2.2 Local government staff turnover rate	%	25	23	21	19	17	15	MINALOC	District HR reports, HRMIS
	Outcome Indicator 2.3 Local government revenue mobilized as percentage of Local budget	%	7	7.5	8	8.5	9	10	MINALOC	District financial reports, RRA records
	Outcome Indicator 2.4 Percentage share of district's locally generated resources allocated to locally prioritised development needs	%	TBD	2.5	3.6	4.7	5.8	7	MINALOC	District financial records
SSP Priority 2: Strengthen multi-sectoral mechanisms to enhance the design, implementation, and monitoring of decentralized service delivery										
Output 2.1 Decentralized service delivery enhanced to provide services closer to citizens through	Output Indicator 2.1.1 Percentage of Sector Ministries with multi-sectoral	%	4	4	6	6	4	2	MINALOC	District reports, coordination meeting minutes, planning frameworks

strengthened multi-sectoral coordination	coordination mechanisms for decentralized service delivery									
	Output Indicator 2.1.2 Number of services delivered through decentralized structures	#	232	290	348	406	464	522	MINALOC	District implementation reports, joint action forum reports
SSP Priority 3: Strengthen local government institutional, organisational, and human resource capacities for effective, collaboration, and coordination										
Output 2.2: Local government capacity, systems, processes, and infrastructure enhanced	Output Indicator 2.2.1 Number of local government staff who completed training through capacity development interventions	#	31,694 (2017-2024)	1,000	1,000	1,000	1,000	1,000	MINALOC	Training records, attendance registers, completion certificates
	Output Indicator 2.2.2 Percentage of Local Government Capacity Development Strategy interventions implemented, disaggregated by district and COK	%	60	65	70	75	78	80	MINALOC	District progress reports, LGCDS monitoring tools, annual implementation plans

	Output Indicator 2.2.3 Percentage of vacant local government positions filled within one year across district, Sector, and Cell levels disaggregated by sex, youth employment, persons with disabilities	%	12,791 (2014)	90	90	90	90	90	MINALOC MIFOTRA	District staffing reports, recruitment records, HRMIS
	Output indicator 2.2.4 Number cells equipped with required staffing, equipment and infrastructure to serve as a specialised centre of service delivery	#	1036	1286	1550	1800	2000	2148	MINALOC	District and cell-level infrastructure assessments, HRMIS, Local Administrative Entities Development Agency (LODA) infrastructure records
	Output indicator 2.2.5 Percentage of cells with operational Irondo patrol structures	%	TBD	100%	100%	100%	100%	100%	MINALOC	District reports, Community safety assessment reports
	SSP Priority 4: Leverage digitalization to broaden access to services, foster inclusivity and strengthen Local Government M&E systems									
Output 2.3: Reliability, Utilization, and Expansion of Digital Service	Output Indicator 2.3.1 Proportion of decentralised services fully digitised	%	87.78	90	93	95	98	100	MINALOC MINICT	MINICT/ Irembo Reports

Delivery Enhanced	Output Indicator 2.3.2 Percentage of self-application of services delivered via Irembo	%	7.6	15	25	35	45	53.8	MINALOC MINICT	MINICT/ Irembo Reports
	Output Indicator 2.3.3 Number of citizens trained in digital skills to access and utilize local government services disaggregated by sex, youth, and persons with disabilities	%	1,500,000					11,687,921	MINALOC	District digital training program reports
	Output indicator 2.3.4 Percentage of citizens satisfied with digitised public services disaggregated by sex, education level, district and province & CoK	%	67.13 RGS 2024	73	78.6	84	90	90	MINALOC	CitizenReport Card
	Output Indicator 2.3.5 Number of service access points established and operationalized to provide inclusive digital services	#	100 (not all access points are currently fully operational)	106	112	118	124	130	MINICT	District/ MIFOTRA Reports

	disaggregated by district									
Output 2.4: Evidence-based decision-making in local government planning and resource allocation enhanced	Output indicator 2.4.1 Number of districts and City of Kigali with an operational Local Government (LG) M&E information system	#	0	28	28	28	28	28	MINALOC	District MEL reports, platform usage logs, national MEL system integration reports
	Output indicator 2.4.2 Percentage of key performance indicators (KPIs) updated and reported through LG M&E systems	%	KPI mapped, and System developed	TBD	80	95	95	95	MINALOC MINECOFIN	District reports, LG M&E system logs, national KPI tracking dashboards
SSP Priority 5: Strengthen mechanisms for reliable Local Government financing and efficient financial management, including Own Source Revenue (OSR) diversification.										
Output 2.5 Institutional and technical capacity of Local Governments (LG) strengthened to effectively generate and manage Own Source Revenue (OSR)	Output indicator 2.5.1 Number of districts with approved and operational OSR strategies.	%	0	7	28	28	28	28	MINALOC MINECOFIN	District financial plans, MINALOC/MINECOFIN OSR tracking reports
	Output indicator 2.5.2 Percentage Annual increase of Local Governments'	%	TBD	5	5.5	6	6.5	7	MINALOC MINECOFIN	District financial statements, MINECOFIN fiscal reports, RRA Annual Report

	Own Source Revenues									
	Output indicator 2.5.3 Percentage of total district investment projects financed through Public-Private Partnerships (PPPs)		TBD	3	5	7	9	12	MINALOC LODA	District investment plans, PPP contracts
Output 2.6 Reliability and flexibility of intergovernmental transfers enhanced for effective financing of locally identified priorities	Output indicator 2.6.1 Percentage of Allocated Intergovernmental Transfers utilized to Improve Local Service delivery	%	TBD						MINALOC MINECOFIN	District expenditure reports, budget execution analysis
Local government capacity in Public Financial Management enhanced	Output indicator 2.7.1 Number of Local Government personnel trained in strategic public financial management disaggregate by District & CoK, sex, age group , people with disabilities, position, Training Type	#	TBD						MINALOC	Districts training reports

	Output indicator 2.7.2 Number of Local Government entities obtaining unqualified opinion with breakdown for audit compliance, value for money and financial statements		Compliance : 6 Value for Money:0 Financial audit:25	Compliance: 10 Value for Money:4 Financial audit:27 &CoK	Compliance: 13 Value for Money:8 Financial audit:27 &CoK	Compliance: 15 Value for Money:10 Financial audit:27 &CoK	Compliance: 18 Value for Money:12 Financial audit:27 &CoK	Compliance: 20 Value for Money:15 Financial audit:27 &CoK	MINALOC	OAG annual audit reports
	Output indicator 2.7.3 Percentage of previous audit recommendations implemented by Local Governments (Districts and /CoK)	%	67	70	74	78	81	83.5	MINALOC	Audit follow-up reports, implementation reports
	Outcome Indicator 3.1 Percentage of citizen participation and inclusiveness	%	84	86	88	89	90	90	MINALOC	Citizen Report Card (CRC)
Outcome 3: Citizens empowered to actively engage in governance and socio-economic development	Outcome Indicator 3.2 Level of impact and effectiveness of CSOs in mobilizing citizens for participation	%	72.75 (RGS, 2024)	75	77.5	80	82.5	85	RGB	

	Outcome Indicator 3.3 Level of shared sense of national identity	%	99.4 RRB-2020	99	99	99	99	99	MINUBUMWE	Rwanda Reconciliation Barometer (RRB)
	Outcome Indicator 3.4 Percentage of Citizens' and journalists' satisfied with the role of media as a platform for good governance	%	Refined 82.7 (RBM 2024)	84	85.5	87	88.5	90	RGB	Rwanda Media Barometer (RMB)
Aspiration 6. An Africa Whose Development Is People Driven, Relying On The Potential Of The African People	Goal 17.1.2 Proportion of seats held by women in national parliaments, regional and local bodies									
Goal 5. Achieve gender equality and empower all women and girls	SDG Indicator 5.5.1: Proportion of seats held by women in (a) national parliaments and (b) local governments									
Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all	SDG Indicator 16.7.1: Proportions of positions in national and local institutions, including (a) the legislatures; (b)									

and build effective, accountable and inclusive institutions at all levels	the public service; and (c) the judiciary, compared to national distributions, by sex, age, persons with disabilities and population groups									
	SDG Indicator 16.7.2: Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group									
SSP Priority 6: Enhance effectiveness of existing citizen participation spaces and mechanisms to strengthen transparency and accountability.										
Output 3.1: Citizen-led accountability mechanisms developed and institutionalised	Output indicator 3.1.1 Percentage of citizen led accountability mechanisms fully operational for Local Government (City of Kigali, & District)	%	TBD	80	82.5	85	87.5	90	MINALOC	District reports, MINALOC supervision reports
	Output indicator 3.1.2 Level of citizen satisfied with the Performance of	%	75 (RGS , 2024)	78	81	84	87	90	MINALOC	Citizen Report Card (CRC) and Rwanda Governance Scorecard (RGS)

	decentralized entities									
	Output indicator 3.1.3 Number of Districts & CoK with citizen-engaged climate responsive annual planning & budget performance reports publicly accessible	#	TBD	28	28	28	28	28	MINALOC	District reports, Joint Action Development Forums (JADF), MINALOC reviews
	Output indicator 3.1.4 Citizens satisfaction with the contribution of the existing Home-Grown Solutions in Governance	%	New						MINALOC RGB	Citizen Report Card (CRC) and Rwanda Governance Scorecard (RGS)
Output 3.2: Improved effectiveness of local government structures in facilitating citizen representation and engagement	Output indicator 3.2.1 Number of districts with gender-responsive action plans and annual performance contracts (Imihigo)	#	8(GMO Report 2022/23)	20	20	28	28	28	MINALOC GMO	District reports, gender audits, Imihigo evaluations
	Output indicator 3.2.2 Number of districts with participatory climate-resilient	#	TBD	28	28	28	28	28	MINALOC LODA	LODA records, National Budget documents and District Council minutes

infrastructure investment plans integrated into LODA project pipelines									
Output indicator 3.2.3 Percentage of citizens satisfied with participation in decision-making process	%	87.3 (CRC 2023)	88	89	90	91.5	92.5	MINALOC RGB	RGS
Output indicator 3.2.4 Percentage of citizens satisfied with their involvement in the development of district plans, Imihigo, and budgets	%	65.6 (RGS 2023)	68	71	74	77	80	MINALOC RGB	CRC
Output indicator 3.2.5 Percentage of citizen complaints timely resolved	%	TBD	96.8%	100%	100%	100%	100%	MINALOC	District feedback systems, MINALOC reports
Output indicator 3.2.6 Percentage of women elected in local government councils (district, sector, cell)	%	46	47	48	49	49.5	50	GMO MINALOC	cross check data source

Output 3.3: Platforms and initiatives for fostering cultural values and national unity, promoting cohesion and collective participation in governance processes strengthened.	Output Indicator 3.3.1 Percentage of Primary, Secondary Schools, and cells Implementing Itorero Sessions	#	TBD							MINUBUMWE	Administrative reports from schools, villages, and Urugerero program
	Output Indicator 3.3.2 Proportion of Youth Completing Voluntary National Service (Urugerero)	%	63.8	70	77	83	90	95		MINUBUMWE	
	Output Indicator 3.3.3 Number of Cultural Events or Campaigns Organized to Promote National Unity and Resilience	#	91	116	122	125	128	128		MINUBUMWE	
	Output Indicator 3.3.4 Proportion of Urugerero Programs Implementing Standardized Guidelines and Tools	%	TBD							MINUBUMWE	
SSP Priority 7: Strengthen collaboration and coordination between government and civil society to strengthen accountability and enhance delivery of quality services for socio-economic transformation.											
Output 3.4: Effective participation of CSOs in local	Output Indicator 3.4.1 Citizen perception on		67.4 (RGS , 2024)	71	74	78	81	85		RGB	RGS

governance, transparency and accountability developed and sustained	CSOs actions to promote good governance									
	Output Indicator 3.4.2 level of CSOs participation	%	87.61 (RCSB 2024)	88	89	90	90	90	RGB	Rwanda Civil Society Barometer (RCSB)
SSP Priority 8: Develop and sustain an enabling environment for a vibrant media to effectively contribute to transparency and accountability for national transformation.										
Output 3.5: Professional, independent, and profitable media developed and sustained	Output Indicator 3.5.1 Percentage of the population that perceives media as an independent and reliable source of information on Transparency and accountability.	%	TBD	TBD					RGB	Rwanda Media barometer (RMB)
	Output Indicator 3.5.2 Level of effectiveness of media self-regulation practices.	%	55.8 (RMB 2024)	62	67	73	79	85	RGB	Rwanda Media barometer (RMB)
	Output Indicator 3.5.3 Percentage of media practitioners who received professional training	%	71.5	74	77	80	82	85	RGB	Rwanda Media barometer (RMB)
	Output Indicator 3.5.4 Percentage of Information	%	79.1 (RMB 2024)	80	81	83	84	85	RGB	Rwanda Media barometer (RMB)

	transmission and access									
--	----------------------------	--	--	--	--	--	--	--	--	--

ANNEX 3: PRIORITY INTERVENTIONS MATRIX

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
Outcome 1: Resilient, inclusive local economies are developed and sustained	SSP Priority 1: Strengthen institutional framework, collaboration, and coordination for inclusive, climate-resilient, and gender-transformative Local Economic Development (LED)	1.1	Develop and/or update existing local economic potentiality maps, investment profiles and LED strategies for all 27 districts and the City of Kigali (CoK).	1,540,000																					MINALOC, LODA, MINECOFIN, RDB
		1.2	Support all 27 districts and CoK to operationalise the new and/or updated comprehensive LED strategies based on local potentialities.	219,996,000																					MINALOC, MININFRA, LODA, RHA, MINECOFIN
		1.3	Review and restructure the Integrated Development Program (IDP) to effectively contribute to the welfare of citizens	200,000																					MINALOC, MINECOFIN, RDB, LODA
		1.4	Support districts to mobilise and facilitate the private sector to drive green and gender-transformative LED initiatives within districts.	4,160,000																					MINALOC, MINECOFIN, RDB, LODA
		1.5	Support implementation of innovative green investments in LED to accelerate graduation out of poverty	150,000,000																					MINALOC, MINECOFIN, RDB, LODA
		1.6	Build and strengthen the capacity of local economic institutions (cooperatives, SACCOs etc) to add value to local economic output.	4,160,000																					MINALOC, MINECOFIN, RDB, LODA
		1.7	Strengthen Bilateral, Regional and Multilateral Cooperation to enhance Rwanda's socio-economic transformation;	77,616,000																					MINAFETT
		1.8	Scale up mobilisation and engagement of Rwandan Community Abroad (RCA) to participate in National development efforts.	3,250,080																					MINAFETT
			Sub-Total	460 922 080																					

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
Outcome 2: Timely, cost-effective, Inclusive and quality local government services are delivered and sustained contributing to citizen well-being, and Rwanda's vision as a service hub	SSP Priority 2: Strengthen multi-sectoral mechanisms to enhance the design, implementation, and monitoring of decentralized service delivery.	2.1	Establish a comprehensive multi-sectoral coordination framework that engages sector ministries, local governments, development partners, civil society, private sector, and community representatives to improve decentralized service delivery.	1,000,000																					MINALOC, LODA, MINECOFIN
		2.2	Implement operational guidelines and protocols that streamline coordination, communication, and resource allocation between central and decentralized levels.	2,880,000																					MINALOC, LODA, MINECOFIN
		2.3	Design and operationalize monitoring and feedback mechanisms to ensure alignment of centrally-led programs with local priorities and poverty reduction goals.	7,560,000																					MINALOC, MINECOFIN
		2.4	Strengthen institutional and human resource capacity through targeted training and technical support to enhance the effectiveness of sector ministries and decentralized entities in service planning and delivery.	32,400,000																					MINALOC
		2.5	Develop profiles for all localised home-grown solutions and articulate user-friendly guidelines for mainstreaming them into socio-economic development initiatives.	7,500,000																					MINALOC, RGB, RCI
		2.6	Review and restructure Umuganda to maximise its contribution to the national development.	11,340,000																					MINALOC, RGB
		2.7	Document, disseminate and scale up local innovations and voluntary initiatives for socio-economic transformation.	60,000,000																					MINALOC, RGB

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
			Sub-Total	122,760,000																					
	SSP Priority 3: Strengthen local government institutional, organisational, and human resource capacities for effective coordination and collaboration.	3.1	Functional review of local government organisational structure and human resource development framework to identify gaps and align terms of service, working conditions and incentives.	63,315,000																					MINALOC, RMI, LODA, RALGA, MINECOFIN, UR
		3.2	Reinforce community policing, and Irondo patrol	504,000																					MINALOC, RNP
		3.3	Review the strategic framework for LG capacity building and establish a reliable LG Capacity Development Fund to ensure availability and efficient utilisation of LG capacity building resources.	2,100,000																					MINALOC, RMI, LODA, RALGA, MINECOFIN, UR
		3.4	Review the policy, legal and institutional environment in which LG entities operate to address critical gaps in decentralised governance and service delivery.	2,520,000																					MINALOC, RMI, RALGA, RGB
		3.5	Strengthen the capacity of local government to improve talent attraction, management, utilisation, and retention.	2,520,000																					MINALOC, RMI, RALGA
		3.6	Support the establishment and operationalisation of the Local Governance Institute in a Tripartite Collaborative Framework for Continuous Professional Development (CPD).	10,000,000																					MINALOC, RMI, RALG
		3.7	Support local government entities with the minimum enabling environment and infrastructure such as office space, furniture, ICT equipment and internet connectivity.	12,500,000																					MINLAOC, RISA, MINICT, MINFRA, RHA

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
			Sub-Total	93 459 000																					
	SSP Priority 4: leverage digitalization to broaden access to services, foster inclusivity and strengthen Local Government M&E systems.	4.1	Identify and assess additional decentralised services to be digitalised.	1,080,000																					MINALOC, MINICT, RISA
		4.2	Develop and implement a roadmap for Local Government services to be fully digitised	18,900,000																					MINALOC, MINICT, RISA
		4.3	Establish and Implement mechanisms to create and accelerate availability of service access points.	30,240,000																					MINALOC, MINICT, RISA
		4.4	Equip citizens with digital skills and tools to bridge digital divides and enhance inclusive access to local government services.	15,120,000																					MINALOC, MINICT, RISA
		4.5	Support development and operationalisation of an automated LG results-based, outcome-focused monitoring and evaluation system.	31,500,000																					MINALOC, MINICT, RISA
		4.6	Develop and strengthen systems and mechanisms that promote production and use of data to drive evidence-based decision-making in planning, budgeting, implementation, monitoring and evaluation.	25,200,000																					MINALOC, MINECOFIN, LODA, NISR
		4.7	Support development and operationalisation of an automated LG results-based, outcome-focused monitoring and evaluation system.	31,500,000																					MINALOC, MINECOFIN, LODA, NISR
			Sub-Total	132 300 000																					
	SSP Priority 5: Strengthen mechanisms for reliable Local Government financing and	5.1	Support all districts to develop and operationalise OSR strategies.	43,200,000																					MINALOC, MINECOFIN, RRA
		5.2	Organize stakeholders' engagement to jointly resolve centralised PFM issues	2,880,000																					MINECOFIN, MINALOC, RRA, LODA

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
	efficient financial management, including Own Source Revenue (OSR) diversification.	5.3	Roll out Computer Assessment Mass Appraisal model for property tax valuation to all secondary and satellite cities.	3,150,000																					MINALOC, MINECOFIN, RRA
		5.4	Develop framework and capacity for local government PPPs and borrowing mechanisms	1,890,000																					MINALOC, MINECOFIN, LODA
		5.5	Support implementation of initiatives that enhance intergovernmental fiscal transfer mechanisms to increase districts' discretionary spending.	1,470,000																					MINALOC, MINECOFIN
		5.6	Strengthen Public Financial Management systems and capacities at Districts and non-budget entities to prudently manage public resources.	4,050,000																					MINALOC, MINECOFIN
		5.7	Support development and operationalisation of a framework for gradually upgrading potential non-budget entities to budget entities.	5,250,000																					MINALOC, MINECOFIN
		5.8	Upgrade and scale-up knowledge and skills of local government personnel in strategic public financial management functions, public investments and resources mobilisation.	5,250,000																					
			Sub-Total	67 140 000																					
Outcome 3: Citizens empowered to effectively participate in governance and socio-economic development processes.	SSP Priority 6: Enhance effectiveness of existing citizen participation spaces and mechanisms to strengthen transparency	6.1																							MINALOC, MINECOFIN
		6.2	Strengthen Public Financial Management systems and capacities at Districts and non-budget entities.	2,160,000																					MINALOC, MINECOFIN
		6.3	Organize stakeholders' engagement to jointly resolve PFM issues	2,880,000																					MINALOC, MINECOFIN

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
	and accountability.	6.1	Map, review and evaluate existing citizens' participation spaces, platforms and mechanisms, and restructure them to become more effective with clear performance benchmarks.	59,010																					MINALOC, RGB, RCSP
		6.2	Review, update and adapt existing home-grown solutions and citizen participation tools (including Citizen Report Cards and Community Score Cards) to enhance their effectiveness,	12,342,000																					MINALOC, RGB, RCSP
		6.3	Enhance LG capacity to integrate adapted and certified home-grown solutions in addressing governance and socio-economic development challenges.	25,200,000																					
		6.4	Develop and disseminate tools on " <i>the concept of civic engagement</i> " and citizen participation guidelines including a shared definition of citizen participation.	15,120,000																					MINALOC, RGB, MINUBUMWE
		6.5	Strengthen Unity and Resilience forums to promote Rwandan Identity (<i>Ndi Umunyarwanda</i>) and National Unity	1,787,786																					MINALOC, MINUBUMWE, RGB
		6.6	Develop and implement a comprehensive national civic education program integrating national values, unity and social cohesion, personal leadership and community development	2,700,000																					
		6.7	Upgrade and develop citizen complaint management systems, and coordinate the operationalization of citizen complaint handling mechanisms	50,000																					

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
		6.8	Enhance the existing feedback mechanisms for effective citizen participation	43,200																					MINALOC, RGB, LODA
		6.9	Conduct regular research and publications on Governance innovations and Service Delivery in different sectors	65,000																					MINALOC, MINUBUMWE, RGB
		6.10	Establish appropriate frameworks for decentralised bottom up and inclusive local planning.	34,560,000																					MINALOC, MINUBUMWE, RGB
		6.11	Assess and regularly monitor the performance of Local Government Councils (at City of Kigali, district, and lower levels) as structures for citizens' representation	47,000																					MINALOC, LODA, RGB
		6.12	Review, restructure and strengthen the existing women, Youth & PWDs empowerment initiatives	57,600,000																					MINALOC, RGB
		6.13	Review, restructure and strengthen the existing women empowerment initiatives	165,000																					MINALOC, RGB, MIGEPROF
		6.14	Facilitate LG institutions to integrate the principles of the decentralization policy into their interventions and engagement with citizens.	30,960,000																					MINALOC
		6.15	Put in place mechanisms to enhance collaboration and partnership with non-state institutions in areas of civic education focusing on issues of accountability, citizens' participation, and local development.	31,500,000																					MINALOC, RGB, RCSP
		6.16	Enhance LG efficacy in promoting citizen consultation and feedback by investing in capacity building initiatives and	32,400,000																					MINALOC, RGB, RCSP

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
			securing resources for utilization of appropriate CP tools and mechanisms.																						
			Sub-Total	244 598 996																					
	SSP Priority 7: Strengthen collaboration and coordination between government and civil society to strengthen accountability and enhance delivery of quality services for socio-economic transformation.	7.1	Map and review CSOs comparative advantages and facilitate alignment of their resources and capacities to foster more strategic and sustained collaborations aligned with district priorities.	15,120,000																					MINALOC, RGB, RCSP
		7.2	Institutionalise regular multi-stakeholder and cross-sectoral dialogue convening government, civil society, private sector, and development partners to strengthen coherence, coordination and build trust for enhanced participatory governance practices.	55,040																					MINALOC, RGB
		7.3	Strengthen JADF to enhance stakeholder coordination and active participation of Public, CSOs, FBOs and private sector in local development planning, budgeting and implementation processes	25,000																					MINALOC, RGB, RCSP, RPSF
		7.4	Facilitate non-state institutions to integrate the principles of the decentralisation policy into their interventions and engagement with citizens	6,300,000																					MINALOC, RGB, RCSP
			Sub-Total	21 500 040																					
	SSP Priority 8: Develop and sustain an enabling environment for a vibrant media	8.1	Amend media-related laws and regulatory guidelines considering advances in digital technology, and emerging media.	225,000																					MINALOC, MINIJUST, RGB, RURA, RMC
		8.2	Establish emerging media monitoring frameworks.	540,000																					MINALOC, RGB, RURA, RMC

SSP/DDS outcome	Priority Area		Priority high impact Interventions (What specific intervention can help in addressing this priority area?)	Allocated Budget (Rwf'000)	2024/25				2025/26				2026/27				2027/28				2028/29				Responsible institution
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
	to effectively contribute to transparency and accountability for national transformation	8.3	Consolidate and enhance government media oversight under a coherent mechanism.	1,080,000																					MINALOC, RGB, RURA, RMC
		8.4	Develop and operationalise a professional development mechanism for media practitioners and strengthen the accreditation system.	432,000																					MINALOC, RGB, RURA, RMC
		8.5	Develop and Implement policies and incentives to enhance the financial viability of the media sector.	1,680,000																					MINALOC, RGB, RBA, RURA, RDB, RMC
		8.6	Establish an African Media and Design Centre (Media Park), which would serve as a broad-ranging economic zone for the production of media content while supporting research and innovation around media and digital literacy.	20,000,000																					MINALOC, RGB, RBA, RURA, RDB, RMC
		8.7	Capacity building support for media practitioners and local government to enhance citizens' access to information.	45,000																					MINALOC, RGB, RBA, RURA, RDB, RMC
			Sub-Total-8	24,002,000																					
			Total Cost	1 166 602 116																					

ANNEX 4: CROSSCUTTING AREAS MAINSTREAMING MATRIX

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline e (year)	Annual Targets					Responsibl e Sector	Data Source s
		NST1 Achievements	NST1 Gaps/ Challenges					24/ 25	25/ 26	26/ 27	27/ 28	28/ 29		
Economic	Gender & Family promotion	Increased percentage of women owned businesses from 27% in 2017 to 34% in 2022 as a result of gender-responsive LED investments	Unemployment rates among female workers increased from 19% in 2017 to 24% in 2022 (MINICOM, 2023). Women are constrained to access economic assets to use as collateral as a result of which they face financing constraints and continue to operate at small scale levels.	Financial inclusion strategies, including Women in business support funds, provide opportunity or tailored financing products and mentorship support.	Ensure that all LED investments integrate innovative measures to address barriers women and men face in accessing and utilising economic opportunities. These include access to finance, enhanced financial literacy and productive skills, as well as ability to manage balance domestic responsibilities with income generating activities.	Percentage of women and girls empowered with entrepreneurship and employable skills								
			Inadequate knowledge skills and confidence to compete for jobs and/ or start own businesses	Skills development programs targeting women and girls; and Employment Bureaux set up in various districts	Support training and on-going mentorship of women and girls in competitive skills and enterprise development to enhance their employability and set up of own business	Increased proportion of jobs held by women Number of measures implemented to support women-owned businesses to access public tenders.								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
	ENR & CC	Enhanced adoption of sustainable land & water management approaches- 4,304.05 Ha of land in critical catchments were protected from erosion (MOI, 2023), resulting in increased land productivity and reduced exposure to run-off.	Reluctance of households to adopt SLM & water harvesting technologies, due to small land holdings and lack of financing.	Increased roll-out of green development strategies offer opportunities and incentives to increase access to and adoption of technologies and practices for SLM and water management to increase climate resilience	Ensure that all households implement activities to sustainably protect land and increase water security through integrated land management and water harvesting and use.	Percentage of households that are harvesting water (from rooftop and/or run-off).								
		Environmental sustainability and climate resilient strategies were integrated into governance and development processes.	Integrating environment and climate resilience issues into project designs often requires a lot of expertise and additional costs. Many investments continue to be designed with limited integration of environment and climate change issues.	Green growth and low carbon development policy and strategies have created opportunities for green funding	Ensure that all LED investment projects conduct Environment and Social Impact Assessment (ESIA) and actively monitor their Environmental management plans (EMPs); sensitise and train project developers and LG entities on techniques and approaches for CENR integration and monitoring.	Percentage compliance of LED projects on ESIAs/EMPs implementation								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/ Challenges					24/25	25/26	26/27	27/28	28/29		
	Disaster management	Increased prevention and response to disasters, through appropriate policies, stronger institutional structures, early warning systems and community preparedness.	Increasing climate change induced disaster risks, are overwhelming to communities and local disaster management structures, and exposing economic infrastructure and livelihoods. Inadequate infrastructure maintenance exposes them to high disaster risk.	MINEMA has developed an action plan to mobilise resources and support operationalisation and strengthening of all disaster management structures (MINEMA, 2024).	Support allocation of more resources to infrastructure maintenance to reduce susceptibility to breakdowns; Enhance community prepared mechanisms through regular collection and dissemination of early warning messages and train communities on disaster prevention.	Percentage of damaged economic infrastructure and productive assets rehabilitated	60%							
			Inadequate knowledge skills and confidence to compete for jobs and/or start own businesses	Skills development programs targeting women and girls; and Employment Bureaux set up in various districts	Support training and on-going mentorship of women and girls in competitive skills and enterprise development to enhance their employability and set up of own business	Increased proportion of jobs held by women								
	Disability and Social Inclusion	Increased proportion of Persons with disability that are economically active.	Unemployment rate among PWDs increased from 19% in 2017 to 21% in 2022 (MINICOM, 2024). Inadequate availability of productive skills and limited access to information on economic and livelihood opportunities. Many PWDs also lack access to collateral required to access loans.	Disability inclusive economic programs for skills development, access to start-up capital and business advisory services increasingly available in all districts.	Sensitise employers and provide incentives to encourage them to make necessary changes to accommodate Persons with Disabilities at their workplace;	Number of employers recognized for contribution to disability inclusive job opportunities.								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
	Capacity Development	An online portal (Kora portal) was established as a labour supply and demand platform, with more than 17,773 job seekers and 211 employers registered in 2022/23 alone (RDB, 2023).	Unemployment is still a challenge especially among youth, women and disabilities, hence fewer opportunities to earn a living.	Strategic capacity building programs provide opportunities for gap-filling skill needs. Grant and affordable loan Programs (e.g, BDF) provide funding opportunities for business start-ups and job creation	Identify priority skills areas for effective inclusive LED implementation and support training and skills development programs for youth and women to enhance employability and business development.	No. of BDAs and DBU staff trained and certified in relevant professions.								
	Technology, Digitization, and Innovation	Enhanced financial inclusion partly attributed to increased access to and use of electronic payment platforms (e-wallet, etc)	There are still challenges of inadequate infrastructure, low digital literacy and access to digital support equipment e.g. smart phones.	The Government ICT policy and strategy provide opportunity to expand digital services and increase access to affordable digital facilities.	Expand on-line employment information systems and support digital literacy training to enhance ICT skills and facilitate e-commerce.	Percentage of start-up Entrepreneurs who received funding with support from BDAs Percentage of job seekers accessing employment information online.							MINALOC/ RGB	Irembo
	Regional integration	Enhanced economic integration through establishment and operationalisation of cross-border markets.	Inadequate awareness of regional trade, jobs and other economic opportunities	On-going interventions to remove trade barriers and progressive legislation to deepen regional integration.	Sensitize the informal cross-border traders (targeting youth and women) to explore and maximize regional integration (EAC & COMESA) benefits & employment	Number of sensitization campaigns conducted in each border district								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
Social	Gender & Family promotion	Men and women have been empowered to foster family stability to create safe spaces for raising children and peaceful communities. Home-grown initiatives notably <i>Umugoroba w'Imiryango</i> , etc., have been reinforced to facilitate peaceful resolution of individual, family and community conflicts.	There remain incidences of family conflicts which perpetuate domestic violence and threaten family cohesion. Women and children disproportionately bear the most burden. Key drivers include poverty, alcohol abuse and inappropriate socio-cultural beliefs.	A new progressive policy on gender and family promotion priorities family cohesion as a strong pillar of community development (MGEPROF, 2024). .	Strengthen capacity of community institutions (<i>Inshuti z'Umuryango</i> , <i>Umugoroba w'Imiryango</i> , etc) to resolve domestic conflicts and foster cohesion through home-grown initiatives.	Number of people trained and equipped in the prevention of family conflicts throughout home-grown initiatives (e.g. <i>Umugoroba w'Imiryango</i>)								
		Women and girls; empowerment investments have	Inadequate knowledge skills and confidence to compete for jobs and/or start own businesses	Skills development programs targeting women and girls; and Employment Bureaux set up in various districts	Support training and on-going mentorship of women and girls in competitive skills and enterprise development to enhance their employability and set up of own business	Increased proportion of jobs held by women Number of family conflicts reported and resolved through community institutions.								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
		contributed to their increased participation and share of labour force from 44.8% in 2018 to 46.9% in 2023 (NISR, 2023; NISR, 2018).	Women continue to be burdened by unpaid care work and other domestic responsibilities that disproportionately affect their skilling, job and ability to participate in productive activities. Unemployment rate among females continues to be higher compared to men (20.3% for female, compared to 14.5% for men; NIST, 2024).	Favourable sectoral and gender-specific policies and strategies e.g. establishing ECDs, unpaid domestic work, etc.	Establish Early Childhood Development (ECD) centres breastfeeding rooms in public and workplaces to facilitate working mothers	Number of villages with at least one operational ECD centre								
	ENR & CC	Citizens have been mobilised and supported to acquire clean energy technologies through multiple interventions including biogas technologies, clean energy technologies and subsidies to clean cooking fuels (e.g. LPG). A total of 1,300,000 improved cook stoves were distributed (MININFRA to households, 2023a).	High dependency on fuelwood for cooking (76.1% of HHs; RGB, 2023) is a challenge for human health and environment due to indoor pollution that affects mostly women. High cost of clean energy (e.g. LPG & biogas) and inadequate availability of energy efficient cook stoves threatens energy security and environmental sustainability.	The Green growth and low carbon growth strategy and the National Biomass energy policy provide opportunities for clean energy transition, to protect the environment, reduce indoor pollution and improve health.	Mobilise citizens and support initiatives to scale-up access to improved cook stoves, alternative cooking technologies and improved, cleaner cooking fuels.	%of households using improved cook stoves % of households using fuelwood								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
	Disaster management	Disaster prevention measures and responses have been implemented, including resettlement of populations in high-risk areas. Cumulatively, 17,595 households were relocated from high-risk zones by end of 2022/23, from 3,048 households in 2017 (MININFRA, 2023)	Local Governments have limited budgets to facilitate functioning of disaster management committees and to appropriately respond to large scale disasters.	MINEMA has developed an action plan to mobilise resources and support operationalisation and strengthening of all disaster management structures (MINEMA, 2024).	Build technical and institutional capacity of disaster committees at district, sector, cell and village levels to predict, respond to and report disasters to enhance preventive mechanisms and enhance resilience of communities and citizens to disasters,	Level (%) of community risk resilience across the Country disaggregated by district Percentage of disaster damaged social infrastructure (Education, health & recreation facilities) rehabilitated or functionality restored disaggregated by district								
	HIV/AIDS, Non-communicable diseases & Nutrition	Prevalence of stunting declined from 38% in 2017 to 33% in 2023 as a result of multi-sectoral collaboration covering social mobilisation and sensitisation and close follow-up to increase access to nutritious foods, clean water, and enhanced hygiene & sanitation practices, as mind-set change among target group (MoH, 2023).	Inadequate resources and high incidences of multi-dimensional poverty have slowed down progress. Achievement fell below the 2024 target of 19%,	Multistakeholder platforms established at national and decentralised levels provide opportunities to coordinate malnutrition reduction interventions.	Institutionalization of the child score card to track the convergence and effectiveness of child cantered interventions.	Prevalence of Chronic malnutrition (Stunting) among children under-five years								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
	Disability and Social Inclusion	Policy, institutional and cultural environment has improved to reduce physical and psycho-social barriers for PWDs to access social and economic opportunities.	Attitudes of many employers and public towards PWDs discourages them. In addition, the cost of providing special equipment and amenities for PWDs is high, making it difficult to improve their workplace and social environment.	GoR has developed a supportive policy for disability inclusion including training and skills development to enhance their productivity and competitiveness.	Sensitise and mobilise public and private employers, and proprietors of social amenities to provide necessary adaptive equipment, facilities and work environment suitable for Persons with Disabilities.	Percentage of workplaces and socialisation premises recognized as champions for disability inclusion (disability mainstreaming champions);								
	Technology, Digitization, and Innovation	Digital diffusion and satisfaction with ICT-based service delivery: 91.7% of citizens expressed satisfaction with Irembo services.	High cost of internet services and access to smart digital tools may constrain universal socialisation online.	Expansion of digital coverage and social investments to increase access to digital equipment provides opportunities to engage citizens online.	Support use of digital platforms as a social mobilisation and monitoring tool to effectively implement multi-sectoral interventions to reduce poverty and social vulnerability.	Percentage of social mobilisation & community-based activities undertaken online								
	Regional integration	Increased awareness of rights, opportunities and benefits of regional integration as reflected in increased proportion of people travelling outside the country.	Inadequate access to information on regional integration issues including laws and regulations on cross-border movement and safety still a challenge.	There are opportunities for formal regional integration activities through Rwanda Cooperation Initiative (RCI);	Disseminate information on social, educational, jobs, trade and investment & trade opportunities within the regional framework (EAC, COMESA< etc.); sensitise citizens on immigration laws and security	No. of regional exchange visits and social events organised for schools, youth groups, professional associations and business entities within EAC/COMESA	TBD	36	36	36	36	36	MINAFFET/Districts	Sector reports

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
Governance	Gender & Family promotion	Women's participation in leadership and governance positions have increased significantly, the number of managerial positions held by women increased from 34.1% in 2018 to 39.6% in 2023 (NISR, 2023). Women also hold 14.5% of Mayoral positions, 77% of Vice Mayor-Social Affairs and 46% of District Council seats.	Women's participation in leadership and managerial positions remains below the 50% target corresponding to the demographics and gender equality targets. Women's ability to progress to higher positions is undermined by many factors including attitudes and confidence issues.	The Gender budget statements (GBS) provides a structured framework and tools for gender accountability and supporting women's empowerment to realise gender equality targets in all dimensions.	Integrate Gender equality into existing accountability mechanisms, such as Imihigo, data management to ensure gender responsiveness in planning and budgeting processes at different levels.	Number of women & girls that hold managerial decision-making positions	39.6%							

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
		Local Government and community capacity has been developed to effectively implement gender and family promotion interventions. At least 677 Local Government staff (Executive secretaries of Sectors, Civil Registrars, Gender and Family Promotion officers, Directors of Good governance) were trained at district and provincial level in gender and family cohesion tools such as Twubake Urugo Rwiza (MIGEPROF, 2022).	Capacity challenges remain in empowering communities to sustain gender and family promotion mobilisation. These include inadequate resources and persistent socio-cultural attitudes and socioeconomic threats such as poverty and substance abuse.	New gender and family promotion policy 2024 puts emphasis on community capacity and home-grown solutions. A range of women and girls' empowerment programs provide opportunity to strengthen Local Government and community capacity.	Promote gender transformative leadership and political education (preparation, capacity building, and accompaniment and mentorship programs) that challenge traditional norms and empower women and girls to take on leadership roles at all levels and across all sectors.	Number of women & Girls trained on transformative leadership programs.								
	Environment & Climate change	Citizens were mobilised to move from high zones to planned settlements. The proportion of households in organised settlements increased to 65.4% in 2023 (RGB, 2023)	High cost of investment is slowing down establishment of Model villages. In addition, many citizens are reluctant to move from high-risk areas due to mindset, livelihood disruptions and other perceptions.	Emerging green housing finance opportunities e.g. Ireme provides opportunities for incentivising housing access in IDPs.	Support citizens' mobilisation, sensitisation and community engagement to relocate from high-risk zones to green, planned settlements' Support them to adapt through livelihood start-up interventions.	Number of households relocated from high-risk zones to green model villages								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
	Disaster management	Disaster management has been mainstreamed in governance and decentralised planning, and institutionalised by establishing disaster management committees at district, sector and lower levels. These structures have assisted in operationalising early warning systems, mobilising citizens and mobilising citizens with appropriate timely disaster response measures.	Local Governments have limited budgets to facilitate functioning of disaster management committees and to appropriately respond to large scale disasters	The GoR (MINEMA) has developed an action plan to mobilise resources and support operationalisation and strengthening of all disaster management structures.	Build technical and institutional capacity of disaster committees at district, sector, cell and village levels to predict, respond to and report disasters to enhance preventive mechanisms and enhance resilience of communities and citizens to disasters. Strengthen institutional capacity of decentralised entities in disaster management by operationalising DIDIMACs & SEDIMACs Operationalization of Districts Emergency Command Centre/ Posts and intervention teams to be readily standby Mainstream disaster risk reduction and management (DRRM) into sector plans and budgets	Percentage of DIDIMACs & SEDIMACs that have set aside a budget Number of DDIMACs & SEDIMACs that hold meetings and submit quarterly reports Number of Emergency Command Centres / Posts operationalized disaggregated by district. Percentage of sector & district budget set aside for DRRM.								
	Disability and Social Inclusion	Considerable investments have been made in enhancing disability inclusive service delivery by creating spaces for PWDs in most public spaces and workplaces.	There are still challenges in providing appropriate equipment and facilities in all public workplaces and service delivery centres due to inadequate funding.	Increased prioritisation of disability inclusion issues in development plans is an opportunity to restructure public spaces to enhance	Support Local Government authorities to develop special disability support equipment and promote frontline service providers in customer care and sign language to enhance service delivery for PWDs	Number of Local Government staff (at district, sector and cell level) trained in Sign Language								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
				special facilities for PWDs.										
	Capacity development	Innovative capacity building interventions have been implementing, resulting in improved service delivery. More than 1,000 newly elected LG councillors were inducted and equipped with information and knowledge tools to effectively execute their work. In partnership with UN Women and RALGA, more than 500 women graduates successfully completed internships in Local Governments.	There are gaps in numbers and skills due to high staff turnover and inadequate skilling and tools.	Availability of professional training opportunities under Priority Skills for Growth (PSG) and other Strategic Skills Development initiatives.	Leverage strategic skills development across sectoral domains to enhance professionalisation. Primary focus on PFM, data science and analytics, Engineering and Environment, Counselling & Counselling, social work and Psycho-social support.	Percentage of Local Government staff that have been trained and certified in professional areas (e.g. CPA, ACCA, etc)								
	Technology, Digitization, and Innovation	Digital services delivery was scaled up through a combination of expanded infrastructure, awareness raising, digital skills training and provision of digital equipment to vulnerable community members. Digital platforms were also	Inadequate ICT equipment and infrastructure coverage, as well as low digital literacy constrain full scale digitalisation of services to citizens.	GoR digital policy of expanding digital infrastructure and scale-up service delivery through digital platforms. Initiatives to scale-up access to digital tools by all citizens is an opportunity to increase coverage of digital services.	Establish online platforms and use them for real time monitoring, interactive engagement with and prompt provision of feedback to citizens. Strengthen capacity of LGs and G&D sector stakeholders to use digital data collection tools & MIS to	Number of people that submit their issues, requests, inquiries & complaints and receive feedback through online systems Percentage of districts that are								

Pillar	CCA Name	Current situation analysis based on evidence		Emerging Opportunities	Priority intervention	KPI	Baseline (year)	Annual Targets					Responsible Sector	Data Sources
		NST1 Achievements	NST1 Gaps/Challenges					24/25	25/26	26/27	27/28	28/29		
		used to conduct essential meetings.			undertake data analytics to inform policy and service delivery decision-making.	timely and informed by large data analytics.								
	Regional integration	Rwanda hosted several regional delegations (including Association of Somali Mayors) as well as Common Wealth Local Government Forum to show-case its progressive decentralisation process and expose Rwandan citizens to regional experiences.	Inadequate resources to sensitise citizens, facilitate regional exchange visits and organise regional and international events.	GoR policy to position Rwanda as an influential international actor through active participation in regional integration and international Cooperation, is entrenched in Vision 2050	Encourage and support Local Government Authorities to actively participate in regional economic communities through existing structures such as RALGA, EALA, etc.	Number of sensitization campaigns conducted per district								

ANNEX 5: COSTING AND FINANCING MATRIX

The Investment cost estimates are based on the broad priorities identified and the anticipated resource envelope as guided by MINECOFIN during the September retreat and was updated with inputs from the NST-2 costing team constituted by MINALOC.

SSP Outcome	SN	Priority Intervention	COST ESTIMATES (RWF' 000)					
			Total	2024-25	2025-26	2026-27	2027-28	2028-29
1: Resilient, inclusive local economies are developed and sustained	1.1	Develop and/or update existing local economic potentiality maps, investment profiles and LED strategies for all 27 districts and the City of Kigali (CoK).	1 540 000	420 000	1 120 000	-	-	-
	1.2	Support all 27 districts and CoK to operationalise the new and/or updated comprehensive LED strategies based on local potentialities.	219 996 000	-	-	65 998 800	65 998 800	87 998 400
	1.3	Review and restructure the Integrated Development Program (IDP) to effectively contribute to the welfare of citizens	200 000	-	100 000	100 000	-	-
	1.4	Support districts to mobilise and facilitate the private sector to drive green and gender-transformative LED initiatives within districts.	4 160 000	832 000	832 000	832 000	832 000	832 000
	1.5	Support implementation of innovative green investments in LED to accelerate graduation out of poverty	150 000 000	30 000 000	30 000 000	30 000 000	30 000 000	30 000 000
	1.6	Build and strengthen the capacity of local economic institutions (cooperatives, SACCOs etc) to add value to local economic output.	4 160 000	832 000	832 000	832 000	832 000	832 000
	1.7	Strengthen Bilateral, Regional and Multilateral Cooperation to enhance Rwanda's socio-economic transformation;	77 616 000	15 523 200	15 523 200	15 523 200	15 523 200	15 523 200
	1.8	Scale up mobilisation and engagement of Rwandan Community Abroad (RCA) to participate in National development efforts.	3 250 080	650 016	650 016	650 016	650 016	650 016
		Sub-Total-1	460 922 080	48 257 216	49 057 216	113 936 016	113 836 016	135 835 616
2. Quality and inclusive local government services are delivered and sustained	2.1	Establish a comprehensive multi-sectoral coordination framework involving key stakeholders from government, development partners, civil society, private sector, and community representatives.	1 000 000	200 000	200 000	200 000	200 000	200 000
	2.2	Develop operational guidelines and protocols to streamline communication, collaboration, and resource allocation across social and economic sectors to facilitate accelerated poverty reduction and enhance inclusive economic development.	2 880 000	576 000	576 000	576 000	576 000	576 000
	2.3	Design and operationalise mechanisms for regular assessment and feedback loops that ensure alignment between central government-initiated programmes and poverty graduation goals.	7 560 000	1 512 000	1 512 000	1 512 000	1 512 000	1 512 000
	2.4	Support capacity-building initiatives to equip key stakeholders with requisite skills for effective collaboration, communication, and coordination.	32 400 000	6 480 000	6 480 000	6 480 000	6 480 000	6 480 000
	2.5	Develop profiles for all localised home-grown solutions and articulate user-friendly guidelines for mainstreaming them into socio-economic development initiatives.	7 500 000	1 500 000	1 500 000	1 500 000	1 500 000	1 500 000

SSP Outcome	SN	Priority Intervention	COST ESTIMATES (RWF' 000)					
			Total	2024-25	2025-26	2026-27	2027-28	2028-29
	2.6	Review and restructure Umuganda to maximise its contribution to the national development.	11 340 000	2 268 000	2 268 000	2 268 000	2 268 000	2 268 000
	2.7	Document, disseminate and scale up local innovations and voluntary initiatives for socio-economic transformation.	60 000 000	12 000 000	12 000 000	12 000 000	12 000 000	12 000 000
		Sub-Total-2	122 680 000	24 536 000	24 536 000	24 536 000	24 536 000	24 536 000
	3.1	Functional review of local government organisational structure and human resource development framework to identify gaps and align terms of service, working conditions and incentives.	63 315 000	3 165 750	15 828 750	15 828 750	15 828 750	12 663 000
	3.2	Reinforce community policing, DASSO operations and Irondo patrol	504 000	100 800	100 800	100 800	100 800	100 800
	3.3	Review the strategic framework for LG capacity building and establish a reliable LG Capacity Development Fund to ensure availability and efficient utilisation of LG capacity building resources.	2 100 000	420 000	420 000	420 000	420 000	420 000
	3.4	Review the policy, legal and institutional environment in which LG entities operate to address critical gaps in decentralised governance and service delivery.	2 520 000	504000	504000	504000	504000	504000
	3.5	Strengthen the capacity of local government to improve talent attraction, management, utilisation, and retention.	2 520 000	504 000	504 000	504 000	504 000	504 000
	3.6	Support the establishment and operationalisation of the Local Governance Institute in a Tripartite Collaborative Framework for Continuous Professional Development (CPD).	10 000 000	2 000 000	2 000 000	2 000 000	2 000 000	2 000 000
	3.7	Support local government entities with the minimum enabling environment and infrastructure such as office space, furniture, ICT equipment and internet connectivity.	12 500 000	1 250 000	5 000 000	6 250 000	0	0
		Sub-Total-3	93 459 000	7 944 550	24 357 550	25 607 550	19 357 550	16 191 800
	4.1	Identify and assess additional decentralised services to be digitalised.	1 080 000	216 000	216 000	216 000	216 000	216 000
	4.2	Develop and implement a roadmap for Local Government services to be fully digitised	18 900 000	3 780 000	3 780 000	3 780 000	3 780 000	3 780 000
	4.3	Establish and Implement mechanisms to create and accelerate availability of service access points.	40 500 000	8 100 000	8 100 000	8 100 000	8 100 000	8 100 000
	4.4	Equip citizens with digital skills and tools to bridge digital divides and enhance inclusive access to local government services.	15 120 000	3 024 000	3 024 000	3 024 000	3 024 000	3 024 000
	4.5	Support development and operationalisation of an automated LG results-based, outcome-focused monitoring and evaluation system.	31 500 000	6 300 000	6 300 000	6 300 000	6 300 000	6 300 000
	4.6	Develop and strengthen systems and mechanisms that promote production and use of data to drive evidence-based decision-making in planning, budgeting, implementation, monitoring and evaluation.	25 200 000	5 040 000	5 040 000	5 040 000	5 040 000	5 040 000
		Sub-Total-4	132 300 000	26 460 000	26 460 000	26 460 000	26 460 000	26 460 000
	5.1	Support all districts to develop and operationalise OSR strategies.	43 200 000	8 640 000	8 640 000	8 640 000	8 640 000	8 640 000

SSP Outcome	SN	Priority Intervention	COST ESTIMATES (RWF' 000)					
			Total	2024-25	2025-26	2026-27	2027-28	2028-29
	5.2	Organize stakeholders engagement to jointly resolve centralised PFM issues	2 880 000	576000	576000	576000	576000	576000
	5.3	Roll out Computer Assessment Mass Appraisal model for property tax valuation to all secondary and satellite cities.	3 150 000	630 000	630 000	630 000	630 000	630 000
	5.3	Develop framework and capacity for local government PPPs and borrowing mechanisms	1 890 000	378 000	378 000	378 000	378 000	378 000
	5.4	Support implementation of initiatives that enhance intergovernmental fiscal transfer mechanisms to increase districts' discretionary spending.	1 470 000	294 000	294 000	294 000	294 000	294 000
	5.5	Strengthen Public Financial Management systems and capacities at Districts and non-budget entities to prudently manage public resources.	4 050 000	810 000	810 000	810 000	810 000	810 000
	5.6	Support development and operationalisation of a framework for gradually upgrading potential non-budget entities to budget entities.	5 250 000	1 050 000	1 050 000	1 050 000	1 050 000	1 050 000
	5.7	Upgrade and scale-up knowledge and skills of local government personnel in strategic public financial management functions, public investments and resources mobilisation.	5 250 000	1 050 000	1 050 000	1 050 000	1 050 000	1 050 000
		Sub-Total-5	67 140 000	13 428 000	13 428 000	13 428 000	13 428 000	13 428 000
3: Citizens empowered to effectively participate in governance and socio-economic development processes.	6.1	Map, review and evaluate existing citizens' participation spaces, platforms and mechanisms, and restructure them to become more effective with clear performance benchmarks.	59 010	11 802	11 802	11 802	11 802	11 802
	6.2	Review, update and adapt existing home grown solutions and citizen participation tools (including Citizen Report Cards and Community Score Cards) to enhance their effectiveness,	12 342 000	2468400	2468400	2468400	2468400	2468400
	6.3	Enhance LG capacity to integrate adapted and certified home grown solutions in addressing governance and socio-economic development challenges.	25 200 000	5 040 000	5 040 000	5 040 000	5 040 000	5 040 000
	6.4	Develop and disseminate the civic engagement concept and citizen participation guidelines including a shared definition of citizen participation.	15 120 000	3 024 000	3 024 000	3 024 000	3 024 000	3 024 000
	6.5	Strengthen Unity and Resilience Forums to promote Rwandan Identity (<i>Ndi Umunyarwanda</i>) and National Unity	1787786	321801,00	357557,00	357557,00	375435,00	375435,00
	6.6	Develop and implement a comprehensive national civic education Program integrating national values, unity and social cohesion, personal leadership and community development.	2 700 000	540 000	540 000	540 000	540 000	540 000
	6.7	Upgrade and develop citizen complaint management systems, and coordinate the operationalization of citizen complaint handling mechanisms	50 000	10 000	10 000	10 000	10 000	10 000
	6.8	Enhance the existing feedback mechanisms for effective citizen participation	43 200	8 640	8 640	8 640	8 640	8 640
	6.9	Conduct regular research and publications on Governance innovations and Service Delivery in different sectors	65 000	13 000	13 000	13 000	13 000	13 000

SSP Outcome	SN	Priority Intervention	COST ESTIMATES (RWF' 000)					
			Total	2024-25	2025-26	2026-27	2027-28	2028-29
	6.10	Establish appropriate frameworks for decentralised bottom up and inclusive local planning.	34 560 000	6 912 000	6 912 000	6 912 000	6 912 000	6 912 000
	6.11	Assess and regularly monitor the performance of Local Government Councils (at City of Kigali, district, and lower levels) as structures for citizens' representation	47 000	9 400	9 400	9 400	9 400	9 400
	6.12	Review, restructure and strengthen the existing women empowerment initiatives	57 600 000	11 520 000	11 520 000	11 520 000	11 520 000	11 520 000
	6.13	Design and implement a comprehensive framework for mainstreaming sectoral decentralisation policies, processes, systems and structures into national development planning and service delivery framework across all sectoral domains.	165 000	43 500	43 500	26 000	26 000	26 000
	6.14	Facilitate LG institutions to integrate the principles of the decentralisation policy into their interventions and engagement with citizens.	30 960 000	6 192 000	6 192 000	6 192 000	6 192 000	6 192 000
	6.15	Put in place mechanisms to enhance collaboration and partnership with non-state institutions in areas of civic education focusing on issues of accountability, citizens' participation, and local development.	31 500 000	6 300 000	6 300 000	6 300 000	6 300 000	6 300 000
	6.16	Enhance LG efficacy in promoting citizen consultation and feedback by investing in capacity building initiatives and securing resources for utilization of appropriate CP tools and mechanisms.	32 400 000	6 480 000	6 480 000	6 480 000	6 480 000	6 480 000
		Sub-Total-6	244 598 996	48 894 543	48 930 299	48 912 799	48 930 677	48 930 677
	7.1	Map and review CSOs comparative advantages and facilitate alignment of their resources and capacities to foster more strategic and sustained collaborations aligned with district priorities.	15 120 000	3 024 000	3 024 000	3 024 000	3 024 000	3 024 000
	7.2	Institutionalise regular multi-stakeholder and cross-sectoral dialogue convening government, civil society, private sector, and development partners to strengthen coherence, coordination and build trust for enhanced participatory governance practices.	55 040	11 008	11 008	11 008	11 008	11 008
	7.3	Strengthen JADF to enhance stakeholder coordination and active participation of Public, CSOs, FBOs and private sector in local development planning, budgeting and implementation processes	25 000	5 000	5 000	5 000	5 000	5 000
	7.4	Facilitate non-state institutions to integrate the principles of the decentralisation policy into their interventions and engagement with citizens	6 300 000	1 260 000	1 260 000	1 260 000	1 260 000	1 260 000
		Sub-Total-7	21 500 040	4 300 008	4 300 008	4 300 008	4 300 008	4 300 008
	8.1	Amend media-related laws and regulatory guidelines considering advances in digital technology and emerging media.	225 000	45 000	45 000	45 000	45 000	45 000
	8.2	Establish emerging media monitoring frameworks.	540 000	108 000	108 000	108 000	108 000	108 000
	8.3	Consolidate and enhance government media oversight under a coherent mechanism.	1 080 000	216 000	216 000	216 000	216 000	216 000

SSP Outcome	SN	Priority Intervention	COST ESTIMATES (RWF' 000)					
			Total	2024-25	2025-26	2026-27	2027-28	2028-29
	8.4	Develop and operationalise a professional development mechanism for media practitioners and strengthen the accreditation system.	432 000	86 400	86 400	86 400	86 400	86 400
	8.5	Develop and Implement policies and incentives to enhance the financial viability of the media sector.	1 680 000	336 000	336 000	336 000	336 000	336 000
	8.6	Establish an African Media and Design Centre (Media Park), which would serve as a broad-ranging economic zone for the production of media content while supporting research and innovation around media and digital literacy.	20 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000
	8.7	Capacity building support for media practitioners and local government to enhance citizens' access to information.	45 000	9 000	9 000	9 000	9 000	9 000
		Sub-Total-8	24 002 000	4 800 400	4 800 400	4 800 400	4 800 400	4 800 400
		Total Cost	1 166 602 116	178 620 717	195 869 473	261 980 773	255 648 651	274 482 501

ANNEX 6: REFERENCES

Azimut (2022). MSMEs and Access to Finance in Rwanda. Challenges and Way Forward. March 2022.

MINALOC (2023a). Rwanda National Media Policy (Draft Version 3)

MINALOC (2023). Backward Looking Joint Sector Review Report.

MINALOC (2021). National Decentralisation Policy for Rwanda.

MINALOC (2020). National Local Economic Development Policy, 2020. Final Version

MINALOC (2018). Governance and Decentralisation Sector Strategic Plan 2018/19-2023/24.

MINALOC & GIZ/GOPA (2021). Mid-term Evaluation of the Governance and Decentralisation Sector Strategic Plan (G&D SSP) (2018/19 – 2023/24). Prepared by A&G Services Ltd. December 2021.

MINECOFIN (2022). Public Expenditure and Financial Accountability Assessment. Final Report. September 2022

MINECOFIN & GIZ/GOPA (2023). Analysis of the Block Grants to Districts. March 2023.

MINECOFIN (2022). 4th Fiscal and Financial Decentralisation Policy (Revised). (2022 – 2027).

MINEMA (2024). Action Plan to Strengthen Local Financing Mechanisms for Disaster Risk Reduction and Management. May 2024.

MINEMA (2023). Disaster Communication System/MINEMA Assessment. December 31, 2023.

MINICT (2023). ICT & Innovations Backward looking Joint Sector Review Report.

MININFRA (2023). Transport Sector Backward Looking Joint Sector Review Report.

MININFRA (2023a). Urbanisation and Rural Settlements Backward Looking Joint Sector Review.

NISR (2024). Labourforce Survey Annual Report 2023. March 2024.

Governance and Decentralisation Sector – Forward Looking Joint Sector Review, 2023/2024. Meeting Minutes

OAG (2023). Office of the Auditor General of State Finances. Annual Audit Report 2023.

Rwanda Governance Board (RGB), 2023. Rwanda Governance Scorecard, 10th Edition: THE STATE OF GOVERNANCE IN RWANDA.

Rwanda Governance Board (RGB) 2021. Rwanda Media Barometer, 2021.

Rwanda Revenue Authority (RRA) (2023). Tax Statistics in Rwanda. Fiscal Year 2022/23. 6th Edition. December 2023.

Rwanda Demographic and Health Survey (DHS) 2019/20.

Republic of Rwanda (2020). Vision 2050. December 2020.