



Republic of Rwanda

**Ministry of Local
Government**

MINALOC STRATEGIC PLAN

2024-2029

TABLE OF CONTENTS

LIST OF ACRONYMS	1
Executive Summary	1
CHAPTER ONE. INTRODUCTION	3
1.0. Background	3
1.1. Rationale	4
1.2. Alignment with national policy frameworks	5
1.3. Methodology	5
CHAPTER TWO: SITUATIONAL ANALYSIS.....	6
2.1. PESTEL Analysis.....	6
2.2. SWOT Analysis.....	7
2.3. Major achievements from the MINALOC Strategic Plan 2020-2024	8
2.4. Key Challenges.....	9
2.5. Strategic Rationale (2024-2029).....	9
CHAPTER THREE: STRATEGIC ORIENTATION AND FRAMEWORK.....	10
3.1. Vision, Mission, and Core Values	10
3.2. Strategic Objectives.....	11
3.3. Theory of Change	11
3.4. Logical Results Chain.....	14
CHAPTER FOUR: IMPLEMENTATION AND M&E FRAMEWORK	15
4.1. Monitoring and evaluation framework	15
4.2. Implementation framework	15
4.2.1. Stakeholder analysis.....	16
4.2.3. Coordination mechanisms	18
4.2.4. Risk analysis and mitigation measures.....	19
CHAPTER FIVE: COSTING AND FINANCING.....	20
CONCLUSION	21
Annexes	

LIST OF ACRONYMS

1.	BDF	Business Development Fund
2.	CRC	Citizen Report Card
3.	CSO	Civil Society Organizations
4.	DDSs	District Development Strategies
5.	DMIS	Disability Management Information System
6.	DPs	Development Partners
7.	EICV	Integrated Household Living Conditions Survey
8.	ICT	Information and Communication Technology
9.	JADF	Joint Action Development Forum
10.	LG	Local Government
11.	LODA	Local Administrative Entities Development Agency
12.	MINALOC	Ministry of Local Government
13.	MINECOFIN	Ministry of Finance and Economic Planning
14.	M&E	Monitoring and Evaluation
15.	MEL	Monitoring, Evaluation and Learning
16.	NEC	National Electoral Commission
17.	NST2	National Strategy for Transformation 2
18.	NRS	National Rehabilitation Service
19.	NCPD	National Council of Persons with Disabilities
20.	PPPs	Public-Private Partnerships
21.	PSF	Private Sector Federation
22.	RGB	Rwanda Governance Board
23.	RISA	Rwanda Information Society Agency
24.	SR-IS	Social Registry Information System
25.	SSP	Sector Strategic Plan
26.	SWG	Sector Working Group
27.	SWOT	Strengths, Weaknesses, Opportunities, and Threats
28.	FCDO	Foreign, Commonwealth & Development Office
29.	UNDP	United Nations Development Programme
30.	WFP	World Food Programme

Executive Summary

Fiscal and Financial Decentralization

The MINALOC Strategic Plan 2024-2029 provides a comprehensive roadmap for strengthening Rwanda's decentralized governance system, enhancing citizen participation, and accelerating inclusive and resilient local development in alignment with Vision 2050 and the National Strategy for Transformation 2 (NST2). The Plan reinforces MINALOC's mandate as the central coordinating institution for good governance, social protection, and territorial administration.

Building on the 2020-2024 Strategic Plan, which achieved about 85% implementation through the

advancement of decentralisation, expanded social protection programmes, and strengthened digital governance, these gains have improved transparency and citizen engagement. However, gaps remain in deepening sectoral decentralisation, ensuring fiscal sustainability of social protection, improving data quality and interoperability, and strengthening capacity at the local government level. This strategy therefore responds to rising citizen expectations, urbanisation and agglomeration, climate risks, fiscal pressures, and the growing need for coordinated, digital, and people-centered service delivery.

The Strategic Plan is structured around five Strategic Objectives:

- Enhance institutional coordination to improve territorial administration and accountability.
- Strengthen evidence-based planning, monitoring, evaluation, and learning to improve development outcomes.
- Increase and diversify resources to support priority development programs.
- Strengthen human and organizational capacity to deliver effective services.
- Leverage digital platforms to streamline effective service delivery in local governments.

Cross-cutting commitments to inclusion, climate resilience, innovation, and citizen-centered governance underpin the strategy, which is guided by a Theory of Change that links decentralisation, digital

transformation, capacity building, and citizen participation to improved service delivery and accountable governance.

By 2029, the plan seeks to achieve at least 65% of sectoral decentralisation in Rwanda from 44% (20 partially decentralised and 24% fully decentralised), 100% digitalization of local government services, 100% citizen satisfaction, expanded social protection outcomes, and strengthened financial autonomy for local governments. Implementation will rely on coordinated efforts across government and partners, supported by an enhanced Monitoring, Evaluation, and Learning system.

The five-year implementation is estimated at FRW 11,499,980,012, to be financed through government allocations, development partner support, and private sector engagement via Public-Private Partnerships.

2029 Goal	Target
 Sectoral Decentralisation	At least 65%
 Digitalisation of Local Services	100%
 Citizen Satisfaction	100%
 Social Protection Outcomes	Expanded
 Total Implementation Cost (5 years)	11,499,980,012 FRW

Through this Strategic Plan, the Ministry reaffirms its commitment to inclusive, decentralised, and citizen-centered governance that delivers tangible improvements for all Rwandans.

CHAPTER ONE. INTRODUCTION

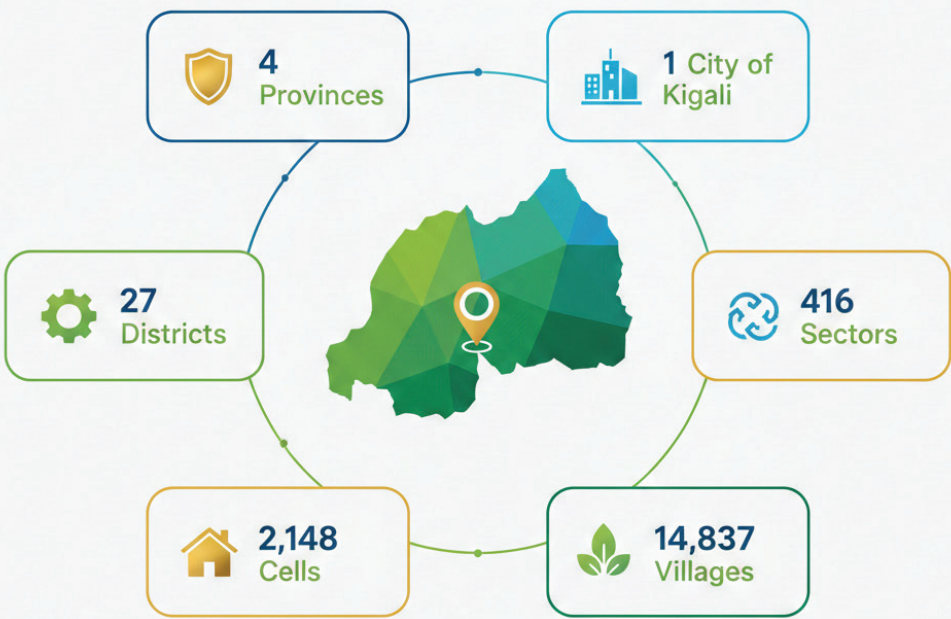
1.0. Background

The Ministry of Local Government (MINALOC) is responsible for promoting good governance, coordinating decentralization, and advancing social protection and citizen participation as key drivers of sustainable national development.

Rwanda’s decentralization journey, initiated in 2000, has achieved significant milestones in establishing functional local governance structures and delivering services closer to citizens. The country now operates through a well-defined administrative hierarchy consisting of 4 provinces, the City of Kigali, 27 districts, 416 sectors, 2,148 cells, and 14,837 villages. However, the comprehensive End-Term Evaluation of the 2020-2024 Strategic Plan, combined with assessments of the Local Government Capacity

Development Strategy and the 25-year review of decentralisation policy implementation, revealed critical gaps and emerging challenges that must be addressed to sustain and accelerate progress.

The 2024-2029 Strategic Plan translates the NST2’s Social Transformation Pillar into practical, results-oriented interventions that combine the Governance and Decentralisation SSP’s emphasis on citizen-centered governance with the Social Protection SSP’s Protect-Promote-Prevent model, relying on local government as the point of contact with the communities. Together, these frameworks underpin an integrated approach to decentralized service delivery, inclusive governance, and community resilience across Rwanda.



1.1. Rationale

Key findings indicate that while institutional frameworks are strong and digital transformation has advanced significantly, only 44% of identified government services have been decentralized to local levels, with 56% remaining under central government control. This limited decentralization constrains local governments' ability to respond effectively to community needs and priorities.

Rwanda's territorial administration system, established in 2006, continues to function well, supporting decentralisation, citizen participation, and improved local services. However, this structure is not able to deliver needed services in fast-growing urban areas and capacity gaps, which include limited own revenue generation capacity that persists at institutional, organizational, and individual levels, particularly at sector and cell levels.

As a result, further reforms, stronger resources, and better adaptation to today's demographic and urbanisation trends are needed to sustain progress.

The EICV7 modeling results show that there was a decrease in poverty rates in all districts. Out of the twelve districts with high poverty rate in 2024, eight had higher poverty rates in 2017. EICV7 finds that 27.4% of the population is living in poverty, and 5.4% of the population is in extreme poverty (May 2024)

While the Local Government Capacity Development (LGCD) Strategy achieved 89.5% implementation and trained 118,855 LG staff and leaders, high staff turnover rates, insufficient retention incentives, and generic rather than role-specific training programs continue to undermine institutional memory and service quality.

Social protection coverage, while expanding, remains insufficient relative to the growing number of eligible beneficiaries, necessitating a shift toward employment creation and economic empowerment rather than purely welfare-based approaches.

The SP-SSP sets out three overarching objectives: Protect, Promote, and Prevent. These goals are geared toward reducing poverty, empowering vulnerable populations, and safeguarding households from socio-economic shocks. Specifically, the plan focuses on protecting those already in poverty, promoting sustainable graduation through income generation opportunities, and preventing at-risk households from falling into poverty due to shocks or lifecycle events.

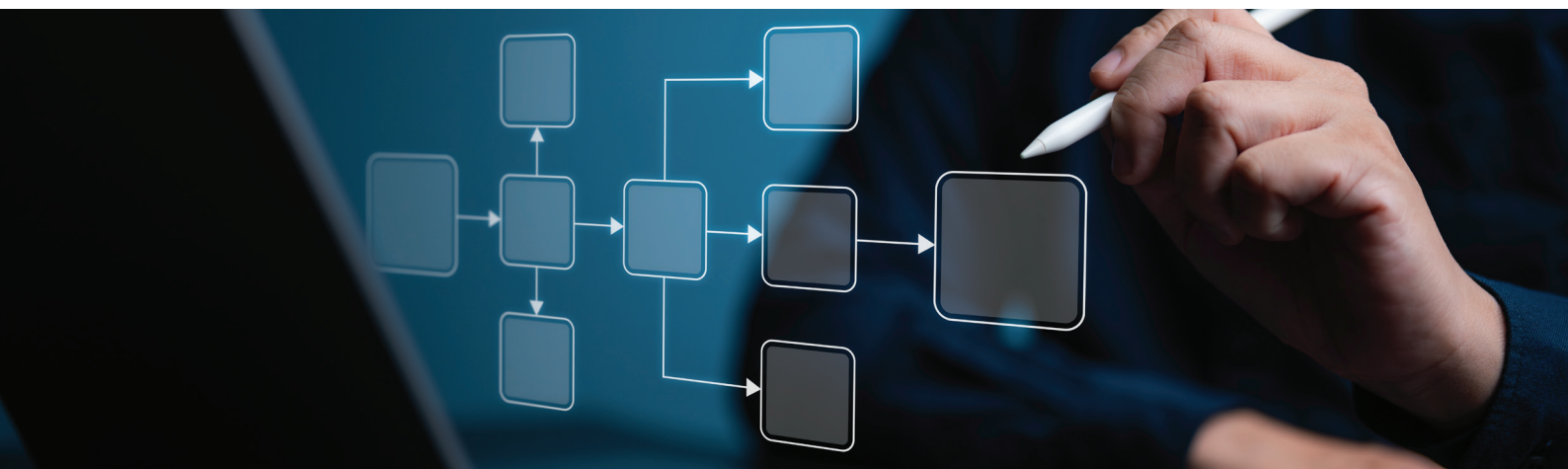
1.2. Alignment with national policy frameworks

Strategic Framework	Alignment
Vision 2050	Pillars: Good Governance and Justice, Human Development, and Competitiveness.
NST2	NST 2 Pillar: Transformational Governance NST 2 Pillar: Social Transformational
Sector Linkages	Governance & Decentralization SSP and Social Protection SSP (2024-2029)
Cross-Cutting Themes	Gender equality, environmental sustainability, disability and inclusion, innovation, and digital Transformation

1.3. Methodology

This Strategic Plan was developed using a mixed-methods approach, combining desk reviews, stakeholder consultations, and evidence from the 2020-2024 End-Term Evaluation. This ensured alignment with national priorities, including Vision 2050, NST2, the Decentralisation Policy (2021), and sector strategies, while integrating governance, social protection, and digital transformation trends. Extensive consultations with government institutions, local authorities, civil society, development partners, and grassroots stakeholders helped identify

challenges, emerging priorities, and implementation bottlenecks. Complementary analysis of administrative data, surveys, Imihigo reports, and performance dashboards informed the Monitoring, Evaluation, and Learning Framework, ensuring results-based, feasible, and coherent strategic priorities. This rigorous, participatory process produced a Strategic Plan that builds on institutional strengths, addresses systemic gaps, and positions MINALOC to deliver inclusive, accountable, and resilient governance from 2024-2029.



CHAPTER TWO: SITUATIONAL ANALYSIS

The Implementation of the MINALOC Strategic Plan 2020-2024 delivered strong results, achieving about 85% of planned outputs. The period strengthened decentralization, governance systems, and modernization of service delivery nationwide. Performance

improvements reflect the Ministry’s effective coordination of territorial administration and governance programs. These achievements provide a solid foundation for shaping the 2024-2029 Strategic Plan.

2.1. PESTEL Analysis

The PESTEL review of the MINALOC 2020-2024 Strategic Plan highlighted key internal and external factors that shaped implementation and informed priorities for the 2024-2029 plan.

Political factors

Rwanda maintains strong political stability and commitment to decentralisation and citizen-centered governance. Governance scorecards show improvements in accountability but highlight coordination gaps at the sector and cell levels. The 2024-2029 period demands stronger oversight, responsiveness, and effective implementation of national priorities.

Economic factors

Rwanda’s economy continues to grow, driven by services, manufacturing, and infrastructure development. Local governments still struggle with limited own-source revenues despite increasing national priorities for local economic development initiatives. The next strategy requires improved fiscal decentralization, financial sustainability, stronger public expenditure monitoring, and a stronger Local Economic Strategy.

Social factors

The 2022 census shows rapid urbanization, a youthful population, and shifting household dynamics, increasing demand for quality social services. Progress was made in social protection and community development under 2020-2024, though gaps persist in social cohesion and support for vulnerable groups. The 2024-2029 strategy must strengthen inclusive participation, resilience, and social welfare systems.

Technological factors

Digitization of public services has advanced under Smart Rwanda, expanding e-governance and digital platforms like Irembo, which has been a major success. However, digital literacy gaps, uneven connectivity, limited ICT infrastructure, and limited data management capacity continue to hinder efficiency. The next strategy presents opportunities to modernize LG systems, enhance ICT infrastructure, and promote data-driven planning and engagement. Alongside this, the digital literacy of LG staff needs to be strengthened.

Environmental factors

Climate risks such as floods, droughts, and erosion continue to affect local development and settlement planning. Disaster hotspot assessments emphasize the need for resilient infrastructure, better land use management, and strong preparedness systems. The new strategy should advance sustainable urbanization, green spaces, community-led protection, and local disaster risk management.

Legal factors

Rwanda's decentralization and service delivery are anchored in strong legal frameworks that continue to evolve. The 2020-2024 review revealed the need for clearer mandates across central and local governments, improved compliance monitoring, and better alignment between local and national planning. The 2024-2029 strategy must harmonize legal frameworks, strengthen enforcement, and reinforce accountability across LGs.

2.2. SWOT Analysis

INTERNAL FACTORS	EXTERNAL FACTORS
Strengths • Strong performance, with 85% achievement of the 2020-2024 Strategic Plan targets • High citizen satisfaction with decentralized service delivery (83.56%) • Established policy and strategic frameworks with strong political commitment • Functional institutional structures across the Ministry, affiliated agencies, and Local Governments • Increased use of digital platforms (e.g., Irembo-89.60%), enhancing service delivery efficiency • Effective stakeholder engagement mechanisms • High levels of citizen participation (88.06%) • Improved accountability and transparency (86.36%)	Opportunities • Integration of unfinished targets into the 2024-2029 Strategic Plan • Digitalization enabling data-driven planning and enhanced citizen engagement • Existing coordination platforms at national and local levels (SWGs, clusters, councils, RALGA, PSF, JADF, etc.) • Established media and communication channels for mobilization, information sharing, and citizen engagement.

Weaknesses. • Gaps in Local Government (LG) structures and institutional capacity to meet service delivery demands. • High staff turnover and insufficient staffing at sector and cell levels • Limited integrated data management systems • Weak knowledge and information-sharing mechanisms across levels • Low local revenue generation and high dependence on central government transfers • Limited ICT infrastructure and digital skills within local administrations • Increasing service delivery pressures from rapid urbanization and vulnerable populations • Insufficient capacity for effective coordination of sectoral decentralization	Threats • Climate change impacts and public health shocks, including pandemics • Population growth and urban migration are straining land, services, and the environment • Rising demand for services, employment, and social protection due to demographic growth • Limited alignment between development partners' priorities and local needs • Unequal economic opportunities across districts, contributing to regional disparities
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2.3. Major achievements from the MINALOC Strategic Plan 2020-2024

During the 2020–2024 strategic period, MINALOC registered significant progress across governance, service delivery, social protection, and institutional development. In planning and monitoring, the Ministry achieved 100% stakeholder satisfaction, fully operationalized the Social Registry Information System (SR-IS) with 99% national household coverage (3.28 million households), and deployed web-based M&E platforms at 70% of districts.

Digital transformation advanced strongly with the automation of 32 local government services through Irembo, reducing bureaucracy and enhancing service efficiency. The Byikorere (self-application) campaign raised self-applications by 13%, while the

Disability Management Information System (DMIS) improved data-driven inclusion for persons with disabilities.

Accountability and transparency improved markedly, reflected in 83.56% Citizen satisfaction with service delivery in decentralised entities. A major policy milestone, the Prime Minister's Order No. 023/03 of 17/05/2024, clarified the legal framework for sectoral decentralization.

Resource mobilization strengthened through a 21% increase in external resources, the launch of the Pro-Poor Development Basket Fund in 16 districts, and engagement of five new development partners (FCDO, WFP, World Bank, SDC, UNDP).

Capacity development recorded major gains with 89.5% implementation of the Local Government Capacity Development Strategy. A total of 118,855 stakeholders were trained, including 892 CRVS registrars, 2,980 staff in social protection, and 2,744 staff in social registry systems.

Infrastructure investments included the rehabilitation of 215 cell offices, the construction of 57 new offices, and the distribution of 2,148 laptops, enhancing local administrative capacity and digital readiness. Citizen engagement reached 75% participation in planning, budgeting, and Imihigo, while

community mobilization satisfaction reached 86.5% per the 2024 Rwanda Governance Scorecard. Support for 168 innovative local solutions fostered grassroots innovation and problem-solving.

Despite these achievements, challenges remain in fiscal sustainability, data consistency, ICT capacity, and planning and financial management. Lessons from the end-term evaluation emphasize the need to deepen digital governance, strengthen joint planning, and enhance inclusive participation in the 2024-2029 strategic period.

2.4. Key Challenges

The implementation of the MINALOC strategic plan 2020-2024 faced weak fiscal sustainability, slow sectoral decentralization (44% of government services decentralised), and uneven local revenue and financial management capacities. Gaps in ICT infrastructure, digital literacy, and data

quality affected planning, while human resource constraints and high workloads limited-service delivery. Cross-cutting issues include climate shocks, rapid urbanization, and insufficient inclusion frameworks for youth, women, and persons with disabilities.

2.5. Strategic Rationale (2024-2029)

The 2024-2029 plan focuses on consolidating previous gains, integrating governance, decentralization, and social protection, and leveraging technology, data, and citizen engagement. MINALOC is positioned as a coordinating and

enabling institution to support local governments. This approach aims to deliver equitable, efficient, and resilient services, contributing to NST2 and Vision 2050 goals.

CHAPTER THREE: STRATEGIC ORIENTATION AND FRAMEWORK

3.1. Vision, Mission, and Core Values

Vision

A citizen-centered and capable local government dedicated to sustainable socio-economic transformation and accountable governance.



Mission

To strengthen inclusive, accountable, and digital-enabled local governance that delivers quality services for sustainable development.

Core Values

IMPACT - conveys positive, proactive, inclusive, transparent, and accountable local governments contributing to national socio-economic transformation and citizen-centeredness results.



Integrity: Upholding honesty, transparency, and trust in public service.

Motivation/Excellence: Striving for high standards and professional performance.

Proactivity/Responsiveness: Acting promptly to meet citizen needs and emerging challenges.

Accountability: Taking responsibility for decisions, resources, and outcomes.

Creativity: Embracing innovative approaches to improve governance and services.

Teamwork: Collaborating effectively across institutions and communities.

3.2. Strategic Objectives

S/N	Priority areas	Strategic Objectives
1	Institutional Coordination & Territorial Administration	Enhance institutional coordination to improve territorial administration and accountability
2	Evidence-Based Planning, MEL	Strengthen evidence-based planning, monitoring, evaluation, and learning to improve development outcomes
3	Resource Mobilization	Increase and diversify resources to support priority development programs
4	Institutional & Human Capacity	Strengthen human and organizational capacity to deliver effective services
5	Digital Transformation	Leverage digital platforms to streamline effective service delivery in local governments

3.3. Theory of Change

This Theory of Change explains how strengthening Rwanda's decentralized governance system will lead to more efficient, accountable, and citizen-centered service delivery. It presents decentralization not simply as

a set of reforms, but as a change process that builds institutional capabilities, enhances coordination, and modernizes service delivery through data and technology.

Enablers and Foundational Inputs

Institutional transformation depends on essential resources, including government financing, development partner support, and updated policy and legal frameworks. To address gaps in personnel and digital capacity, the

strategy prioritizes staff recruitment, skills development, and strengthened ICT systems. Together, these measures create the conditions for effective, coherent, and purpose-driven reforms.



Key Change Actions

With these inputs in place, institutions engage in a series of mutually reinforcing actions that drive the decentralization agenda forward. These actions include:

- Conduct a review and optimization of staffing levels across institutions, both in central and local government, to clarify responsibilities and ensure services are easily available to citizens.
- Implement a capacity-building programme for local government, ensuring that staff, systems, structures, and infrastructure are adequately prepared to execute decentralized functions
- Investment in IT infrastructure to support efficient service delivery and governance in local government to improve transparency, efficiency, and access to information, so that local government can take advantage of the national systems to improve service delivery
- Implement an improved planning, monitoring, evaluation, and learning (MEL) framework so that decisions are guided by evidence and performance is routinely assessed
- Establish public-private partnerships with the private sector and non-state actors, including through private sector collaboration and innovative financing models.
- Develop a comprehensive Development Partner Engagement Strategy for Decentralisation and Social Protection sectors so that DPs are encouraged to continue supporting MINALOC's priority interventions.
- Design and implement a programme to enhance local revenue generation and collection
- Work with Ministries and Districts to create an enabling environment for inward investment.

These actions together constitute the operational core of the change process, enabling institutions to transition from traditional administrative practices to more modern, integrated governance methods.

Immediate Results

The rollout of these actions is expected to produce tangible short-term outcomes that set the foundation for broader change:

- The legal and policy framework coordination is strengthened
- Institutional coordination is strengthened, and interagency cooperation is improved.
- Strategies to improve own revenue mobilisation are implemented, and local revenue increases
- Both external and internal financing for development is increased

- Planning and MEL frameworks are implemented more effectively
- Comprehensive integrated data and knowledge management systems and e-governance are operationalised to improve service provision and reporting
- Institutional Capacity for evidence-based planning, policy formulation, and program implementation across key social and development sectors strengthened.
- IT capacity improves, making more effective use of national systems

These outputs represent the structural improvements that institutions need in to deliver higher-level outcomes.

Intermediate Outcomes

As outputs become embedded in routine practice, institutions begin to operate differently. The change becomes visible through:

- Improved Local Economic Development and more employment opportunities
- Community welfare and social development strategies improve livelihoods and resilience
- Community mobilization results in better citizen participation in decision-making to bring about social and economic transformation
- Improved revenue collection contributes to local economic development and fiscal sustainability
- Ministries, agencies, and local governments collaborate fluidly, and policies are implemented consistently, which leads to more effective territorial administration
- Development priorities are built
- Stronger institutional and human capacities enhance the quality-of-service delivery to the community members

These outcomes represent meaningful shifts in institutional behavior, culture, and performance, signaling that the decentralisation process is achieving its intended transformation.

Long-Term Impact

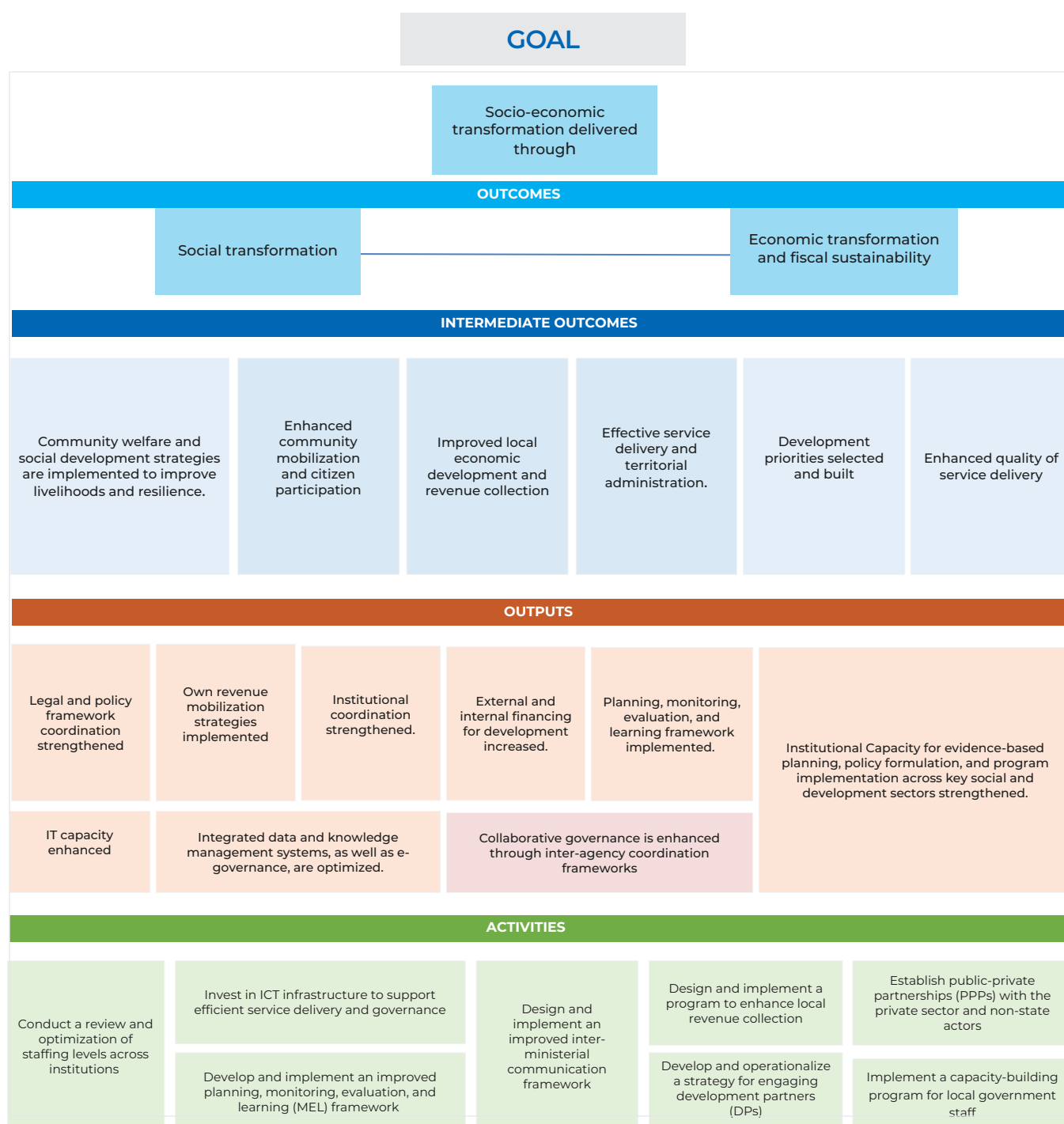
When these outcomes converge, the long-term impact becomes clear:

- **Social Transformation**, which refers to the process of large-scale, long-term change in a society's structures, values, norms, and ways of living.
- **Economic Transformation**, which is the process of fundamental and long-term change in the structure and functioning of an economy. It means how an economy shifts from one stage or system to another to improve productivity, income, and living standards.

A Coherent Pathway of Change

This Theory of Change illustrates a holistic transformation journey—one that begins with strengthened foundations, moves through practical reforms and institutional improvements, and ultimately results in better services and improved wellbeing for Rwandans. It reflects a governance system that evolves through deliberate action, guided by evidence, supported by technology, and anchored in strong collaboration at all levels.

3.4. Logical Results Chain



CHAPTER FOUR: IMPLEMENTATION AND M&E FRAMEWORK

4.1. Monitoring and evaluation framework

The successful implementation of the MINALOC Strategic Plan 2024-2029 will rely on a strong, systematic, and results-oriented Monitoring and Evaluation (M&E) system. Modern M&E frameworks increasingly emphasize adaptive management, participatory approaches, and the integration of technology to promote greater accountability, transparency, and impact assessment across all levels of governance.

M&E will play a central role not only in tracking the implementation of planned activities, but also in measuring outcomes and long-term impacts. By providing clear evidence on performance, the M&E system will support strategic decision-making, inform policy adjustments, and enhance accountability across all administrative levels.

This strengthened system will enable the timely generation of accurate

progress reports, allowing national leadership, provincial authorities, districts, sectors, and other stakeholders to identify bottlenecks, propose corrective actions, and ensure alignment with Vision 2050, NST2, and sector strategic priorities. Monitoring will focus on assessing implementation progress, resource utilization, service delivery improvements, and changes in citizen engagement.

The Ministry will embrace the emerging transformative role of technology in M&E through the use of Artificial intelligence and big data analytics to improve data integrity, visualization, and reporting efficiency. Digital dashboards and integrated Management Information Systems, such as the Digital Situation Room, the Social Registry Information System (SR-IS), and the Disability Management Information System (DMIS), enhance real-time data and facilitate evidence-based decision making.

4.2. Implementation framework

The Ministry of Local Government Strategic Plan covers the period 2024-2029 and will be delivered through the combined efforts of all stakeholders, including Ministry staff and officials, affiliated agencies, and local governments. Its successful implementation will depend on close, results-oriented collaboration with partners at all levels. This requires proactive measures to address identified challenges and the

integration of strategic interventions into institutional planning processes. Accordingly, implementing entities will translate these interventions into annual plans, complemented by quarterly and periodic milestones to track progress. The effective execution of this Strategic Plan will further rely on strong coordination across all levels and the efficient operationalization of existing monitoring and evaluation mechanisms.

4.2.1. Stakeholder analysis

Effective implementation of the MINALOC Strategic Plan 2024-2029 requires strong coordination, collaboration, and accountability among a diverse set of stakeholders. These actors will play critical roles in decentralisation, social protection, citizen participation, community

development, and digital transformation. Understanding their mandates, interests, influence, and capacities is essential for ensuring coherent implementation, avoiding duplication, and strengthening multi-level governance systems.

4.2. Implementation framework

Central Government Institutions

Ministries and agencies form the core policy, regulatory, and oversight environment within which MINALOC operates. Key institutions such as the Ministry of Finance and Economic Planning (MINECOFIN), Ministry of ICT and Innovation (MINICT), Ministry of Public Service and Labour (MIFOTRA), Ministry of Environment (MoE), Rwanda Information Society Authority (RISA), and the National Institute of Statistics of Rwanda (NISR) shall provide policy frameworks, national standards, financial resources, digital solutions, and statistical guidance. Their high influence and decision-making authority make them essential partners in aligning national reforms, approving budgets, enabling digital infrastructure, strengthening human resources, and ensuring robust data

ecosystems. Close collaboration with these institutions ensures coherence across national priorities, including Vision 2050, NST2, and sector strategic plans.

Institutions such as the Rwanda Governance Board (RGB), Parliament, and the Office of the Ombudsman play an oversight role and ensure transparency, accountability, compliance, and good governance. They conduct audits, governance scorecards, and performance reviews that inform MINALOC's decision-making and drive improvements in service delivery, financial management, and institutional performance.

Decentralized entities

: Local governments shall serve as the primary implementation arms of MINALOC's decentralisation agenda. Districts translate national priorities into locally relevant plans, including District Development Strategies (DDSs), Imihigo commitments, social protection delivery, community development initiatives, and service delivery improvements. As frontline governance actors, they interact directly with citizens and are responsible for coordinating sectors, ensuring accountability, managing local revenues, and implementing local economic development strategies. Building their capacity, digital

transformation support, and performance-based financing will remain critical to the implementation of the Strategic Plan.

Sector and cell offices play a pivotal role in community engagement, registration services (civil registry, social registry), social protection delivery, and real-time data reporting. These local entities are closest to citizens and are essential for ensuring that services are accessible, timely, and inclusive. Their participation strengthens feedback loops, enhances social accountability, and promotes citizen-centered governance.

Affiliated Agencies

Affiliated agencies of MINALOC, such as the Local Administrative Entities Development Agency (LODA), National Council for Persons with Disabilities (NCPD), National Rehabilitation Service (NRS), National Electoral Commission (NEC), and Rwanda Demobilization and Reintegration Commission (RDRC) serve as key technical, financial, and programmatic arms supporting local governance, social protection and

inclusive. Their mandates include fund management, programme oversight, capacity building, and community empowerment. They provide essential backstopping to districts, strengthen community structures, and contribute to national reporting and monitoring. Their technical expertise makes them crucial partners in implementing the Strategic Plan.

Development Partners

Development partners provide financial resources, technical expertise, policy advice, and capacity-building support. They contribute significantly to decentralization, local economic development, social protection systems strengthening, digital

governance, and institutional capacity development. Their collaboration is critical for sustaining innovative financing mechanisms, strengthening national systems, and ensuring alignment with global best practices.

Civil Society Organizations (CSOs) and Faith-Based Organizations (FBOs)

CSOs and FBOs play a vital role in advocacy, social accountability, service delivery, civic education, gender equality, human rights promotion, and community mobilization. Their proximity to communities allows them to identify emerging issues, reach vulnerable groups, and support

programmes such as citizen participation, social protection, and environmental management. Their collaboration strengthens multi-sectoral partnerships, promotes transparency, and ensures that interventions are inclusive and community-driven.

Private Sector

The private sector is a key partner in driving local economic development, job creation, digital innovation, and infrastructure investments. Private enterprises provide goods and services, contribute to district revenue through taxes and fees, and collaborate through

public-private partnerships (PPPs). Their engagement is essential for achieving the Strategic Plan's local economic transformation agenda, expanding digital infrastructure, and improving service delivery efficiency.

4.2.3. Coordination mechanisms

Building on the mandate of coordinating policy, strategy, and programme formulation and implementation, the Ministry of Local Government will strengthen existing mechanisms and platforms that facilitate regular coordination among affiliated agencies and local government entities. This reinforced collaboration will ensure mutual support and effective implementation of the Strategic Plan.

In addition, the Ministry will strengthen and institutionalize regular platforms for stakeholder coordination and engagement at all levels, ensuring that

the implementation of this Strategic Plan is inclusive and participatory.

Overall, the implementation of the MINALOC Strategic Plan 2024-29 will be anchored in an inclusive and well-coordinated governance framework that promotes coherence between central and local government, affiliated agencies, and development partners. This framework is designed to enhance coordination, accountability, and performance monitoring across all actors contributing to decentralised governance, social protection, and citizen participation.

4.2.4. Risk analysis and mitigation measures

Risk Description	Gross Likelihood	Gross Impact	Gross Risk Rating (autofills)	Mitigation Strategy	Residual Likelihood	Residual Impact	Residual Risk Rating (autofills)
Limited Fiscal Space and Donor Dependency. National budget constraints and low local revenue mobilization reduce financing for priority programmes.	Highly Likely	Major	Severe	Promote PPPs; diversify financing; strengthen LGR; improve MTEF.	Possible	Major	Major
Reduced donor funding National budget constraints and moderate local own revenue collection, resulting in reduced financing for key programmes and a lack of skills building	Highly Likely	Major	Severe	DP engagement strategy built around priority investment and skills needs in SP and G&D sectors	Likely	Major	Major
Climate shocks & Environmental Emergencies. Increased floods, landslides, and droughts result in service disruption and infrastructure damage.	Almost Certain	Major	Severe	Integrate DRM; strengthen early warning; resilient infrastructure.	Almost Certain	Moderate	Major
Low Digital Literacy Skills Limited skills to operate big systems in local government lead to data collection/accuracy challenges, slow digital transformation, and slow M&E	Likely	Major	Major	Digital literacy campaigns; RISA partnerships; ICT training plan. Job descriptions reviewed to make ICT skills compulsory	Possible	Minor	Minor
ICT Infrastructure gaps. Limited ICT infrastructures, Uneven ICT access, and low skills resulting in slow digital transformation.	Highly Likely	Major	Severe	Structured, fully funded ICT investment plan to ensure lower levels of LG have access to the internet and ICT equipment to access national systems	Likely	Moderate	Moderate
Staff turnover at the local levels. High attrition and weak continuity result in reduced service quality.	Highly Likely	Moderate	Major	Retention schemes, training, and balanced incentives. Review of staffing needs at different levels of LG. Develop a structured skills-building programme.	Likely	Moderate	Moderate
Limited Institutional Coordination. Fragmented planning/reporting resulting in duplication, delays, and inefficiencies.	Highly Likely	Moderate	Major	Strengthen SWGs; joint planning; MIS interoperability.	Likely	Moderate	Moderate
Limited planning and M&E systems and skills. Low-quality planning results in resources not being used for priority interventions; slow M&E reporting	Highly Likely	Major	Severe	Develop a multi-year planning process that gets Districts to plan their priority activities together as a group	Likely	Moderate	Moderate

CHAPTER FIVE: COSTING AND FINANCING

The implementation of the MINALOC Strategic Plan 2024-2029 will require substantial financial resources to effectively deliver on its strategic priorities. A comprehensive four-year cost projection has been developed, detailing the required resources by strategic pillar, outcome area, and annual implementation targets. This costing approach ensures a strong alignment between planned interventions, available fiscal space, and LGs' capacity to mobilize and utilize resources efficiently.

Financing for the Strategic Plan will be drawn from multiple sources, including central government transfers and programme-based funding. Additional financing will come from contributions

from development partners and private sector investments through Public Private Partnerships (PPPs), Civil society organizations, and non-governmental actors.

MINALOC will work closely with districts to prepare bankable proposals, leverage innovative financing mechanisms such as basket funds and results-based financing, and align funding streams with priority interventions under the Strategic Plan. This diversified financing strategy is designed to ensure the timely delivery of programmes and contribute to the achievement of the governance and social protection outcomes over the four years.

Annex 2 provides a detailed breakdown of resource requirements and funding sources. The total estimated cost for the implementation of the Strategic Plan over the five years will be FRW 11,499,980,012.



CONCLUSION

The MINALOC Strategic Plan 2024-2029 provides a clear, forward-looking framework to strengthen decentralised governance, enhance social protection systems, promote citizen participation, and drive inclusive local development. Anchored in Vision 2050 and the National Strategy for Transformation (NST2), the Plan outlines strategic priorities that position MINALOC and all decentralised entities to deliver efficient, transparent, and citizen-centered services.

Central to the Plan is a commitment to results-based management, evidence-driven decision-making, and continuous learning. A strengthened Monitoring, Evaluation, and Learning (MEL) system will support timely tracking of progress, inform adaptive

implementation, and improve accountability at national and local levels. The costing and financing framework ensures that strategic interventions are realistic, adequately resourced, and aligned with national budgeting processes and partnerships.

The successful implementation of this Plan will depend on collaborative action across government institutions, affiliated agencies, districts, civil society, development partners, the private sector, and communities. With shared purpose and sustained commitment, the ministry is confident that the goals set for 2024-2029 will be achieved, contributing directly to improved service delivery, strengthened local institutions, and the overall well-being of all citizens.

Annex 1: Strategic Plan Monitoring and Evaluation Matrix

MONITORING AND EVALUATION MATRIX									
Outcome / Output / Activity	Indicators	Baseline (2024/2025)	End Target 2028/2029	2025/2026	2026/2027	2027/2028	2028/2029	Responsibility for reporting	Means of Verification and Data Source
Outcome 1: Strengthened institutional coordination for effective service delivery and territorial administration.	% of key institutional stakeholders actively participating in formal coordination platforms and joint decision-making processes.	71%	85%	71%	75%	80%	85%	MINALOC, Affiliated Agencies, and stakeholders	MINALOC SWG & annual reports
Output 1: Functional inter-agency coordination platforms and frameworks institutionalized to support collaborative governance.	# Of inter-agency coordination platforms and frameworks that are formally established and operationalized	3	12	3	3	3	3	MINALOC, Affiliated Agencies, and LGs	MINALOC reports
1.1.1. Conduct joint sector review and coordination meetings (BJR, FJR, G&D, and SP SWGs)	# of joint sector review meetings (SP&G&D Sectors) conducted	4	16	4	4	4	4	MINALOC, Affiliated Agencies, and stakeholders	Joint Sector review meeting reports
1.1.2. Enhance the organization of local governments' delivery forums to strengthen cross-sector coordination and information sharing.	# of local governments delivery forums organized	52	208	52	52	52	52	MINALOC and Affiliated Agencies	MINALOC reports
1.1.3. Conduct bi-annual review of Local Government Inspection Coordination platform	# Of bi-annual of Local Government Inspection Coordination platform meetings conducted	2	8	2	2	2	2	MINALOC	Annual joint inspection/ assessment plan, Minutes of the meeting, Implementation report of meeting resolutions
1.1.4. Conduct planning and budgeting consultation meetings between central and local government institutions.	# Of planning and budgeting consultation meetings conducted	3	12	3	3	3	3	MINALOC	MINALOC reports
F1.1.5. Coordinate and monitor the functionality of decentralized Civil Registration and Vital Statistics (CRVS) systems.	Level (%) of birth and death registered and monitored for timely, accurate, and reliable data.	Birth:90.3% Death: 46.1%	Birth:100% Death:80%	Birth:100% Death:80%	Birth:100% Death:80%	Birth:100% Death: 80%	Birth:100% Death:80%	MINALOC	CRVS reports
1.1.6. Conduct decentralization and Local Government mandate awareness campaigns targeting citizens and service providers.	# Of decentralization awareness campaigns conducted	16	64	64	0	0	0	MINALOC	MINALOC Comms reports
Output 2: Legal, policy, and regulatory frameworks harmonized and operationalized to guide inter-institutional coordination.	# of legal and policy frameworks revised or newly developed and formally adopted.	32	9	1	2	3	3	MINALOC and stakeholders	MINALOC annual reports

MONITORING AND EVALUATION MATRIX									
1.2.1. Develop new/update existing laws and policies	# Of laws and policies developed/updated	6	3	0	1	1	1	MINALOC and stakeholders	MINALOC annual reports
1.2.2. Support phased implementation of sectoral decentralization in priority service delivery areas.	# Of the sectoral services decentralized	3	11	3	3	3	2	MINALOC and the SWGs	MINALOC reports
Output 3: An integrated Planning, Monitoring, Evaluation, and Learning (PMEL) framework institutionalized across MINALOC and Local Governments.	level (%) PMEL framework components (planning, monitoring, evaluation, reporting, and learning) operational across MINALOC and Local Government	50%	100%	55%	70%	80%	100%	MINALOC and stakeholders	MINALOC reports
1.3.1. Update and roll out a joint PMEL framework for MINALOC, affiliated agencies, and Local Governments.	# Of jointly PMEL frameworks developed and officially adopted by MINALOC, affiliated agencies, and Local Governments	1	1	0	1	0	0	MINALOC and stakeholders	MINALOC administrative reports
1.3.2. Conduct joint monitoring, evaluation, and learning framework review	# Of review reports on the MEL framework.	1	4	1	1	1	1	MINALOC, affiliated agencies, and LGs	MINALOC administrative reports
1.3.3. Conduct inspections/spots on social protection programs, LED projects, Governance, and service delivery.	# Of inspection conducted on social protection programs, LED projects, Governance, and service delivery	19	79	19	20	20	20	MINALOC	Inspection reports and implementation reports of recommendations
Output 4: Enhanced Community Mobilization approach for engaged citizen participation.	Level (%) of citizen participation in community policing	91.7%	95%	92%	93%	94%	95%	MINALOC and stakeholders	Survey report
1.4.1. Strengthen community participation through Umuganda	Level (%) of citizen participation in Umuganda	96.1%	98%	96.5%	97.0%	97.5%	98%	MINALOC and stakeholders	Umuganda annual reports
1.4.2. Increase citizen participation in planning, imihigo and budgeting.	Level (%) of citizen participation in planning, imihigo and budgeting.	83.9%	90%	84%	86.0%	88.0%	90%	MINALOC and stakeholders	Survey report (RGB)
1.4.3. Scale-up structured thematic based volunteerism for improved volunteerism coordination at all levels.	Level (%) of participation in voluntary activities	95%	97%	95.5%	96.0%	96.5%	97%	MINALOC and stakeholders	MINALOC annual reports/ RGB Survey
Outcome 2: Enhanced evidence-based planning and policy formulation through integrated data,	Level (%) of planning and policy decisions that explicitly reference administrative data, surveys,	80%	90%	82.50%	85%	87.5%	90%	MINALOC and stakeholders	MINALOC Administrative, reports, SWG minutes

MONITORING AND EVALUATION MATRIX									
analytics, and knowledge management systems.	or analytical products.								
Output 1: Institutional capacity strengthened for the use of real-time data in planning, monitoring, and policy formulation.	# Of LGs actively using Digital Situation Room dashboards for planning and monitoring.	7	36	7	36	36	36	MINALOC and districts	Planning department annual reports
2.1.1. Strengthen digital data collection, analytics, and reporting systems across MINALOC, agencies, and Local Governments.	# Of integrated digital tools in use for data collection, analysis, and reporting.	3	8	5	7	8	8	MINALOC and affiliated agencies	Standard tools, official circulars
2.1.2. Develop and operationalize standard operating procedures (SOPs) for evidence-based planning and data management.	# Of institutions complying with SOPs developed for evidence-based planning and data management.	0	36	10	36	36	36	MINALOC and stakeholders	MINALOC annual reports
2.1.3. Conduct joint quarterly data quality assurance and validation exercises.	# of joint quarterly data quality assurance conducted	4	16	4	4	4	4	MINALOC and stakeholders	MINALOC annual reports
Output 2: Monitoring, Evaluation, and Learning (MEL) systems institutionalized across MINALOC, affiliated agencies, and Local Governments.	% of institutions with functional MEL systems that meet minimum quality standards.	70%	100%	73%	80%	90%	100%	MINALOC and affiliated agencies	SWG reports
2.2.1. Customize and institutionalize long-term Key Performance Indicators (KPIs) at Ministry and Local Government levels.	# of longterm (evergreen) KPIs at the Ministry and Local Government level with valid data.	450	100	30	70	100	100	MINALOC and affiliated agencies	DSR system logs
2.2.2. Conduct joint assessments on evidence-based decision-making practices.	# of joint assessments conducted on evidence-based decision-making	0	4	1	1	1	1	MINALOC and stakeholders	MINALOC annual reports
2.2.3. Establish institutional knowledge repositories documenting lessons learned in priority thematic areas.	# of institutions with knowledge repositories documenting lessons learned in priority thematic areas.	0	36	0	6	12	12	Institutions	Institutional documents
2.2.4. Facilitate peer learning, reviews, and knowledge-sharing forums across institutions.	# of staff who benefited from peer learning and review conducted	416	700	100	250	500	700		MINALOC annual reports

MONITORING AND EVALUATION MATRIX									
Outcome 3: Increased and diversified financing mobilized to support national and LG development priorities.	Level (%) increase in total resources mobilized to implement development priorities.	89.8%	97%	91.6%	93.4%	95.2%	97%	MINALOC and affiliated agencies	Training reports
Output 1: Local Government own-source revenue mobilization strategies developed and implemented.	# of LG implementing own revenue mobilization strategies.	0	1	7	30	30	30	MINALOC and affiliated agencies	LG own revenue reports
3.1.1. Develop and implement district-level revenue mobilization strategies.	# of the district revenue mobilization strategies developed	0	30	7	30	30	30	MINALOC and stakeholders	District strategies
3.1.2. Conduct awareness campaigns to improve compliance with local revenue collection.	# of awareness campaigns conducted on local revenue collections.	2	8	2	2	2	2	MINALOC and affiliated agencies	Awareness reports
Output 2: Public-private partnerships (PPPs) strengthened to support district development initiatives.	# of PPP projects contributing to district development	28	35	28	3	2	2	MINALOC and stakeholders	PPPs annual reports
3.2.1. Facilitate public-private partnerships dialogue (PPD) between districts and the private sector.	% of public-private partnerships dialogue (PPD) resolutions implemented	4	2	2	2	2	2	MINALOC, Districts and CoK	CoS reports, RGB report
3.2.2. Support districts to publicize partner activities through JADF open days and exhibitions.	# of districts organised and conducted JADF Open days and exhibitions	30	30	30	30	30	30	MINALOC, Districts and CoK	MINALOC and Districts annual reports
3.2.3. Conduct periodic performance assessments of district-level PPP projects.	# of assessment conducted on district PPP projects	1	13	1	4	4	4	MINALOC, Districts and CoK	MINALOC and Districts annual reports
Output 3: External and internal financing mechanisms strengthened to support development priorities.	# of active external financing agreements and partnerships secured to support national development priorities.	34	21	12	15	18	21	MINALOC and stakeholders	G&D SWG backwards-looking reports
3.3.1. Strengthen the functionality of Sector Working Groups for resource mobilization	# of active members of Sector Working Groups	70	100	50	100	100	100	MINALOC and stakeholders SWG	G&D SWG reports
3.3.2. Develop bankable projects aligned with national and district priorities.	# of new development projects funded.	6	6	6	6	6	6	MINALOC, LODA, Districts, and CoK	LODA, Districts, and CoK annual reports
3.3.3. Organize high-level stakeholder engagement events for	# of strategic stakeholders participated.	40	60	40	45	50	60	MINALOC and partners	CoS reports, RGB report

MONITORING AND EVALUATION MATRIX									
resource mobilization.									
3.3.4. Strengthen twinning and partnership frameworks and monitor implementation progress.	# of new twinning and partnership arrangements initiated	28	15	6	9	12	15	MINALOC and stakeholders	MINALOC annual reports
3.3.5. Conduct periodic monitoring of existing twinning arrangements and produce implementation status reports.	# of monitoring reports on the implementation status of existing twinning arrangements elaborated and submitted	12	12	12	12	12	12	MINALOC and stakeholders	MINALOC annual reports
Outcome 4: Improved quality and responsiveness of local government service delivery through strengthened institutional capacity.	Level (%) of citizen satisfaction with service delivery in local governments	84%	95%	89%	91%	93%	95%	MINALOC and affiliated agencies	RGB-CRC
Output 1: Institutional capacity of MINALOC, affiliated agencies, and Local Governments strengthened for effective service delivery.	% change in institutional performance	85%	90%	86%	87%	88%	90%	MINALOC and stakeholders	RMB reports
4.1.1. Review and update Local Government organizational structures	Level (%) of implementation for the updated local government structures	92.3%	97%	92.3%	94%	96%	97%	MINALOC and Mifotra	MINALOC Administrative reports
4.1.2. Implement institutional and LG capacity development plans	# Of up-skilled staff on relevant thematic areas	80	370	85	90	95	100	MINALOC and stakeholders	MINALOC Administrative reports
4.1.3. Implement the LG Capacity Development Strategy	Level % of the implementation of the LG Capacity Development Strategy	0%	100%	40%	60%	80%	100%	MINALOC and Auditor General	MINALOC Administrative reports
4.1.4. Induct newly recruited Local Government staff	% of new LG staff recruited who completed induction training	100%	100%	100%	100%	100%	100%	MINALOC and stakeholders	MINALOC, RALGA, Cok and Districts
4.1.5. Provide office infrastructure, equipment, and facilities to local governments	# Of local administrative entities with offices, equipment, and facilities.	1,422	726	109	200	200	217	MINALOC and its stakeholders	MINALOC Administrative reports
4.1.6. Establish community digital learning centers (Service Access Points).	# Of functional community digital learning centers (Service Access Points) created	5	30	5	30	30	30	MINALOC, MyICT, Districts, and CoK	MyICT annual reports
4.1.7. Train staff in data management, analytics, and policy modeling	# Of staff trained on data management, analytics, forecasting, and policy modelling	3	20	3	5	6	6	MINALOC and affiliated agencies	Standard tools, official circulars
4.1.8. Conduct Local Government digital literacy assessments	# Local governments' digital literacy assessments	1	4	1	1	1	1	MINALOC, MyICT, Districts, and CoK	My ICT annual reports

MONITORING AND EVALUATION MATRIX									
Outcome 5: Optimized digital governance systems delivering accessible, efficient, and citizen-centered services.	Level (%) of Citizen satisfaction with local government services delivered through irembo	89.6%	100%	100%	100%	100%	100%	MINALOC	RGB reports
Output 1: Integrated digital and e-governance systems expanded to improve citizen access to public services.	# Of operational digital systems in local governments providing citizen-centered services.	3	8	5	7	8	8	MINALOC and stakeholders	MINALOC annual reports
5.1.1. Develop and roll out integrated e-services with irembo for key government services to improve citizen access (Mbaza, SRIS....)	# Of e-services integrated with irembo	32	33	32	1	0	0	MINALOC and affiliated agencies	CDO annual system reports
5.1.2 Scale-up Zero -Paper, Zero trip initiation through the government smart administration system (GSAS)	# of local governments and affiliated agencies implementing Zero -Paper, Zero trip.	35	40	35	40	40	40	MINALOC and stakeholders	CDO annual system reports
5.1.3. Fast-track the real-time data through an upgraded and operationalized Digital Situational Room	# Of LGs with operational digital situation rooms for tracking effective service delivery.	7	36	7	36	36	36	MINALOC, Districts and CoK	CDO/ Districts and CoK annual report