

Republic of Rwanda



Ministry of Infrastructure
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BACKWARD LOOKING

JOINT SECTOR REVIEW 2019/2020

URBANIZATION AND RURAL SETTLEMENT SECTOR

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I. BACKGROUND

Urbanization and Rural Settlement Sector encompasses social, economic and environmental activities and interventions with a spatial reference in both urban and rural areas. As outlined in the Vision 2050, Rwanda targets to become an upper middle-income country by 2035 and eventually a high income country by 2050. It was observed that well-managed urbanization and integrated rural settlement planning and development can contribute to this targeted economic growth and sustainable development. It is against that, urbanization and rural settlement sector was established with the mission to coordinate and sustainably manage Rwanda's human settlements. The sector coordinates and orients implementation of established frameworks that aim to promote efficient use of land, acceleration of urbanization and development of compact and integrated rural settlements that provide economic opportunities to Rwandan citizens.

The sector's priorities are in line with the National Strategy for Transformation (NST1), and they are supposed to contribute to all its thematic pillars namely (Economic Transformation, Social Transformation and Transformational Governance). For the good coordination of the efforts, the sector works through Sector Working Group (SWG) , a forum which brings together multi-stakeholders such as public institutions , private sector, development partners, academia and civil society organisations to engage in a policy dialogue to ensure and enhance ownership, accountability and transparency in the implementation of the urbanization and rural settlement development priorities. The SWG regularly meets twice a year to assess the progress towards implementation of the sector's annual priorities (Backward Looking Joint Sector Review) and to discuss the prioritised areas for following fiscal year (Forward Looking Joint Sector Review).

Thus this annual Backward Looking Joint Sector Review aims to:

- I. Assess the progress toward achieving the sector objectives with focus on 2019/20 targets for: NST1 indicators, and their corresponding policy actions. This also includes discussion on catch up plans for areas lagging behind.
- II. Present and discuss budget execution performance for 2019/20 fiscal year.
- III. Highlight priority areas for the 2021/22 fiscal year that will inform the planning and budgeting process for institutions in the sector.
- IV. Review the progress against implementation of recommendations from the last Joint Sector Review (JSR) meetings as well as summary of discussion on implementation of the 2018/19 office of the Auditor General recommendations.
- V. Provide the latest status on SDG indicators already monitored by sectors and review the progress against the implementation of the plans and strategies to monitor the additional SDG indicators currently having clear computation methodologies.

II. PROGRESS TOWARD IMPLEMENTATION OF THE SECTOR TARGETS 2019-2020

II.1. Progress of the Sector indicators aligned to NST1

Building on cross-sectorial coordination, institutionalized and operational progress monitoring, awareness, accountability, capacity building and transparency, the following table highlights the progress toward implementation of sector performance indicators aligned to NST1 thematic pillars:

Table 1: Status on sector performance indicators linked to NST1

Sector indicators linked to	NST1 Thematic Pillars			2019-2020 Target	2019-2020 Status	Mid-Term Review 2018-20 Over 2024 target
	Economic transformation	Social transformation	Transformational governance			
Number of urban planning documents developed ¹ in harmony with the NLUDMP			✓	7	8	8 out of 28
Proportion of population living in urban areas	✓			-	18.4%	18.4 over 35 % targeted
% of Rural HHs settled in integrated planned settlements		✓		70.32%	59%	59% over 80 %
Number of affordable housing units developed		✓		-	1000 DU	1000 DU over 15000 DU
% of urban population living in unplanned settlement ²		✓		59.3%	-	61.3%
Number of sqm constructed to accommodate government institutions currently renting	✓			24,912 m2	-	100,604m2

III. KEY UNDERLYING ISSUES, CHALLENGES, LESSON LEARNT AND OPPORTUNITIES TOWARD IMPLEMENTATION OF NST1

III.1. Issues & challenges and lesson learnt

As described above and presented in figure 1, the sector has performance indicators that contribute to achieving NST1 objectives. Those indicators are highlighted in the sector performance matrix which was developed early 2018 and it comprises a matrix of indicators with actions to be implemented up to 2024. The following challenges were encountered during the implementation of the sector priorities, strategies, programs and projects for NST1:

¹ Under the National strategy for transformation, the sector targets to have master plans for all 28 Rwandan cities developed or reviewed in harmony with the national land use development master plan.

² Rwanda wishes to reduce the number of population living in unplanned settlement, 10% of reduction is targeted by 2024

- I. **Climate change related disasters:** In general climate change impacts various sectors contributing to the economy of the country such as agriculture, infrastructure and business among others. Every year, the country records economic losses associated with disaster hazards. The losses are categorised into infrastructure damages, loss of crops and degradation of agricultural land; and loss of people's lives. Research has shown that on average Rwanda loses 1.4%³ of its GDP due to disasters especially flooding related effects. Therefore meeting the needs of growing concentration of people living in urban areas calls for a critical environmental mainstreaming in urban planning and development.

This includes innovation in low-carbon materials for housing and green climate-resilient infrastructure development, securing water and waste water management facilities for both solid and liquid wastes, prioritizing storm water management in urban areas as well as upgrading of unplanned settlements and resettling people living in high risk zones with poor environmental conditions.

- II. **Limited involvement of the private sector:** Achieving the sector objectives and policy actions calls for substantial and additional resources to implement the proposed actions in the sector performance matrix. This requires strong strategies to mobilise sufficient resources to ensure adequate financing. However, the government cannot do this alone; the private sector, civil society, faith-based organisations, and citizens all together have a big role to play.

The key imbedded challenges include raising the level of private sector resource mobilisation for urbanization and rural settlement development actions in areas like: housing development, urban development infrastructure and services, and devising innovative ways for partnership with private sector. Developing capacities and a robust mechanism to tap into urban finances including from the private sector and foreign direct investments is also critical for the successful implementation of NST1.

- III. **Limited capacity of local government entities:** With the current state of decentralisation rapidly becoming the key feature of intergovernmental relations around the world, Rwanda is not an exception to this trend. Given the higher expectations in bridging the gulf between the State, civil society, Government structures and bodies, building the capacity of decentralised entities should be a key agenda for Central Government and other Development Partners in order to empower local governments to provide services to their constituencies efficiently and effectively. The key challenges that need critical attention include: limited capacities (skills of the staff) and lack of facilities (tools and equipment) to facilitate Districts in regard to urban planning, inspections and monitoring of physical urban growth. Strengthening capacities of the urban management units at local level is critical for the successful realisation of NST1 objectives.

- IV. **Limited access to urban data and weak coordination:** One major gap in urban data related to spatial disaggregated data on productivity; employment; new population; mobility; land use and constraints faced by businesses. Urban data can help economists to match interventions and locations in ways that have an impact on strategic economic sectors. Measures of urban productivity, such as city-level GDP are especially important but are limited. On the side of coordination, the sector works under several stakeholders in charge of urban development activities; this requires strong coordination to avoid overlapping of activities and ensure ownership toward implementation of actions. However, coordination is still inadequate given the limited staff (usually the sector is coordinated by the sector wide-approach secretariat which is not yet operational).

III.2. Opportunities

Despite the many challenges hindering implementation of the sector priorities, the sector also presents opportunities.

³ National risk of atlas report by Ministry of emergency 2015.

First, the country has an enabling environment in the form of its visionary national leadership, its results-based culture (Imihigo), decentralisation, and improved public awareness on the role of urbanization and human settlement in the country's development agenda, which presents an opportunity for effective monitoring of the implementation of the policy.

Secondly, with Rwanda being a party to several multilateral and regional development agreements, significant benefits to promote urban development can be realised through regional and international cooperation.

Thirdly, the country's demographics with population growth slowing and 40% of the population below working age, there is a potential "demographic dividend" which constitutes and provides a source of new and innovative thinking and action.

IV. MAINSTREAMING OF CROSS-CUTTING AREAS TOWARD IMPLEMENTATION OF NST-1

The key cross-cutting areas highlighted in National planning framework and Institutional plans include Capacity Building, Disaster Management and Climate Change, Gender, Regional Integration, HIV/AIDS as well as Disability and Social Inclusion. These have been mainstreamed in infrastructure development projects as elaborated in the following sections below:

- i. **Capacity development:** Annually a priority skills review is performed internally to assess available skills and match existing and projected demands for critical skills with available supply. In the Urbanization and Rural settlement sector, various trainings have been conducted in the spirit of enhancing capacity in Building Permit management Information System (BPMIS) usage. As a result, 18 staff of OSC in six districts where BPMIS was deployed were trained. In addition, Sector land managers, OSC staff and other stakeholders were trained in Land management, Urbanization policies and Inspection tools. Training on Spatial Planning Tool /SDF was as well delivered in the fiscal year 2019/2020 with specific focus on the use of the Matrix of Functions (MoF) and use of the Spatial Multi-Criteria Evaluation (SMCE) methods; in total 30 people were trained. Related to this, in a bid to raise public awareness on urbanisation and rural settlement policies and strategies, regulatory framework and various initiatives, an awareness campaign was carried out by MININFRA in 15 Districts. A minimum of 70 people in each District participated in this campaign.
- ii. **Environment, disaster management and climate change :** To ensure disaster management and climate change is mainstreamed in the urbanization and human settlement, urban and rural planning documents (Master plans) were developed or reviewed with consideration of environmental and climate change aspects. This is done through collaboration with different institutions, organizations and development partners where climate change mitigation and adaptation programs and projects are initiated.
- iii. **Disability and social inclusion:** Key interventions were to enforce accessibility to building infrastructure both private and public sector for people with disabilities (PWDs). Disability and social inclusion have been mainstreamed in urbanization and human settlement through building inspections on compliance with Building code are regularly conducted to ensure PWDs are facilitated.

V. PROGRESS TOWARD IMPLEMENTATION OF SECTOR POLICY ACTIONS 2019-2020

During the fiscal year of 2019-2020, the sector registered a number of achievements which are in line with implementation of planned policy actions. Notably, achievements were recorded in areas of urban planning

and development, rural settlement planning and development, housing development and government asset management.

V.1. Urban Planning and Development

Urbanization needs to be accelerated for its transformational potential and its association with higher productivity and higher income opportunities. Therefore, planned interventions were implemented as follows:

Rwanda urban development project – RUDP phase 2: The Ministry of infrastructure and other entities are implementing the phase 2 of RUDP, a project financed by World Bank, which will cover 39.72 Km of asphalt roads and drainages in the 6 Secondary Cities. RUDP phase 2 will also cater for upgrading works in unplanned settlement in the city of Kigali (86ha). The progress of RUDP civil works implementation is summarised in figure 1.

City of Kigali (CoK) and Secondary City Master Plans of Rubavu, Muhanga and Nyagatare Districts were reviewed and their Physical Plans were developed in harmony with the Land Use Master Plan. For Secondary Cities of Rusizi, Huye and Musanze Districts, the Community meetings on land use and zoning plans are ongoing and compilation of the final draft reports is also ongoing. Draft inception reports were completed and submitted for Studies on upgrading informal settlement in 10 sites of CoK.

To ensure effective implementation of developed Master plans, sixteen (16) Districts were audited and findings were shared to District officials for consideration/compliance.

In order to promote decent settlement of Rwandans, 8,394 households from scattered settlements and 771 households from high-risk zones were relocated and settled into viable settlements. In addition, IDP Model Villages at the borders of Nyagatare, Gicumbi, Burera and Nyaruguru (phase II) were constructed or under upgrading process with overall works progress completed as follows:

- I. Burera, Nyagatare and Gicumbi Districts works completed at 100%. Kaborogota IDP Model Village in Nyagatare was officially inaugurated at National level on 4th July 2020 Liberation day;
- II. Kivugiza/Nyaruguru District works progress completed at 94%

V.3. Housing Development

Housing development especially affordable housing was among top priorities for the housing sub-sector during 2019-2020 fiscal year. The prime objective was to acquire and service land for affordable housing and mobilize private investments for the development. The summary on on-going affordable housing projects is given by the table 2 below:

Figure 1: Progress against 2019-2020 projects

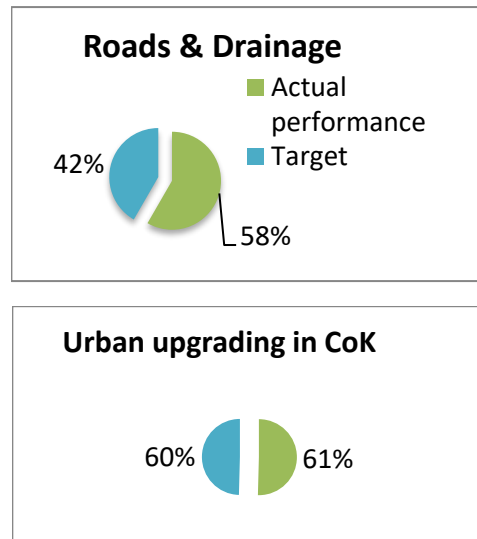


Table 2 : On-going Projects for Affordable Housing

No	Project	Developer	Progress of works
1	Busanza 1024 DU on 7ha	GC Investment	51.7%
2	Rugarama phase 1, 497 DU on 5.5ha	Remote group ltd	20.74%
4	Masaka , 278 DU on 5 Ha	Remote group ltd	7.1%
5	Batsinda II 548 DU on 10Ha	RSSB	21.9%

Note: Despite the efforts made by the government to mobilise private developers for affordable housing, there is still a gap in delivering affordable houses to low and middle income class. One challenge is insufficient budget to secure infrastructure subsidies to private developers; the second issue is related to mismatch between housing supply and demand capacities of buyers due to high cost of construction at current market. This creates critical attention to revitalise modalities for budgeting infrastructure provision and to create enabling environment which will help to cut down the cost of construction. So far, there is an inventory of land acquired by government, 33 ha in CoK and 42.76ha in six secondary cities waiting for developers.

In addition to the achievements in on-going projects, the process of private sector mobilisation was among the 2019-2020 priorities and it ended up with the following MoUs signed between RHA, CoK and developers:

- i. RHA and MAGIA developers signed MoU to develop affordable housing units (2600 DU) on 60 ha at Gahanga, waiting for CoK city council to take decision on land for expropriation.
- ii. Tripartite MoU was signed between RHA, CoK and ADHI to develop Affordable houses (2000 DU) on 35 Ha situated in Kigali Sector (Karama Site).

V.4. Government Asset Management

Different projects linked to Government assets and office management were under implementation. Here below is the status of implemented projects:

- i. Construction of National Archives is completed at 70%. This multi-store building will have the total floor area of 12,000 square meters with modern facilities for proper preservation of national archives.
- ii. High Commercial Court Building was completed and handed over and is now operational.
- iii. Construction of Bweyeye Border Post was completed and handover was completed in December 2019.
- iv. Sports infrastructure development in Districts was undertaken where 3 Stadia (Bugesera, Ngoma, and Nyagatare) were completed at 100% and now operational.
- v. Construction of Gatonde Hospital in Gakenke District is completed at 98%.
- vi. Construction of Gatunda Hospital in Nyagatare district is completed at 98.6%.

- vii. Construction of Munini Hospital in Nyaruguru district is completed at 62.9%.
- viii. Construction of Nyabikenke Hospital in Muhanga district is completed at 72.3%.
- ix. IRCAD Africa centre construction works are completed at 14.9%.
- x. Certified Analytical Mining Laboratory is progressing well with overall construction works completed at 78%.

V.5. Public Buildings Acquired to accommodate Government Institutions

- I. **A&P building** has been acquired at 100% and some government institutions are already working from there.
- II. **Albert supply building complex:** Its valuation report has been completed and contract negotiation is ongoing with the owner.
- III. **Gacuriro building:** The valuation report was completed and negotiations for its acquisition being initiated.

In addition to the above, in a bid to improve office working conditions, several public institutions have been resettled in more appropriate rented office buildings across the country. Most notable are institutions that were relocated to Secondary Cities and other towns outside Kigali.

V.6. Asbestos Eradication

In order to ensure health well-being of Rwandans, the framework contract for the complete removal and replacement of all asbestos materials from Government buildings was signed to in partnership with Reserve Force. To this end, 47,303.2 sqm of asbestos were safely removed from both public and private buildings. The cumulative asbestos removed is 1,144,766.2 m² (Government: 525,056.2 + Private: 619,710), out of 1,692,089.2 m² which is equivalent to 67.7% countrywide.

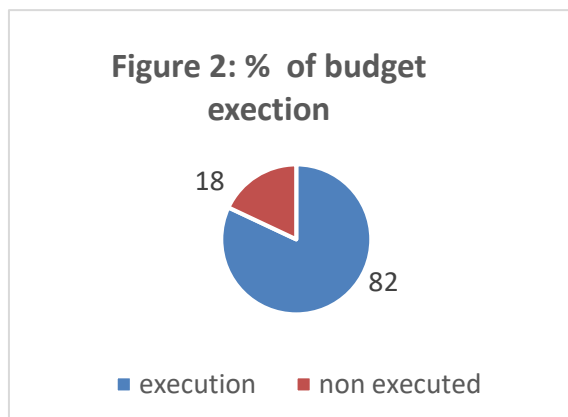
Furthermore, nineteen (19) Asbestos burial sites which were operationalized from the beginning of the project have been demarcated and their location (GPS coordinates) was sent to RNRA in order to incorporate them in LAIS as protected areas.

VI. KEY CHALLENGES ENCOUNTERED DURING IMPLEMENTATION OF 2019-2020 POLICY ACTIONS

- I. The low performance of some projects was mainly due to the outbreak of COVID – 19 that led to total lockdown in Rwanda as well as parts of the world which significantly affected the projects implementation plan. Some of the projects are yet to resume due to Travel restrictions by some countries.
- II. Heavy rains during the months of October 2019 to April 2020 also hindered progress on all infrastructure projects and affected the existing infrastructure as well leading to huge emergency works.
- III. Overriding expropriation issues have greatly impeded timely implementation of different projects. Some of the challenges involved are associated with lack of land titles, complaints and non-compliance by some landowners. This also goes along with the high expropriation costs due to violation of road reserves.

VII. BUDGET EXECUTION PERFORMANCE FOR 2019-2020 FISCAL YEAR

The overall budget execution of 2019/2020 is at 82%. Funds were disbursed in two main programs (1) Urbanization, housing and government asset management (34,687,792,904 Rwfs) where review of master plans, construction of IDP model villages and public buildings were main activities under this program, and (2) Housing Policy Development Monitoring and Evaluation (59,999,764 Rwfs) disbursed in conducting the baseline study to monitor SDG indicator and conducting awareness campaigns on urbanisation and rural settlement sector. More details on the 2019-2020 including programs and sub-programs are found in annex 2.1.



VIII. PRIORITY AREAS THAT WILL INFORM 2021-2022 FISCAL PLANNING AND BUDGETING PROCESS

The planning cycle for the fiscal year 2021/22 starts in October 2020 following issuance of the First Planning and Budget Call Circular by MINECOFIN, therefore urbanization and rural settlement sector proposes the following areas to inform 2021-2022 planning and budgeting process:

- I. Urban planning and development: This will reflect updating of master plans for District towns and enabling urban development through implementation of flagship projects.
- II. Rural settlement planning and development: planning of rural settlement sites and construction of IDP model villages will continue to be among the sector priorities.
- III. Inform settlement upgrading: Commissioning of studies to inform comprehensive upgrading of unplanned settlement and executing urban upgrading subprojects under urban development flagship projects.
- IV. Housing development: Affordable housing development will be supported through land bank process and infrastructure subsidies for affordable housing projects.

IX. PROGRESS AGAINST IMPLEMENTATION OF RECOMMENDATIONS FROM THE LAST JSR MEETING AND SUMMARY ON IMPLEMENTATION OF THE 2018/19 OFFICE OF THE AUDITOR GENERAL RECOMMENDATIONS.

The previous Forward Looking Joint Sector Review Meeting held in June 2020 presented eight (8) recommendations, four (4) of which were general and can be implemented progressively while the remaining were specific. The following table (table 3) indicates the implementation progress of the recommendations from the last JSR meeting:

Table 3: Progress against implementation of recommendations from the last JSR meeting

Agenda Item	Topics	Recommendation	Status
2020/2021 Forward Looking JSR Report	Sustainable Urbanization in Commonwealth countries	<ul style="list-style-type: none"> ✓ Urbanization Division to share the web link of planned sessions to SWG members to participate. ✓ Overall recommendations of the Commonwealth Sustainable Urbanization sessions to be considered in future planning. 	The web link was shared and recommendations (though still high-level) to be considered in planning where possible. A total of 19 events were held from June 24 th – 2 nd September attracting over 2000 participants from 44 Commonwealth countries and 44 non-commonwealth members with over 4000 unique views on the subjects discussed.
	Awareness and Policy Dissemination	<ul style="list-style-type: none"> ✓ Leverage the use of online platforms for dissemination of policies and studies. ✓ Initiate a joint partnership with CSOs and local NGOs to disseminate the right information to the population on Urbanization and Rural settlement sector 	The Ministry is updating its website to incorporate all its documents including policies, studies, strategizes, Reports among others to be uploaded and accessed by all stakeholders. Several online events with CSOs have been held, the most recent one being on GoR's informal settlement upgrading initiatives and role of CSOs.
	Overall Sector Coordination.	Fast track the recruitment and establishment of the Sector Coordination unit (U-SWAP) at MININFRA	ToRs for U-SWAP staff completed and recruitment is planned in December 2020 upon signature of financing agreement
AOB	Updates from Stakeholders on key achievements and ongoing / planned activities	The SWG members should make it a practice to share studies in the platform and when necessary to involve other members in the elaboration process.	Some stakeholders shared their respective studies (IGC and SDC/SKAT) soon to be uploaded on MININFRA website for public access and use
		Development partners were requested to share their respective planned activities including COVID-19 recovery plans. UHHD Division will undertake mapping of stakeholders' activities/focus areas	World Bank and GGGI managed to share their respective planned activities
		The meeting requested the MININFRA/RHA and RALGA to ensure the harmonization of Master Plans with physical plans under development by the 2 institutions	Meetings were held among MININFRA, RHA, COK, GGGI and RALGA and harmonized Master Plans with physical plans under development by the 2 institutions.

Regarding the implementation of 2018/19 Auditor General's recommendations, out of 25 audit recommendations, 15 were fully implemented, 5 partially implemented and 5 yet to be implemented.

X. UPDATE ON THE LATEST STATUS AGAINST THE SDG INDICATORS AND PLANS & STRATEGIES TO MONITOR THE ADDITIONAL SDG INDICATORS NOT YET REPORTED IN VNR

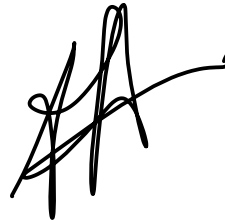
The sustainable development goal's indicators aligned to urbanization and human settlement sector falls under goal 11 "Make cities and human settlements inclusive, safe, resilient and sustainable". The following indicators were agreed to be reported by the sector:

- I. Proportion of population living in urban areas (% of urban population) : So far , the status is at 18.4 %
- II. Proportion of Urban population living in informal settlements or inadequate housing: Current status is at
- III. Average share of the built-up area of cities that is open space for public use for all: This indicator is not yet reported in VNR but the study for monitoring this indicator was commissioned and the consultant already submitted an inception report.

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