

Republic of Rwanda



Ministry of Infrastructure

3<sup>rd</sup>  
National  
Urban  
Forum  
Rwanda 2019



**THIRD NATIONAL URBAN FORUM (NUF3) REPORT**

6 – 7 February 2019  
Kigali, Rwanda  
Kigali Convention Centre (KCC)

**UN HABITAT**  
FOR A BETTER URBAN FUTURE



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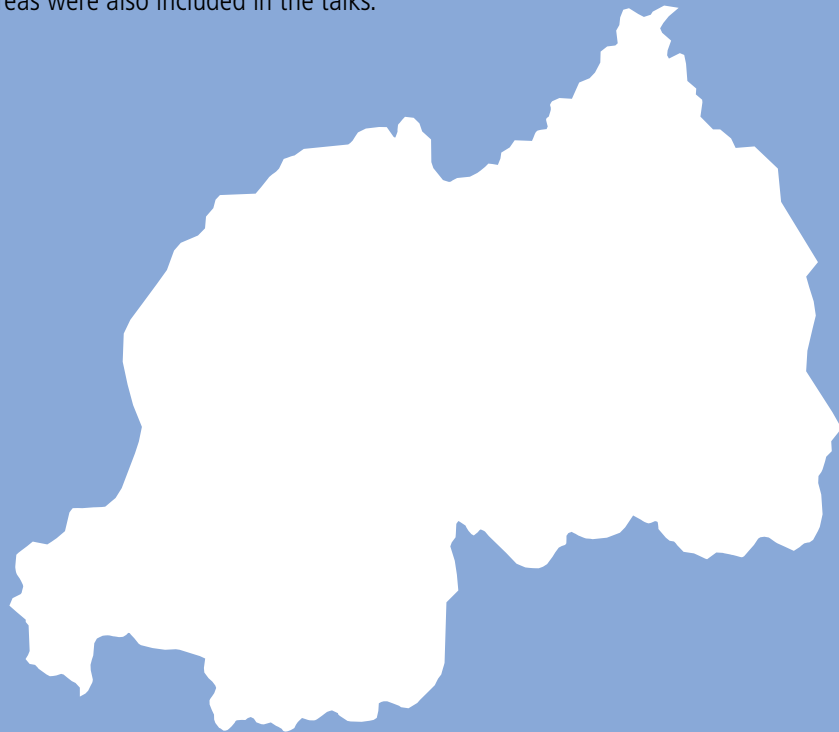
## ACKNOWLEDGEMENTS

The Third National Urban Forum was convened by the Government of Rwanda through its Ministry of Infrastructure (MININFRA) and is supported by a range of development partners, including the United Nations Human Settlements Programme (UN-Habitat), the World Bank (WB), the Rwanda Green Fund (FONERWA), the Global Green Growth Institute (GGGI), the International Growth Centre (IGC), Belgian Development Agency (Enabel) and ICLEI – Local Governments for Sustainability – Africa, SKAT Consulting Ltd. and Swiss Agency for Development and Corporation (SDC). The Ministry of Infrastructure would like to thank the urbanization and rural settlements sector stakeholders who supported the organisation of the forum and extends its gratitude to other government entities, development partners, civil society, professional bodies, academia and international experts, private sector and other stakeholders for actively participating therein.

## Executive Summary

As Rwanda draws up its long-term economic strategy to reach high-income status by 2050, it is investing into further increasing its urban dividend. While acknowledging urbanization as a driving force for economic growth, the country also understands the devastating consequences of unplanned development in its cities and recognises the necessity of mobilising key stakeholders to maintain momentum in this complex process.

The Third National Urban Forum (NUF3) was held from 6 to 7 February 2019 in Rwanda's capital city, Kigali. Organised and convened by the Rwandan Ministry of Infrastructure in collaboration with various stakeholders, it was the first major event since Habitat III (2016) and its antecedents, NUF1 and NUF2, to express national commitment towards the implementation of the New Urban Agenda in a contextualised local perspective. It was also the country's largest dedicated national urban platform to focus on discussing current issues related to affordable housing and unplanned settlement upgrading, urban participatory development approaches and local economic development. Green cities and climate change issues in urban areas were also included in the talks.



Under the main theme "Implementing the New Urban Agenda", the forum was a unique opportunity for a wide range of actors (including professionals, civil society, development partners, academia, government, UN agencies and other stakeholders) to meet and discuss urban-related issues, while Kigali was the ideal venue to host the event given its status as an emerging leader in green transformation, cleanliness, safety and good governance.

More than 3,000 participants from various backgrounds and various nationalities attended the event. High level participants included the Minister of Infrastructure, the Minister of Environment, the Executive Director of UN-Habitat, the UN Rwanda Resident Coordinator and the Mayor of the City of Kigali, World Bank country representatives and other development partners.

The Minister of Infrastructure, Honourable Claver Gatete, and the Executive Director of UN-Habitat, Ms. Maimunah Mohd Sharif, officially opened the forum. Thereafter, a high-level panel discussed the current status of urbanization in Rwanda and an assessment of the previous forum's recommendations before the remaining sessions began.

The forum included four main sessions organised around selected urban sub-themes, a breakfast meeting, two side events, an exhibition, an urban walk and a networking event. The session speakers were carefully selected from local and international urban experts, academicians and practitioners. The same rigorous procedure was applied to select the panellists whose function was to discuss the various topics, while an experienced moderator facilitated the sessions. Each session included a question and answer section to give the audience the opportunity to interact with members of the panel, and rapporteurs captured key outcomes and recommendations. The forum concluded with key policy recommendations around the four sub-themes of discussion presented in this report.





## Introduction

The National Conference on Urban Development, which was held in October 2007, strongly recommended that a National Urban Forum (NUF) be held every two years to track progress of the recommendations being implemented. Given the increasing importance of regional dynamics and localised contexts, it was also proposed that regional Urban Forums be held, as well as other periodic events that involve multiple national, regional and local governments and other stakeholders. As the first forum focused solely on urban development issues in Rwanda, it was designed to engage participants, who included government representatives and sector stakeholders, in finding solutions for poverty, good governance and challenges to sustainable urbanization and housing. It concluded that well-managed urbanization was an opportunity to promote job creation and sustainable economic growth and recommended that better aligning the country's public and private sectors could help urban residents' access new opportunities for wealth creation and economic prosperity.

The NUFs are multi-stakeholder platforms initiated by UN-Habitat to support sustainable urban development processes and debates at a national level, including informing national contributions and participation in global development strategies. Each NUF seeks to localise global agendas such as the New Urban Agenda, Agenda 2030: Sustainable Development Goals, Agenda 2063: The Africa We Want. Rwanda's national strategy, Economic Development for Poverty Reduction Strategy (EDPRS II), considers urbanization to be a key driver of economic transformation. The EDPRS II has been followed by the National Strategy for Transformation (NST 1), which includes three pillars of economic transformation, social transformation and transformational governance.

Rwanda's first National Urban Forum (NUF1) was held in July 2008, followed by the second National Urban Forum (NUF2) in September 2011. Both events convened a multi-stakeholder team comprising public and private development partners, civil society, academia and community-based organisations with the aim of engaging participants in results-based dialogues and identifying solutions to pressing issues related to human settlements and urbanization in Rwanda. Each NUF issued specific recommendations and priorities.



Following the success of the initial NUFs, the NUF3 was held from 6 to 7 February 2019 in Kigali, under the lead of the Ministry of Infrastructure of Rwanda (MININFRA), which is mandated to coordinate and oversee urban policies nationally. The forum was an opportunity to discuss current urban development issues related to sustainable development, affordable housing and unplanned settlement upgrading, urban participatory development approaches, a spatial development framework for Rwanda and local economic development. Participants also discussed climate change issues and green cities.

This report provides an overview of the discussions, outcomes and recommendations that resulted from by the NUF3 to guide and strengthen the implementation of Rwanda's National Urban Policy and its other urban development agendas.



## Objectives

The objective of the NUFs is to raise the profile of urban development issues at a national level, promoting inclusive debates towards improved sustainable urbanization strategies, policies and programmes. Specific objectives include, among others:

- Adding inclusivity to the urban development debate and related programming, promoting active participation, dialogue and consensus among all stakeholders;
- Providing broad-base and holistic substantive inputs to urban policies and programmes;
- Advocating and raising awareness on the relevance and effectiveness of policies and plans to an extended audience;
- Increasing understanding on sustainable urban development issues, including monitoring of national trends and impacts;
- Mobilising financial and political support to the National Urban Development processes;
- Enhancing capacity at national and local level through exchange of experiences and trainings.

## Expected outcomes

The expected outcomes of the forum are as follows:

- Integrated and cross-cutting approaches to enhance implementation of urban policies;
- Comprehensive recommendations on directions for future action;
- Identification of new partnerships for more effective implementation;
- A better understanding of how actors in different sectors can contribute to sustainable urbanization.

### Four Priority Themes of NUF3

1. City branding, cultural uniqueness, competitiveness for local economic development
2. Participatory urban/spatial planning and urban data
3. Affordable housing and unplanned settlements upgrading
4. Urban resilience, climate change and green cities

### Cross-cutting issues

1. Multi-level urban governance and coordination
2. Urban legislation and land management
3. Innovation for smart cities and social inclusion



**DAY 1 – FEBRUARY 6<sup>TH</sup>, 2019**

Registration

Opening Ceremony

High-level panel

Presentation of the current status of urbanization in Rwanda and assessment of the NUF2 recommendations

Coffee break

Session I: Part 1

City branding, cultural uniqueness, competitiveness for local economic development

Lunch break

Session II

Participatory urban/spatial planning and urban data

Coffee break

Side event I

Inclusive Cities Talk

Side event II

Spatial Development Framework for Rwanda

Cocktail

**DAY 2 – FEBRUARY 7<sup>TH</sup>, 2019**

Breakfast meeting

2nd Urban LEDS II-National Project Advisory Group meeting

Registration

Session III

Affordable housing and unplanned settlements upgrading

Coffee break

Session I: Part 2

Raising urban finance and attracting investment for job creation

Lunch break

Session IV

Urban resilience, climate change and green cities

Coffee break

Closing session

Recap: NUF3 recommendations and closing remarks



## Opening Ceremony



Ms. Maimunah Mohd Sharif Executive Director, UN-Habitat  
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*“This is the time to translate plans, strategies and policies into concrete deliverables in harmony in order to achieve the Sustainable Development Goals. Even an excellent strategic plan will stay in the cupboard if not translated into local action. We must therefore translate strategies and policies into plans, and measure the results to assess their impact.”*

**Ms Maimunah Mohd Sharif  
Executive Director, UN-Habitat**



Hon. Amb. Claver Gatete - Minister of Infrastructure  
© GGGI Rwanda

*“The Government of Rwanda has embraced urbanization as an engine of socio-economic development and sustainable human settlement and has an ambitious objective of reaching an urbanization rate of 35% by 2024, from 18.4% in 2017. To transform the economic geography of Rwanda and achieve balanced urbanization, the government is taking advantage of existing economic poles – secondary cities with strategic locations and economic performance trends to support, structure and balance the (entire) system of cities. This forum renders an opportunity to explore, identify and design appropriate policy solutions and interventions that can orient Rwanda’s urbanization process in a more integrated and impact-making approach with exchanged experiences and best practices elsewhere that offer good practical lessons for us.”*

**Hon. Amb. Claver Gatete  
Minister of Infrastructure**



Hon. Marie-Chantal Rwakazina Mayor, City of Kigali  
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*“The City of Kigali is the main gateway into and out of Rwanda, our biggest urban centre and an important venue for sharing ideas and learning from each other about urban developments. Different stakeholders and partners are all here playing a key role in implementing the urban planning agenda in Africa and around the world. We are sure that the two days of the meeting are going to be an opportunity to learn from one another’s experiences and we as the City of Kigali are proud as this is an exciting moment for the development path of our city, our country, and its six secondary cities.”*

**Hon. Marie-Chantal Rwakazina  
Mayor, City of Kigali**



## High-level panel

The high-level panel presentation on the status of urbanization in Rwanda was comprised of:

- Hon. Amb. Claver Gatete, Minister for Infrastructure, Government of Rwanda
- Maimunah Mohd Sharif, Executive Director, UN-Habitat
- Hon. Marie-Chantal Rwakazina, Mayor, Kigali City
- Fode Ndiyae, Resident Coordinator, UN Rwanda
- Yasser El-Gammal, Country Director, World Bank Rwanda



High-level panel - 3rd NUF  
© GGGI Rwanda

## Key points of discussion

Sustainable cities are clean, green and healthy. They enable sustainable urbanization and the benefits of urban life by enhancing labour productivity and interconnectivity in urban spaces. To become sustainable, cities in Rwanda must develop sufficient institutional capacity for long-term planning and partnerships, enhance urban mobility, diversify municipal income streams and develop innovative solutions to address the high costs of expropriation for the construction of services in already developed areas. It is crucial to develop partnerships for service delivery and engage in national and international knowledge networks to learn from inspiring practices. Ultimately, Rwanda should support city planners to “think locally, act globally.”

## Key outcomes

**1. Harness the urban dividend:** To reach middle income status and above, urbanization and industrialisation are necessary. Rwanda must find ways to harness the economic benefits of agglomeration whilst minimising the costs, including negative environmental and social impacts.

**2. Localise global agendas:** Global agendas including the New Urban Agenda, Agenda 2030: the Sustainable Development Goals, the Sendai Framework for Disaster Risk Reduction and the Paris Agreement, as well as regionally adopted agendas should be localised and used to guide the government in revising, developing and implementing its urban policies.

**3. Partner with and coordinate actions of all stakeholders:** Recognising the multi-sectoral nature of urbanization is of utmost importance - one entity should coordinate and facilitate relevant government, private sector and other stakeholders to implement urban development interventions. It is also important that local governments are sufficiently empowered to be part of the planning and implementation processes. Rwanda must continue to strengthen its existing partnerships to make its capital, secondary and satellite cities sustainable, efficient and inclusive, based on coordination between national, sub-national and international partners.

**4. Monitor progress on sustainable urbanization:** Rwanda should establish an urbanization think tank to analyse and monitor the economic, social and environmental performance of its cities. In the interim, established international metrics (such as UN Habitat’s City Prosperity Initiative Framework that tracks progress towards Sustainable Development Goal 11) should be used to monitor the economic, social and environmental performance of its cities.

**5. Urban mobility is key to sustainable urbanization:** It is important to continue to work to improve public transport and urban connectivity, and build a walkable, cyclable, green city.

**6. Local governance accountability & transparency:** Local governments will gain communities’ trust by engaging citizens in their planning, implementation and monitoring processes.



## Session I: City branding, cultural uniqueness, competitiveness for local economic development

### Introduction

City branding and cultural uniqueness have been identified as a means for Rwandan cities (primarily Kigali and the six secondary cities) to attract investment into and enhance their local economies. This can be undertaken by emphasising unique features such as their geographical location, local culture and natural resource endowments to translate these into productive investments that can bring social and economic benefits to residents. For such an exercise to be successful, raising finance to ensure the provision of basic urban infrastructure and adequate regulations, policies and legal frameworks is important, and this must be attained by means of sector joint planning and coordination, good governance and creating an enabling business environment.

### Objective of session

The session aimed to share expertise in this regard and facilitate discussions on best practices to localise them into the Rwandan context. It also served to explore methods to promote and finance economic development in Rwanda's urban areas through three lenses:

1. City branding and cultural uniqueness
2. Raising public and private financing to deliver urban infrastructure and services
3. Policy and coordination of the public and private sectors and of cities to deliver on economic development objectives

### Summary of session discussion

The Local Development Agency (LODA) pointed out that the brand names of Rwanda's six secondary cities had been identified in consultation with a range of stakeholders under the study "City Brand and Marketing Strategies for the Six Secondary Cities". The brand names are as follows:

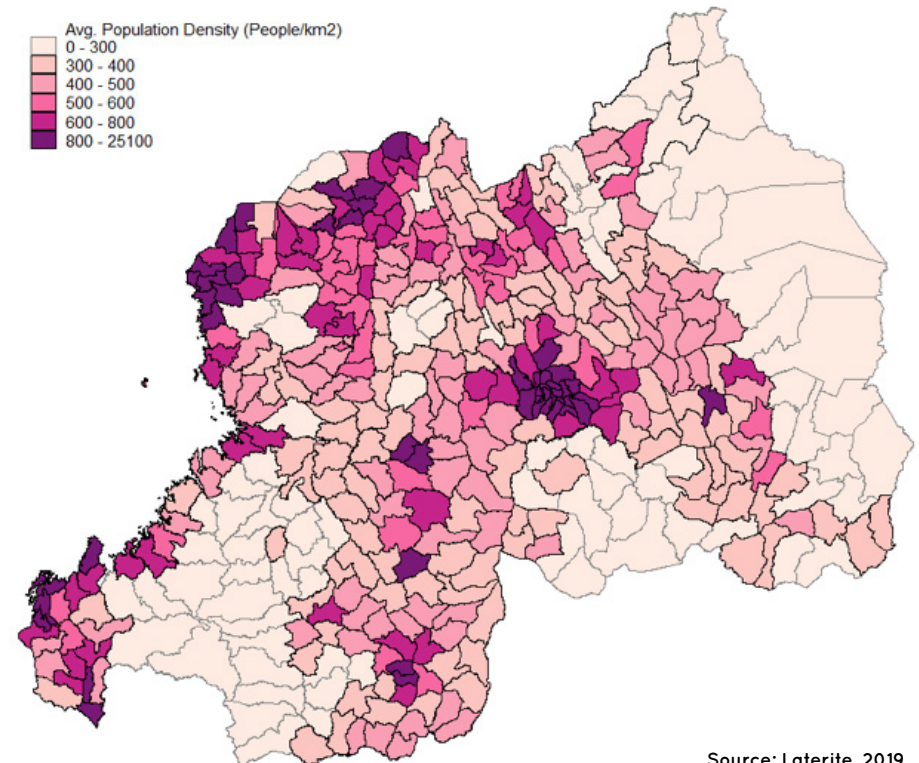
Secondary Cities	Proposed Brand Name	Other Proposals on Brand Names
Huye	A Hub for Education & Research	Culture, Agribusiness (Coffee)
Muhanga	A Center of Commercial Business	Quarry & Mining, Culture & Religion Tourism
Musanze	Volcanoes Gorilla Tourism City	Volcanic Rock, Agribusiness (Irish Potatoes)
Nyagatare	Granite stone city	Tourism, Agribusiness (Meat & Milk)
Rubavu	City of Leisure	Tourism, Cross Border Trade
Rusizi	Cross-Border Trade City	Tourism, Agribusiness (Rice)

The LODA stressed that the following enabling factors need be in place for the successful implementation of city branding and marketing strategies:

1. Strong economic linkages between each city and the secondary cities, Kigali and international cities
2. Basic infrastructure such as social amenities, housing, public transport, access to water and electricity
3. Visionary leadership and commitment
4. A long term integrated plan to develop each city in line with its branding

Economic geography of Rwandan cities: A brief on an International Growth Centre-funded study conducted by Laterite on the economic geography of Rwandan cities was presented where the map below shows Rwanda's population density – the darker the colour, the denser the population. In addition, there is both rural to urban and rural to rural migration, particularly in the east of the country.

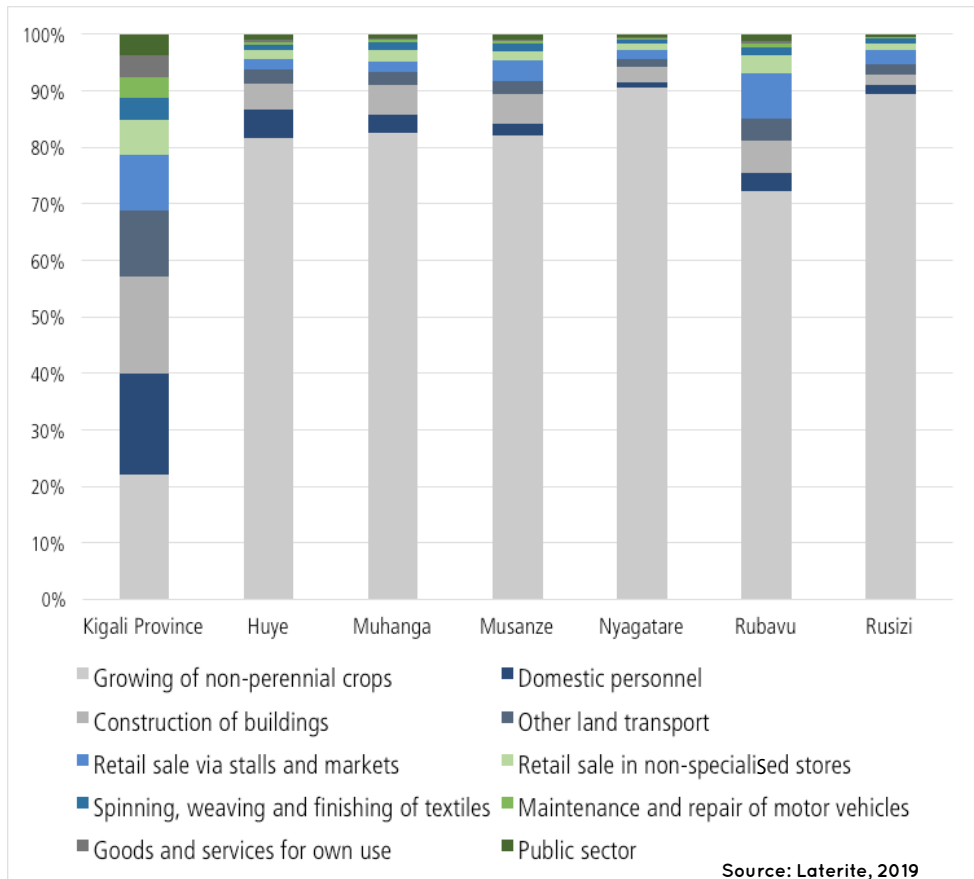
Population density of Rwanda



Source: Laterite, 2019

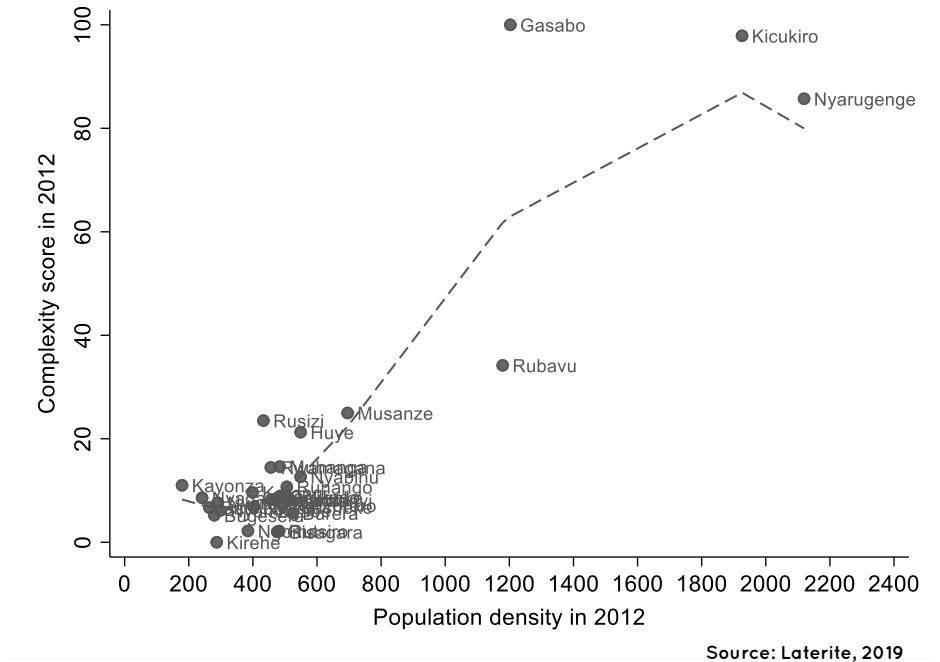
According to the study, Kigali has a large population compared to other Rwandan cities and has correspondingly larger formal business activities and non-micro firms (45 percent of non-micro firms are based in Kigali).

Moreover, its economy is unique in its diversity and complexity, as the following figure shows.



Evidence shows that the development of secondary cities is interlinked with the that of surrounding towns, emerging centres and rural areas (EICV 5). Kigali is a main source of specialist services and acts as a central hub for intra-Rwandan trade. It is also a very important supplier to businesses in different parts of the country. These individuals are particularly dependent on such trade.

The study stresses 'smart specialisation', which advocates a focus on economic activities that are rooted in the strengths of a location and recommends that this be undertaken with an appropriate, incremental increase in value and complexity. The following figure graphs population density against economic complexity. Rubavu stands out as a city with potential for more specialisation, as it seems likely to be more complex given its population density. The study predicts that it has the potential to grow the following services: financial, photographic, travel agency and tour operator activities.



## International best practice

**Cooperation and synergies between secondary cities in Guinea-Conakry and regenerating historic centres in Palestine:** In Guinea-Conakry, Enabel demonstrated the existence of an economic corridor of secondary cities leading to the capital city of Conakry. The agency's approach to development was one of co-production, involving all stakeholders, linking economic and spatial perspectives and working across administrative borders. It performed labour-intensive public works in the secondary cities of Guinea Conakry, mapping the value chains of specific sectors such as cattle breeding. Graphically represented, each of these chains takes on the appearance of tree roots in which all the lines of trade converge to the capital with little interaction between the secondary cities. Most of the added value is to be found in the capital city. Some examples of the resulting investments included leisure, tourism, paving of roads, storage, textiles, transport, irrigation, fishing and cattle breeding infrastructure.

As Palestine's historic centres are predominantly abandoned and not recognised as valuable, Enabel also undertook a historic city regeneration project in the West Bank. The agency aims to support Palestine's historical cultural significance by means of urban planning and physical development to support local government in their planning processes and the clustering of municipalities, and to foster local economic development by rebranding city centres. They typically begin their work by identifying strategic urban opportunities (which differ for every city), making an inventory of all assets, working on strategic development frameworks for the selected area/asset and selecting strategic projects. They conclude by compiling detailed urban plans which are then implemented.

Enabel recommends the specialisation of economic development by bringing together specialists from different disciplines and urban planning sectors. They also recommend building on assets and creativity by identifying strategic areas of intervention at an intermediate scale and across usual administrative boundaries. Enabel stresses the importance of historical buildings as key assets and contributors to national identity, and although Rwanda does not have any older urban fabric as such, it is important to map the country's historical heritage and identity-based assets so as to protect them and enable its cities to build on their uniqueness.

**Industrial Policy perspective on local economic development in Rwanda's cities:** The Ministry of Trade and Industry (MINICOM) discussed the 2011 Rwanda industrial policy which is now under review. They also mentioned that the government has developed a Special Economic Zone (SEZ) policy, which highlights key strategic objectives to increase Foreign Direct Investment and Domestic Investment, promote export growth diversification and contribute to off-farm jobs and income.

MINICOM recommended that coordination between public and private institutions be strengthened. They also pointed out the necessity for actors to prioritise economic objectives when conducting urban planning, zoning and land management tasks and when designing building regulations to target value chains at the heart of industrial job creation.

**Mobilising public and private urban finance:** The Ministry of Finance and Economic Planning (MINECOFIN) presented an overview of the new law establishing the revenue sources. MINECOFIN stressed the need for government to sensitise property owners to ensure compliance with the new law. The highlighted benefit of the new property tax also extends to (1) property owners when local governments use revenue from property taxes for infrastructure development and thus increase property values, (2) an increase in housing values leading to even more revenue from property taxes, (3) promotion of efficient land use and denser living arrangements which will reduce the amount of public investment needed to support housing developments, and (4) the tax being designed to encourage investment in commercial and industrial activities where the rates for commercial and industrial properties (0.1%) are lower than rates for residential properties (0.25%-1%) over the phase-in period.

### Best practices and strategies for increasing municipal revenues

As Rwanda is implementing a new property tax, IGC Rwanda conducted a presentation on its international experience in property tax to highlight lessons for the country. They stressed the importance of creating an efficient tax system, discussed how to improve the registration and valuation of properties and how to communicate effectively the new tax and build taxpayer morale. The presenter gave the example of Kampala in Uganda to show how its efforts to improve the management of its property tax (mostly through administrative reforms) led to twice the amount of revenue collected in three years. Kampala cut down on low return activities, focused its audits on large taxpayers, removed small nuisance taxpayers, automated tax payments and piloted a computer-aided valuation model.

To improve its valuation methods, Rwanda can consider new technology and simple based area methods such as those implemented by the mayor of the Columbian city of Bogota, which also instigated administrative reforms of its property taxes, registration and valuation, and invested in building capacity. The returns on the reforms were high. The City also implemented a tax ceiling to help taxpayers meet their tax responsibilities easily.

In Somaliland, satellite data and verification surveys were used to register 59,000 properties in eight months - an impressive gain from the 15,850 initially registered properties. The use of this technology led to a 250 percent increase in revenue.

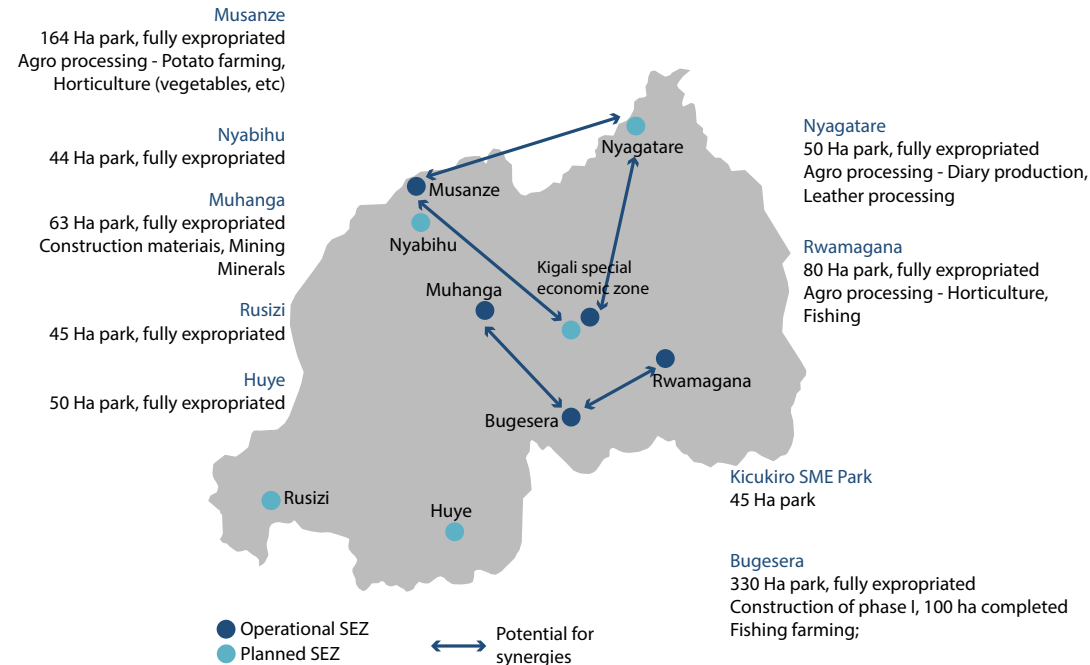
Lastly, communicating the new tax law to taxpayers is critical to enable them to understand how the property tax works and what the revenue is used for. The IGC Rwanda presenter used the example of Lagos in Nigeria to show how, in addition to holding community meetings to discuss property taxes, the local government channelled the tax into visible, popular investments and communicated the link between them. The city has since seen a fivefold increase in city revenues over 10 years and partly attributes this success to its communication strategy.

**Strategies for attracting investors:** The Rwanda Development Board (RDB) highlighted the various government strategies used to finance urban development. Currently, most industrial and business projects are situated in Kigali, with a total of 1,173 projects worth 9,470 million US dollars. These have created 128,179 jobs. In contrast, there are only 172 projects in the main secondary cities, creating an estimated 15,065 jobs. The government wants to address this distinct gap in financing and investment.

### TOTAL INVESTMENTS REGISTERED PER CITY



### NINE REGIONAL SEZS HAVE BEEN MAPPED AND LAND DEDICATED FOR DEVELOPMENT





The RDB noted that Rwanda is providing modern infrastructure, good governance and different tax incentive packages to further enable the business environment. The latter includes a 0 percent corporate income tax for international companies planning to set up regional headquarters in Rwanda and a 15 percent tax rate for businesses in strategic economic sectors such as energy, transport, affordable housing, ICT and financial services, as well as businesses that export more than 50% of their annual turnover of goods and services. In addition, nine regional SEZs have been earmarked, with Musanze, Muhanga, Bugesera, Rwamagana being operational as shown in the above figure.

Finally, the RDB stressed the necessity of spreading value chains across secondary cities and touched on the importance of infrastructure planning and improving coordination within government institutions in financing urban development.

**Public-Private Partnerships (PPPs) to finance urban infrastructure:** The Rebel Group pointed out the value of PPPs as new and best practice sources of finance. PPPs are efficient and effective, help realise more value from public assets and can shift hard infrastructure and utilities to social sectors. The group strongly recommended a competitive procurement process for PPPs, with each partner focusing on what they do best.

The group also urged Rwanda to elicit guidance on how PPPs can be applied at the local government level and stressed that institution capacity building to manage these partnerships is needed, particularly in local government institutions.

### Key outcomes

- **City branding and marketing strategies:** For city branding and marketing strategies to be successfully implemented, key enabling factors may include (1) strong economic linkages between cities, (2) the availability of basic infrastructure, (3) visionary leadership and commitment, and (4) long-term integrated planning. 'Smart specialisation' is necessary (economic activities rooted in the strengths of a location but within an appropriate, incremental increase in value and complexity).

- **Cooperation and synergies between cities and regenerating historic centres:** This should begin with identifying differing strategic opportunities in each city,

making an inventory of its assets, working on strategic development frameworks for the selected area/asset, selecting strategic projects, and creating and implementing detailed urban plans. The specialisation of economic development and using the services of specialists from different disciplines and sectors in the urban planning process is of great value. In addition, it is necessary to map each city's historical heritage and identity-based assets as these must ultimately be protected to enable cities to use them to differentiate themselves from each other and create a unique identity.

- **Coordination on industrial policy perspective on local economic development:** The forum participants highlighted the need to strengthen and implement the coordination pillar between public and private institutions in the National Urbanization Policy. They stressed that this should be undertaken by enhancing institutional capacity to manage urban development in a coordinated manner at all levels of governance. Sector actors need to prioritise economic objectives when planning, zoning and managing urban centres as well as when designing building regulations to target value chains at the heart of industrial job creation.

- **Awareness as strategy to increase municipal revenues:** Communicating the new tax law to taxpayers is critical to enable them to understand how the property tax works and what the revenue is used for. The example of Lagos in Nigeria was used to show how local government had channelled its property taxes into visible, popular investments and communicated the link between them. They had also held community meetings regarding the tax, with the result being a five-fold increase in City revenues over 10 years.

- **Public –Private Partnership (PPP) as best way to finance urban infrastructure:** PPPs can serve as new sources of finance that are efficient and effective, can help realise more value from public assets and shift hard infrastructure and utilities to social sectors. A competitive procurement process for PPPs is necessary, with each partner focussing on what they do best. Finally, guidance should be sought on how PPPs can be applied at the local government level, and in which way institution capacity building is needed, especially in local government institutions.



## Panellists

### City Branding and Cultural Uniqueness

1. **Mr Mike O'Doherty**, presenter (Country Manager, Laterite)
2. **Mr Saidi Sibomana**, presenter (Division Manager in charge of Local development Planning and M&E, Local Administrative Entities Development Agency, LODA)
3. **Mr Alexis Doucet**, presenter (International Technical Advisor, Enabel)
4. **Mr Jonas Munyurangabo**, presenter (Director General of Planning and M&E, Ministry of Trade and Industry, MINICOM)
5. **Ms Beatrice Uwamariya**, panelist (Mayor of Muhanga)
6. **Dr Robert Buckley**, panelist (Senior Fellow, International Affairs, the Milano School of International Affairs, Management and Urban Policy, The New School)
7. **Dr Josephine Malonza**, moderator (Lecturer, University of Rwanda)

### Raising Urban Finance and Attracting Investment for Job Creation

8. **Mr Jonathan Nzayikorera**, presenter (Head of Fiscal Decentralization Division, MINECOFIN)
9. **Ms Sally Murray**, presenter (Consultant, IGC)
10. **Mr Andreas Bertoldi or Christian Gable**, presenter (Title, Rebel Group)
11. **Ms Winnie Ngangure**, panelist (Head of Unit, Rwanda Development Board)
12. **Ms Louise Umutoni**, moderator (Public Financial Management Advisor, Department for International Development)



## Session II: Participatory urban/spatial planning and urban data

### Introduction

Developing countries are experiencing rapid rates of urbanization with various associated challenges. While Rwanda's Economic Development and Poverty Reduction Strategies (EDPRS I & II) have established its urban planning foundation with a focus on promoting urbanization with socially inclusive, environmentally sustainable and economically viable green integrated cities, the first National Strategy for Transformation (NST I) aims to update the master plans for secondary cities and other key towns to reflect their ambition to modernise.

In order to promote sustainable urban development for their anticipated rapid growth, it is necessary to create an effective participatory urban planning and development framework with reliable, accurate and timely urban data.

To focus and guide the debates, three sub-topics with their corresponding key questions had been prepared for discussion:

- The role of strategic spatial planning to achieve socio-economic transformation
- Participatory urban planning for inclusive growth
- Establishment of reliable urban data platforms

### Objective of session

The objective of this session was to explore national and international best practices related to participatory urban and spatial planning, and urban data collection and use for socio-economic transformation.

### Summary of session discussion

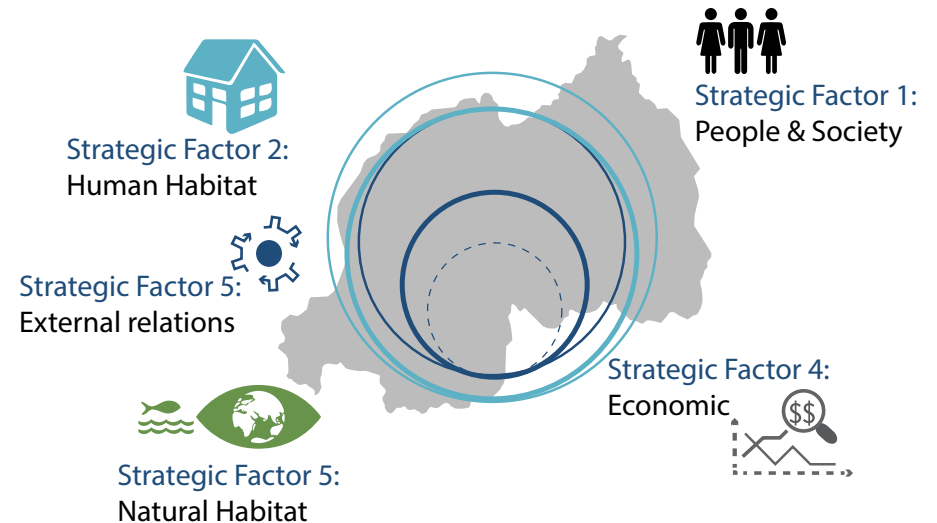
The participants agreed that the urbanization planning process for all Rwandan cities should be directed by strategic spatial planning that is based on reliable data, and that the participation and commitment of all key players is a necessity.

### Strategic spatial planning:

Although more than 75 percent of the Rwandan population is rural, the urban population is growing by more than 4.5% a year. Many low-income groups migrate

to Kigali and other urban centres in search of economic opportunities; this causes over-population and an over-concentration of functions, leading to urban sprawl and ever-growing informal settlements.

The first presentation highlighted the need for well-defined strategic spatial planning in land use management, and drew attention to the need for participation in the process by stressing the negative outcomes of uncoordinated and stand-alone planning. It also stressed the five strategic factors that make it participative. In the debate that followed, questions were raised on the main challenges and measures to ensure that all key stakeholders take an active role in spatial planning.

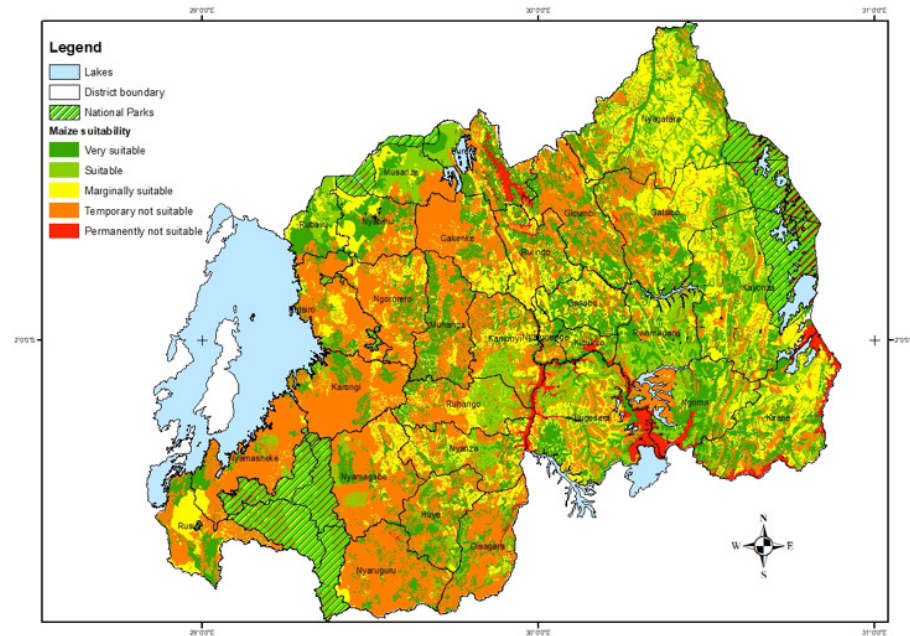


Strategic factors for participatory spatial planning  
© UN-Habitat

The following four challenges were also identified in the debate:

1. identifying key actors: it is fundamental to choose the key players in the process – those with technical knowledge of the area and those who unlock its social dynamics and recruit key actors;
2. co-ordinating stakeholders from every sector and gathering their knowledge and function inputs;
3. involving them throughout the whole strategic spatial planning process, gaining their trust and ensuring that they are proactive; and
4. ensuring that the results from the strategic spatial planning process are agreed and approved by all participants in order to guarantee their implementation.

Finally, the video explained the need to reassess planning and engage in a bottom-up stream. The moderator of the session summarized participation to be taking place at the centre of the interacting spheres of discourse, decisions and actions. Participation and access to informative data is equally important to all.



Spatial Analysis examples- Agriculture Land suitability  
 Source: Presentation NUF 3: Spatial analysis examples: agriculture land suitability by: Florian Nteziyayo MoE

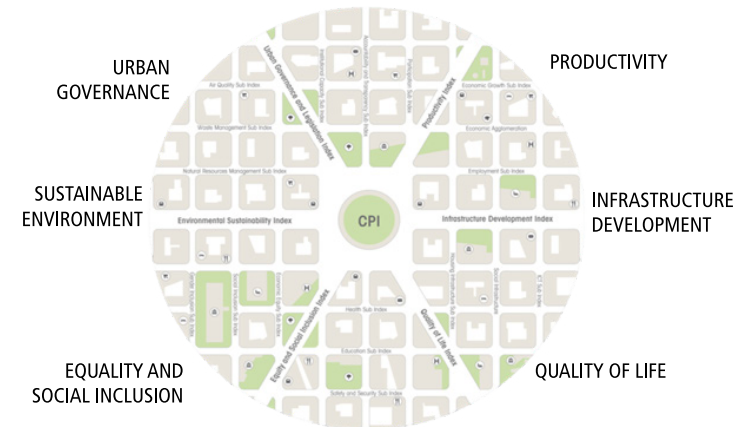
### Urban data

Cities in Rwanda lack reliable, accurate and timely data and information on planning processes at different scales. Such resources are vital to enable them to monitor the implementation of urban policies and strategies. There is a clear need to establish and maintain adequate data sets at the national level.

The first main challenge is related to the availability of data, some of which is disaggregated due to how the timeframes of data collection have been set. The second issue is that as the indicators are generalised, there are no urban contextualised indicators to facilitate the reporting exercise. The Third main problem is how stakeholders’ access and understand the data.

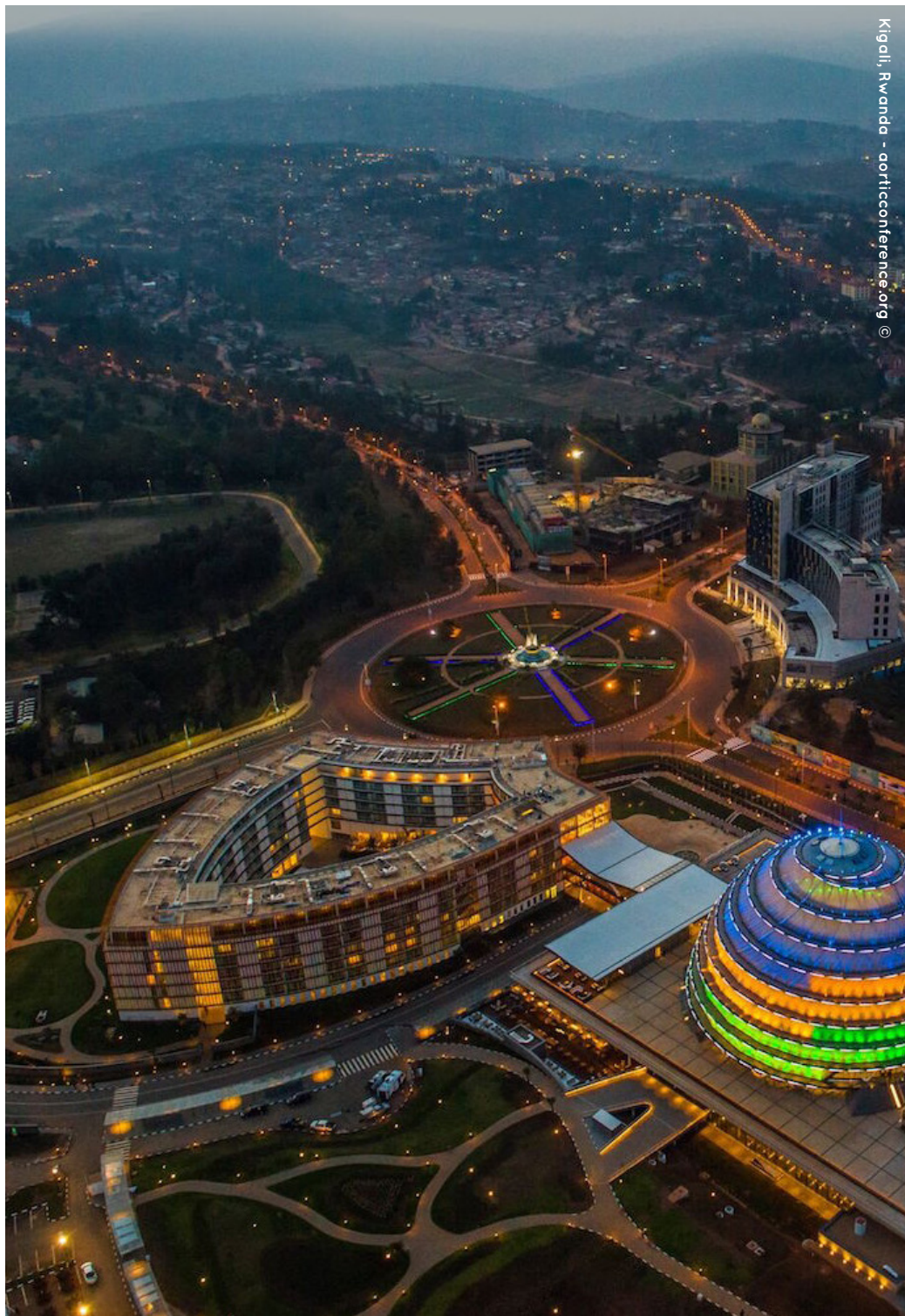
The forum discussed the role of the City Prosperity Index (CPI) which is a platform for urban data collection developed to formulate evidence-based decisions and monitoring for cities. It is based on six dimensions including productivity, infrastructure, quality of life, equality and social inclusion, environmental sustainability (e.g. pollution and waste management) and urban governance. The CPI is also a multi-purpose platform linked to the Sustainable Development Goals, especially SDG 11 (Make cities and human settlements inclusive, safe, resilient and sustainable) and can be used to remedy the urban data challenges. The Ministry of Infrastructure and UN-Habitat are working on localising the CPI to overcome the gap in urban data collection and analysis.

### THE WHEEL OF URBAN PROSPERITY A TOOL BASED ON SIX DIMENSIONS



The Wheel of Urban Prosperity  
 © UN-Habitat





Kigali, Rwanda - aorticconference.org ©

## Key outcomes

- **Participatory planning and access to informative data are equally important to all.** Participation applies to the entire process of planning (including data collection, implementation and monitoring). It should be at the centre of the interacting spheres of discourse, decisions and actions in engagements with communities and civil society on policy-making and implementation. There is also a need to improve bottom-up planning approaches.
- **Increase citizens' ownership of urban plans.** There is a need to match fast urban growth with increased public participation in urban planning processes. This must be led by local authorities who are equipped with proper means and capacities, and include different groups in the urban population, such as land owners, the urban poor, women and youth, civil society organisations, the media and academics etc. This will enable effective participation in the identification of problems and solutions at the neighbourhood level and allow citizens to have their say in decision-making, acquiring the benefit of full responsibility over the implementation of approved urban plans.
- **Inclusive representation in participatory planning.** To fully enable inclusive participation, new approaches are needed to understand the long-term consequences of current preferences by all and for all. Currently, representative bodies are not yet proportionally representative of society; for example, women and youth are underrepresented within them. Improved representation would facilitate a stronger participation by society as a whole, across all the stages, from prioritisation, planning, implementation and monitoring.
- **Data availability to all is essential to successful planning.** The question must be raised as to which data is information to whom and in which form and in which form it should be made available. The UN-Habitat City Prosperity Index was used as an example to illustrate the differentiation of indicators as it distinguishes between three tiers that are increasingly specific to local circumstances in member countries. Similar differentiation of data products as well as data sources could be a valuable step for Rwanda's data infrastructure community. Disaggregated data, including community generated data and information, should be collected to inform policy decisions and implementation approaches.
- **Improve coordination.** Recognising the multi-sectoral nature of urbanization is of utmost importance - one entity should coordinate and facilitate relevant government, private sector and other stakeholders to implement urban development interventions. It is also important that local governments are sufficiently empowered to be part of the planning and implementation process.



## Panellists

### Participatory urban/spatial planning and urban data

1. Dr Donatien Beguy (Research and Data Specialist, UN-Habitat)
2. Mr Florien Nteziryayo (Land Use Planning and Monitoring Specialist, Ministry of Environment)
3. Mr Ivan Murenzi (Deputy Director General, National Institute of Statistics of Rwanda)
4. Mr Augustin Kampayana (Head, Human Settlement Planning and Development Department, Rwanda Housing Authority)
5. Ms Annie Kairaba (CEO, Rwanda Initiative for Sustainable Development)
6. Mr Luc Boerboom (Assistant Professor, University of Twente)
7. Mr Roi Chiti (Coordinator of Global Advocacy Platforms, UN-Habitat)





## Session III: Affordable housing and unplanned settlements upgrading

### Introduction

According to the New Urban Agenda published by United Nations in 2016, housing is at the centre of sustainable urban development. Adequate housing is associated with access to basic and social services, income and saving capacity, availability of infrastructure, land prices, cost of construction, location, etc. In Rwanda, there is an urgent need to widen the range of housing development options for low-income groups (who represent the majority), and to increase levels of affordability. Failing to provide concrete solutions for these groups will inexorably lead to the increase of informal settlements, which too often represent the only viable option for the urban poor.

### Session objective

The overall objective of the session was to debate issues related to “Affordable housing and informal settlements upgrading” by sharing knowledge, best practices and available tools and solutions. It was intended to serve as a platform to better understand how actors in different sectors can and need to contribute to address these problems. The participants proposed integrated and crosscutting approaches to enhance results with comprehensive recommendations for future action.

### Summary of the session discussion

The discussions were mainly on achieving affordable housing development mechanisms and informal settlement upgrading strategies and initiatives. There was a focus was on the latter’s causes and global best practices that could be applied in Rwanda. The talks also covered the housing market situation, affordability for low-income groups and best examples of incremental affordable housing.

## Housing and Informal Settlement Upgrading in the XXI Century: Best Practice for Whom?

The historical evolution of habitat approaches is divided into four phases: 1950-1970 Post-war; 1970-80 Habitat I (1976); 1980-1996 Habitat III (1996); and 1996-2016 Habitat III (2016).

Current alternative models with examples from Ethiopia, Colombia, India and Singapore, and lessons learned from these cases were explored as follows:

- Massive housing must complement unplanned settlement upgrading (condominium in Addis Ababa, Ethiopia)
  - Transport, basic urban services and land markets are key for inclusion (Curitiba, Brazil)
  - Community organisation protect the most vulnerable (Ahmedabad Municipal Corporation, India)
  - Rental housing income generation schemes avoid gentrification (Singapore)

The session also focused on challenges and opportunities in Kigali and addressed issues such as the extent to which the City Master Plan promotes higher densities, and the extent to which unplanned settlements have different typologies requiring tailored habitat approaches.

The key lesson learned was that habitat is key to fighting poverty given that flexible, incremental housing and planning can host vulnerable populations. Innovative instruments are needed for participatory planning.

### Rwandan Housing Assistance: Jiu Jitsu not Sumo Wrestling

The emphasis was that housing assistance and related policies must be nimble, flexible and adaptable. The success of upgrading is determined by four broader issues:

- Spatial: the question here is *where* to invest in upgrading? Studies have shown that for equality, productivity and demand-responsiveness, the government should focus on Kigali- it is the growth centre of the country, and it is also optimal in terms of connectivity (it pays to upgrade at a higher level of density).
- Financial: the question here is *how*? Housing finance is extraordinarily important

and has huge potential for the overall economy. Housing finance innovation can make a significant impact on the economy.

- Tenure concerns: the question *why*? Since Kigali is a city of renters, the question is who the beneficiary of subsidies is and how should they be structured, as well as how issues such as flooring and sanitation can be addressed.
- Fiscal issues: the question here is *who*? Making housing more affordable is a primary reason to subsidise housing because movement to high productivity cities can both enhance economic growth and contribute *making cities more inclusive*.

For the individual, the urbanization process is a highly disruptive one involving migration, job changes and different ways of living. At the same time, it is almost impossible for government to prevent the process, and very risky to redirect it. Urbanization is an essential step to achieving Rwanda's aspirations for middle-income status. Because the process is inexorable, spontaneous and large-scale, the government's role must be nimble and targeted, rather than rigid and uniform. Upgrading and incremental improvement can be a very important part of this responsiveness. Rwanda is making significant progress conceptually, in terms of articulating policies, and now needs to overcome the challenges of implementing them.

Upgrading, sites and services are complementary instruments. When cities are growing rapidly it is necessary to build new housing that is serviced, affordable and accessible. It is also necessary to upgrade basic stock. The next question pertains to tenure concerns: the majority of households in Kigali are rented, which raises the question of who should benefit from government-subsidised housing. It was noted that subsidies that also benefit renters could be considered. Two important potential subsidies for social welfare that might be considered are flooring and sanitation. Some cities have rigid Master Plans that drive up housing costs, and it is therefore imperative to make Kigali's Master Plan flexible.

### Upgrading in Rwanda: Addressing the Challenges of Neighbourhood Transformation in African Cities: A Case Study of Mpazi Informal Settlement Upgrading

Affordable housing is a key need in Rwanda. As only 10 to 20% of Rwandans can afford formal housing, the remainder have created unplanned settlements that are vulnerable and face many challenges. In addition, there are insufficient builders who can build appropriate buildings and little industry fuelling urban growth.

The government's use of a Swiss-funded redevelopment in SKAT technology was raised as a possible solution insofar as it optimises the use of local materials through an affordable and efficient design called the 'Swiss cube model'. This can be stacked to meet densification needs and makes it possible for owners to generate rental income. Each unit can be adapted to slopes and has access to an outdoor space, which is culturally important in Rwanda.

Job creation is a key component of this project, with over 100,000 jobs that could be created if Rwandans produce all the bricks needed for formal housing.



*Ongoing affordable housing initiatives and affordable housing techniques in Rwanda*

**WHY AFFORDABLE HOUSING?** The Government of Rwanda aims to increase the number of urban settlers to 35 percent by 2024. In Kigali, the number of households could increase from 300,000 (2015) to more than 700,000 (2032), which means that at least 415,000 houses will need to be built to cater for this rapid growth. About 70 percent of the population comprises low and middle income communities, and it is thus necessary to provide sufficient housing stock, ensure that land is used properly in urban areas and prevent the development of informal settlements.

There is also a need to provide an Affordable Housing that targets low- and medium-income communities earning between US\$200 and US\$1,300 or RWF200,000 to RWF1,200,000 per month. Housing should not consume more than 30 percent of a household's monthly income, regardless of whether the individual purchases, rents or rents to own. Housing typologies of apartments of 1 to 3 bed, halls and kitchen

with floor areas ranging from 30 to 95 sqm are sold at RWF 5 million (\$6,000) to RWF 35 million (\$40,000) respectively.

Progress towards implementing the above programme and programme achievements thus far include a new housing policy, approval of the Prime Minister's instructions determining government support to the developers, and the implementation of pilot projects. Some of these pilot projects were presented at the session, including those in Busanza I, Kinyinya, and Kabuga.



The government has embarked on initiatives such as the Affordable Housing Fund to enable home buyers to access long-term mortgages, adopted innovative and affordable housing technologies and promoted the use of local construction materials. The government also supports the Affordable Housing Programme by assisting developers in accessing developable land, providing basic infrastructure, reducing corporate income tax and facilitating cheap mortgages/loans through the Housing Fund.

Affordable housing is deemed attractive for investment due to the high demand for houses, need for new building materials and construction technologies, informal settlement upgrading (such as the Mpazi example) and project financing.

## Affordable housing as a strategy for sustainable unplanned settlements upgrading

The aim of this particular presentation was to connect the upgrading of unplanned settlements to affordable housing. The resulting discussion covered the ultimate goal of affordable and adequate housing – building cities and the fundamental right to adequate housing and its seven components:



A presentation on the results of a global survey of 200 cities revealed that housing is unaffordable in most of them, regardless of GDP and/or rental and purchasing options. This lack of affordable housing increases informal urbanization and the growth of unplanned settlements. The following five policies to bring housing options to scale were presented:

### Five policies to bring housing options to scale

- 1. Improvement**, upgrading and regularization of existing slums must go **hand-in-hand** with **housing at the center** of urban policies and strategies leading to a well-performing housing sector and housing supply at scale in diversity of price, location, size, standard and typology;
- 2. Unlock land** for housing: serviced land supply at scale;
- 3. City-wide slum upgrading**: from projects to programme with a menu of interventions that includes streets, urban planning, citizen participation, mapping, infrastructure, land allocation, security of tenure, economic development, etc.
- 4. Unlocking housing finance**: different forms of self-financing e.g. property tax, plus-valia, value capture, TRD
- 5. Data & information**: knowledge and indicators to sustain evidence-based policies

Finally, the UN-Habitat's Street Led City Wide Unplanned Settlement Upgrading project was presented, and examples of the upgrading approach that had been followed were given from Zimbabwe, Brazil and other countries. The example of how Singapore and the Netherlands put housing at the centre of urban policy was described, and the key lessons learned were presented as follows:

#### Key lessons from the Netherlands

1. Legal provision (1901 Housing Act)
2. Government funding and guarantees
3. Self-regulated sector of housing associations (private entities that build for the public good)
4. Promotion of social rental sector to enable access to affordable housing by those who cannot find it through the market

#### Key lessons from Singapore

1. Legal provision for land supply
2. Housing Fund guarantees to housing finance
3. Strong link between urban planning, land allocation and housing development
4. Promotion of the housing sector as a wealth generator

Rental housing demand has not yet been profiled and "Rent to Own" and "Affordable Houses for Purchase" schemes are in the housing sector business plan that was prepared in consultation with the partners. However, their implementation remains to be planned, and funds need to be mobilised.

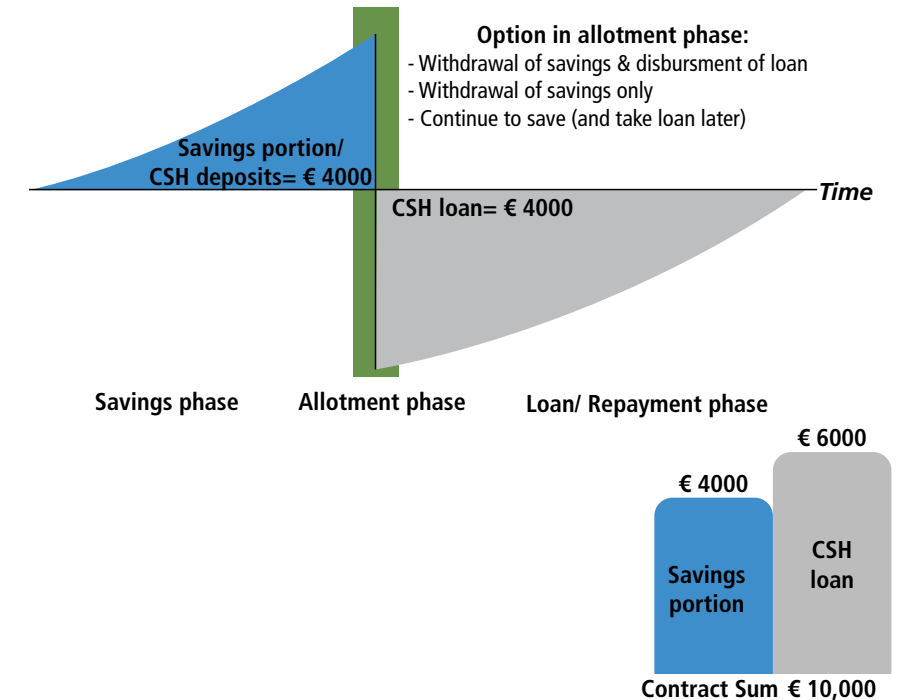
The discussions revealed that Rwandan incomes are low and housing prices are high and emphasised the need for community participation in planning for housing affordability. Brazil was raised as an example on how to bring the housing supply to the poorest through community mobilisation, and it was concluded that a combination of many different elements is necessary, requiring a holistic approach.

#### Contractual savings for housing: how they work

Barriers to accessing low-income households to access the formal finance system include: irregular and informal incomes; the lack of formal legal titles (which translates to nil collateral security); the problem of being perceived as high-risk (which raises interest rates); a lack of accessible bank offices; high-lending fees and minimum requirements; and credit or banking history problems.

The fundamentals of Contractual Savings for Housing (CSH) are that poor people are often able to save, and, completion of savings phases are linked to the right to receive a loan.

#### Contractual savings for housing: how it works



Some of the unique selling points of contractual savings for housing are fixed interest rates on deposits and loans that are usually below capital market rates, and the waiving of interest in the savings phase, which is 'option premium' for the customer for a guaranteed low fixed interest rate in the loan phase. Some of the other advantages include unlocking the savings of the poor for funding, attractively priced small loans, higher down payments (which translate to less risk), no pre-payment penalties and the scheme's ability to function in informal environments.

Contractual savings for housing systems were introduced in Slovakia (1992), Czech Republic (1993), Hungary (1997), Croatia (1998), Kazakhstan (2003) and Romania (2004). They have been used to help kick-start housing finance markets and to drive down mortgage rates. For instance, in Slovakia (1992), a five-year treasury yield was 21.30 percent. Contractual savings for housing plans were offered with an interest rate of six percent for housing loans and three percent for savings.



## Key outcomes

- **Leverage communities' economic and social contributions:** The government should use participatory planning and incremental upgrading activities to evaluate the in-kind or financial contributions that can be made by communities and neighbourhoods when conceptualising housing projects.
- **Active promotion of densification:** The government should continue to promote and incentivise mixed-use multi-storied building solutions to ensure the proximity of infrastructure services, housing affordability and proper land management.
- **Link affordable housing and informal settlement upgrading:** The issues of unplanned settlement upgrading and affordable housing are inherently interconnected and should not be addressed in isolation. Improvement, upgrading and regularisation of existing unplanned settlements must be undertaken hand-in-hand with affordable housing, especially in the crafting of urban policies and strategies.
- **Promote *in situ* upgrading of informal settlement:** When upgrading unplanned settlements, it is possible and beneficial to conduct *in situ* upgrading and avoid involuntary resettlement so as not to cause those who have been resettled to lose their livelihoods. It is also essential that the issue of human dignity is considered in both unplanned settlements upgrading and affordable housing.
- **Prioritise upgrading and social housing investments that benefit tenants and owners:** For example, the government might consider investing in hard floors and improved sanitation because research shows that these have a range of positive socio-economic outcomes not only for the owners but for the occupants.
- **Stimulate both the demand and supply sides of the affordable housing market:** Initiatives to promote affordable housing such as cost-reducing measures, incentives, subsidies and financing should consider both the supply and demand-side elements.



Newly constructed road in Ngarugenge District, Kigali, Rwanda © Ilija Gubic



## Panellists

### Informal Settlement Upgrading

1. Mr Fernando Murillo, Senior Consultant, UN-Habitat
2. Prof. Robert Buckley, Senior Fellow, International Affairs, the Milano School of International Affairs, Management and Urban Policy, The New School
3. Ms Fatou Dieye, Managing Director, Skat Consulting Ltd.
4. Mr Jean D'Armour Rwunguko, Acting City Engineer, City of Kigali
5. Mrs Helene Carlsson Rex, Program Leader for Sustainable Development, World Bank
6. Mr Edward Kyazze, Division Manager, MININFRA (Moderator)

### Affordable housing

8. Mr Leopold Uwimana, Head of Department, Rwanda Housing Authority
9. Mr. Mark Weinrich, Manager, Association of German Contractual Savings Institutions for Housing, and Secretary General, International Union for Housing Finance)
10. Mr. Claudio Acioly, Senior Housing and Urban Management Expert, UN-Habitat
11. Ms Regina Mukabasinga, Senior Management, Special Projects and Infrastructure, Rwanda Development Bank, BRD
12. Mr Charles Haba Managing Director, Century Real Estate (Moderator)



Model social housing complex in Karama, Kigali, Rwanda © Dheeraj Arrabothu

## Session IV: Urban resilience, climate change & green cities

### Introduction

At the opening of the session The Honorable Mr Vincent Biruta, addressed the audience as follows:

“Rwanda, as the most densely populated nation on the continent, and with citizens moving into cities at a rate more than twice the global average (should not) only ... discuss best practices in urbanization, but implement them as well. By working together, sharing experiences and putting the environment at the heart of our urban development, I am confident we can achieve our green growth goals. Discussions give us useful insights to develop resilient urban environments (and) green cities in Rwanda.”

**Mr Vincent Biruta,  
Minister of Environment**



Mr Vincent Biruta, Minister of Environment  
© GGGI Rwanda

*A complete copy of the Minister's full speech is available on the Ministry of Infrastructure's website.*

### Session objective

The session discussed the urgent issues of urban resilience, green urban development, the impacts of climate change such as flooding, landslides, erosion, and adaptation and mitigation measures. It concluded with recommendations for programmes and actions aimed at getting Rwandan cities on the right path towards green growth and increased urban climate resilience.

## Summary of the session discussion

Climate warming has increased the frequency of extreme weather events that have a severe and often tragic impact on the lives of Rwandans. These natural disasters include floods and landslides and are set to increase, unless the country's cities build and retrofit in ways that are more attuned to nature and design, and more resilient to climate change. According to the World Bank, 42 percent of economic losses in the housing sector in countries such as Rwanda are due to flooding. Without significant investment to make cities throughout the world more resilient, it is predicted that by 2030 natural disasters may cost US \$314 billion a year. To counter this threat, Rwanda has the necessary policies and strategies in place with clear plans of action. These plans localise and are aligned with the Paris Agreement, the Sustainable Development Goals, and Agenda 2063. Rwanda is now ready to start upscaling and speeding up the implementation of these policies, with cities playing a key role in their implementation. This will require increased collaboration between government ministries, cities and institutions, in addition to raising more awareness in communities about building safe structures and settlements.

There are many economic and financial models and mechanisms available to the government to increase the implementation of resilient urban development and create green jobs. These include taxes and penalties for pollution control, green bonds to pool private sector investment, and PPPs for energy efficiency. By harnessing these mechanisms, government and non-governmental stakeholders can play a role in implementing climate change mitigation measures.

The panellists also discussed ways to protect the country's wetlands so as to discourage and relocate unplanned and unregulated economic activities and construction. Such measures are necessary to prevent their destruction during flooding and to protect them from encroachment. It was agreed that joint strategic planning is needed to manage, channel and store water, including ground water, surface water and rain water, to improve flood management, reduce the environmental risk to the country's cities and improve its water supply.

Green cities become climate resilient by being innovative, prosperous, bankable, liveable, inclusive and pro-poor. Planning for green cities is about fulfilling national and international obligations to which the government has committed. Over the past few years, the Rwandan government has increased its efforts to rehabilitate the country's wetlands, invest in artificial lakes for storm water management, and create

inclusive green public spaces. As it continues in these efforts, it is necessary to use more local skills and materials to support the country's green economy.

The panel discussed its recent experiences revising master plans for Rwanda's secondary cities, which included the deployment of teams to mainstream green growth principles into urban planning and management. The revision process took into consideration the management of solid and liquid waste, storm water management, urban air quality and environmental protection, sustainable mobility, renewable energy and green practices in building and construction. In addition, the government met with stakeholders who had worked on green buildings in recognition of the necessity to transform the way in which buildings are designed, built, operated and occupied. Panellists from the private construction sector stressed the need to use sustainable local construction materials paired with smart and efficient designs.

The country will need to mobilise green and climate finance and transform the way it manages and accounts for cities' assets if it is to successfully execute ambitious green growth-related infrastructure projects.

Green cities must implement solutions for the future and be designed to generate green employment opportunities (especially for young people). They should improve their waste management and recycling practices and be able to financially sustain green initiatives. Given the high proportion of young people in Rwanda's population, the government will need to invest in and support them to encourage entrepreneurship and create green jobs.



Public open space at the University of Rwanda Campus, Kigali, Rwanda © Ilija Gubic

## Key outcomes

- **Protect and enhance wetlands and public urban green spaces:** Unplanned and unregulated economic activities and construction in city wetlands must be discouraged and relocated to prevent their destruction during flooding and protect them from encroachment. Investments in flood management infrastructure will rehabilitate the wetlands. Where appropriate, urban wetlands could be transformed into green public spaces. The government must provide universal access to safe, inclusive, accessible and green public spaces in cities.

- **Sustainable management of water and land to improve resource security and prevent disasters:** Rwanda needs joint strategic planning to manage, channel and store water, including ground water, surface water and rain water, to improve flood management and reduce environmental risks to cities. Strategically planting more urban vegetation cover (from households to city levels) would ensure Greenhouse Gas (GHG) absorption, help prevent landslides and floods and improve the country's microclimate.

- **Embed green growth principles in urban development:** The government needs to mainstream green growth principles into urban planning and management. The master plan revision process for Rwanda's cities needs to take into consideration the management of solid and liquid waste, storm water, urban air quality and environmental protection, sustainable mobility (transport), renewable energy and green practices in building and construction. The participation of female and youth groups and other previously underrepresented stakeholders in the planning process is crucial. Inclusive decision-making and governance will ensure meaningful implementation of the New Urban Agenda. As decentralisation processes continue, districts will have an increasingly important role to play in implementing green cities and sustainable development.

- **Design, construct, and operate green buildings:** Rwanda must transform the way it designs, builds, operates and occupies buildings. The government should promote the use of sustainable local construction materials paired with smart, efficient designs, while raising awareness about the benefits of sustainable behaviour by occupants. It should also promote the design and construction of green buildings and support young entrepreneurs working with sustainable local construction materials.

- **Mobilise green and climate finance for implementation:** Rwanda also needs to transform the way it manages and accounts for its cities' assets. Given the power of the capital market to mobilise international finance and strengthen existing finance

vehicles (for example real estate investment trusts), government should consider promoting green bonds as an urban financing mechanism. Cities should develop bankable green projects for green buildings and mobilise funds through existing vehicles, including those for climate finance. Supporting entrepreneurs to develop green jobs should be central to the projects and the financial solutions that are sought.

## Session speakers

### Sub-session on urban Resilience and climate change

#### Presenters

**Mr Faustin Munyazikwiye**, Deputy Director General, Rwanda Environment Management Authority (REMA)

**Mr Alexis Doucet**, Representative, Belgian Development Agency (ENABEL)

#### Panellists

**Ms Juliete Kabera**, moderator (Director General, Ministry of Environment)

**Mr Alphonse Hishamunda**, Acting Director at the Ministry of Emergency Management (MINEMA)

**Mr Hubert Ruzibiza**, Chief Executive Officer, Rwanda Green Fund (FONERWA)

**Mr Pablo Benitez**, Senior Environmental Economist, World Bank (WB)

**Ms Tara Caetano**, Senior Professional Officer, Local Governments for Sustainability (ICLEI Africa)

**Ms Coletha U. Ruhamy**, Director General, Rwanda Environment Management Authority (REMA).

### Sub-session on green cities

#### Presenters

**Mr Daniel Ogonnaya**, Programme Lead, Global Green Growth Institute (GGGI)

#### Panellists

Moderator: **Mr Enrico Morriello**, Principal Planner, Surbana Jurong Planning Group;

**Mr Daniel Ogonnaya**, Programme Lead, Global Green Growth Institute (GGGI);

**Ms Noella Nibakuze**, Associate, MASS Design Group;

**Ms Ineza Grace Umehoza**, Founder of Green Fighters;

**Mr David Kinzuzi**, Founder, My Green Home.



## SIDE EVENTS

### Inclusive Cities Talk

In partnership with the Ministry of Infrastructure, the Global Green Growth Institute (GGGI) held a side event known as the Inclusive Cities Talk, an initiative that GGGI Rwanda introduced in 2018 to mainstream issues relating to social inclusivity in urban development discussions. The event featured a guest speaker, Executive Director of UN-Habitat, Ms Maimunah Mohd Sharif, who shared her experience as Mayor of Penang Island in Malaysia. Ms Sharif discussed the benefits of planning and managing a city by including all community members at different levels and told her captivated audience that she had initiated her tenure as mayor by taking the time to walk through the city for a personal overview of its needs. Prior to her appointment in the role, Ms Sharif was the first woman to be appointed as President of the Municipal Council of Seberan Perai, where she worked to achieve their vision of a 'cleaner, greener, safer and healthier place to work, live, invest and play', which as she pointed out, was similar to her impressions of Kigali during her visit. Ms Sharif then spoke about Gender Responsive Participatory Budgeting (GRP) as a tool to mainstream gender issues into budgetary and development policy and planning. She urged women and youth groups to participate in the planning and implementation processes of Rwanda's urban future. Following her speech, Mr Neison Mutizwa-Mangiza, Director of UN-Habitat's Regional Office for Africa discussed the need for stakeholders to participate in urban planning and Ms Mary Balikungeri, Executive Director of Rwanda Women's Network moderated the dialogue with Mr Okechukwu Daniel Ogbonnaya, Programme Lead of GGGI.



Inclusive Cities Talk  
© GGGI Rwanda



Access ramp at the School of Architecture and Built Environment, University of Rwanda, Kigali, Rwanda  
© Ilija Gubic

## Spatial Development Framework (SDF)

In partnership with the Ministry of Infrastructure and University of Twente (ITC), UN-Habitat organised a side event to update district officials on the progress of the Spatial Development Framework (SDF) for Rwanda project. The project aims to further elaborate Rwanda's SDF by developing a National Strategic Action Plan to enhance the planning process at central and district levels by harmonising spatial planning with economic planning and budgeting, monitoring the implementation of the NUP spatially, and better directing key investments at the territorial level (including suggesting the establishment of additional secondary cities, special economic zones, etc.). The side event was opened by Mr. Edward Kyazze, Division Manager, Urbanization and Human Settlement, Ministry of Infrastructure and the presentation was given by Dr Ir. Luc Boerboom of ITC.

Districts were strategically categorised using a network of urban settlements based on the availability or absence of key infrastructure and socio-economic services and functions. They were then visualised using the matrix of function methodology developed by the University of Twente's Faculty of Geo-Information Science and Earth Observation (ITC), and the results thereof were presented to district officials

and decision makers. The concept of a matrix of functions is a method that requires data that is simple to collect and provides a factual understanding of the structure of a country or a region. It can be used to analyse spatial problems and to find bottlenecks in local and regional development. In combination with another methodology called spatial multi-criteria evaluation, the matrix of functions is the backbone of the SDF methodology.

The audience was fascinated by the presentation and showed interest in learning more about the use of the tool and how it can help in district planning processes. The district representatives indicated that it could revolutionise the way in which planning is undertaken and showed special interest in its ability to justify their performance contracts (IMIHIGO). The representative of the Ministry of Infrastructure indicated that districts would benefit from training on data collection techniques to develop a matrix of functions of their districts and analyse their spatial structure. This project will also provide relevant technology at ministerial level to set up a decision room with an interactive user interface for the transformation of processed spatial data into useful information. This can facilitate decision making and directing key investments in support of the National Urbanization Policy.





## Kigali Urban Walk

As a parallel event to the forum, the Global Green Growth Institute (GGGI) in partnership with the City of Kigali and the University of Rwanda led an 'Urban Walk' in Kigali on 8 February 2019. An 'Urban Walk' is an initiative launched by GGGI in 2018 to raise public awareness on the importance of green cities and buildings. It enables participants to become acquainted with public space initiatives in the city, and how the new modified master plan joins open spaces in the urban centre. On the walk held on 8 February, Mr Fred Mugisha, Director of Urban Planning and Construction One Stop Centre, City of Kigali, shared details as to how the city plans to re-design and re-develop its car-free zone, initially introduced in 2015. After visiting key architectural and urban heritage landmarks, the walk ended at the newly inaugurated architecture block of the University of Rwanda where Dr Manlio Michielletto, Dean of the School of Architecture and Built Environment, guided participants through the building to highlight its green building elements, which include maximising the use of local construction materials; a large and comfortable ramp that leads to the second floor and avoids using the elevator; an efficient natural ventilation system; control of the solar heat gain; and rainwater harvesting and storage units. In his closing remarks at the end of the walk, Mr Daniel Ogbonnaya, GGGI's Programme Lead, focused on the significance of innovative activities that help raise awareness among residents and communicate issues relevant to greening cities and buildings.



Kigali Urban Walk  
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## Exhibition

The forum's exhibition was set up outside the hall where the main event was held. Exhibitors included the UN-Habitat, ICLEI Africa, GGGI, SKAT, MASS Design and Earth Enable. It gave participants the opportunity to learn more about the exhibitors' work. UN-Habitat shared its New Urban Agenda and discussed implementation modalities with visitors, in parallel with the topics under discussion at the forum. UN-Habitat and ICLEI Africa shared their knowledge products on the Urban LEDS II project and other joint initiatives piloted in Kigali and Rwanda's secondary cities. GGGI shared its knowledge products on green and climate resilient city development as well as briefs on green growth best practices. It also shared its National Roadmap for Green Secondary Cities Development co-designed with the Ministry of Infrastructure. Other exhibitors such as SKAT, Earth Enable and MASS Design emphasised their expertise in affordable construction, local materials, exhibiting not only knowledge products, but building materials for participants to examine in person.



Exhibition  
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## Recommendations and way forward

The forum was officially closed at the end of 7 February 2019 by the Director General, Mr Eric Serubibi. The two-day event facilitated intensive discussions on various topics around four main themes, with 17 resolutions emerging therefrom. Key actions were assigned to relevant institutions to implement the forum's recommendations. The following table summarises the key recommendations by theme, and shows proposed action points and the responsible institutions.

DISCUSSED POINT	KEY RECOMMENDATIONS	KEY ACTIONS	LEAD INSTITUTION
1.	Improve participatory planning and access to informative data to all	Strengthen bottom-up participatory planning approaches followed by timely top-down feedback	<b>MININFRA, MINALOC</b> City of Kigali and Districts Civil Society
2.	Promote Inclusive representation in participation planning	Establish open platforms for community engagement in urban planning processes to ensure inclusive approaches and strengthen transparency and accountability at all levels. Establishing and applying CPI at line Ministries	<b>MININFRA, MINALOC</b> City of Kigali and Districts
3.	Establish reliable data platform to Monitor progress on sustainable urbanization	Establish an urbanization think tank to analyse and monitor the economic, social and environmental performance of Rwanda's cities. Initiate a Pilot project in relation to the implementation of the National Informal Settlement Upgrading strategy	<b>MININFRA, UN-Habitat</b>
4.	Leverage the economic and social contributions of the community	Elaboration of zoning regulations that supports master plan densification strategies	<b>MININFRA, RHA, BRD, RDB</b>
5.	Active promotion of densification	Publication of sample affordable multi-family typologies Promotion of construction materials and technologies that allow for storied urban construction	<b>MININFRA, RHA</b> City of Kigali and Districts
6.	Affordable housing and unplanned settlements upgrading	Scale up of existing pilot projects (eg.Mpazi) Elaboration of the tools to support the linkage between affordable housing and informal settlement upgrading	<b>RHA, PSF</b> City of Kigali and Districts

DISCUSSED POINT	KEY RECOMMENDATIONS	KEY ACTIONS	LEAD INSTITUTION
7.	Stimulate both demand and supply sides of the affordable housing	Operationalization of the affordable housing funds Review of the current incentives for affordable housing developers Advocacy for financing for affordable housing developers	<b>MINECOFIN, MININFRA, RHA, BRD</b>
8.	Promote in situ upgrading of unplanned settlement	Implementation of the National Informal Settlement Upgrading strategy	<b>MININFRA, RHA, MINALOC</b> City of Kigali and Districts
9.	Design, construct, and operate green buildings	Implement the Rwanda Green Building Minimum Compliance System Embed Rwanda Green Building Minimum Compliance System in the building permitting and inspection process Capacity building and awareness raising on the Rwanda Green Building Minimum Compliance System	<b>RHA, City of Kigali</b> Districts City of Kigali Districts
Urban resilience, climate change & green cities	Develop guidelines for wetlands management in Rwanda	Identify and map all wetlands and incorporate in master plans	<b>MOE, REMA</b>
		Plan, design, build and maintain green open public spaces	<b>MOE, REMA</b> City of Kigali Districts City of Kigali Districts
10.	Protect and enhance wetlands and green public spaces	Awareness raising in communities	<b>MINALOC, MOE, REMA,</b> City of Kigali and Districts

DISCUSSED POINT	KEY RECOMMENDATIONS	KEY ACTIONS	LEAD INSTITUTION
11.	Embed green growth principles in urban development	Integrate green growth principles in master plan review process Implement participatory planning processes for master plan reviews and development Training and capacity building on environmental implications of urban development Develop stormwater management policy in urban areas	RHA, City of Kigali and Districts  RHA, City of Kigali and Districts  MOE, REMA, MININFRA, RHA, MINALOC  MOE, MININFRA, MINEMA
12.	Sustainable management of water and land to improve resource security and prevent disasters	Implement Sustainable Urban Drainage Systems	RHA, MOE, MININFRA, MINEMA, City of Kigali and Districts
13.	Mobilise green and climate finance for implementation of urban related projects and programmes	Training and capacity building on sustainable water and land management practices Training and capacity building on green and climate finance Identify projects and develop proposals for funding	MOE, REMA, MININFRA, RLUMA  MINECOFIN, MOE, REMA  FONERWA, MOE, REMA
14.	City Branding and Cultural Uniqueness	Create intra-linkages between City of Kigali and areas with emerging businesses through provision of basic infrastructure and quality services.	MININFRA, MINECOFIN, MINALOC, City of Kigali and Districts

DISCUSSED POINT	KEY RECOMMENDATIONS	KEY ACTIONS	LEAD INSTITUTION
15.	Map, valorise and protect Rwanda's natural, cultural, historical and built heritage and incorporate it into local development plans in all settlements, especially in Kigali and secondary cities.	To conduct a specific survey on Rwanda's natural ,historical and built heritage Elaborate inventory of natural , historical and built heritage and elaborate preservation guidelines Raising awareness and capacity building to professionals and practitioners to incorporate cultural designs into the built environment.	MININFRA, MINISPOC, Academia, City of Kigali and Districts
16.	It is important to clearly communicate the link between the new property tax law and local development to increase taxpayer morale and compliance, and show it through specific and visible urban investments.	Raising awareness about importance of new law to increase the tax payer's compliance. Increase Transparency and accountability through disseminating audited municipal accounts to tax payers on an annual basis.	MINECOFIN, MINALOC, City of Kigali and Districts
17.	Rwanda is ahead of the continent in terms of Public Private Partnerships (PPPs) especially for electricity and water. PPPs cannot happen at local government level without revenue sources for local government. We can further leverage PPPs as an additional source of financing for urban development, but we must only proceed with a full understanding the government capacity requirements and financial obligations in such a process and each partner should focus on what it can do best	Elaborate PPP guidelines to be executed in development of urban infrastructure; Increase capacity building of local government to manage PPP structure; Increase transparency through competitive procurement process of PPPs	RDB, MININFRA, MINALOC, City of Kigali and Districts





Street in Rubavu, Rwanda © Ilija Gubic

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